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United Nations Bhutan

UNCT Gender Task Force
January 2012

UN BHUTAN GENDER AUDIT REPORT

The UN Bhutan Gender Audit was conducted from November 2011 to January 2012 and represents primarily an internal exercise which focused on key areas such as: leadership, staff capacity, gender mainstreaming in programming and policy, tools and resources, budget, monitoring and evaluation, and workplace issues including sexual harassment. The audit aims to deepen capacity for gender mainstreaming and to identify specific gaps in the way it is implemented to date, as well as provide a documented and quantified baseline for measuring future progress.

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ACRONYMNS and GLOSSARY

AWP	Annual Work Plan
cCPAP	Common Country Programme Action Plan
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CPB	Country Programme Board
CSOs	Civil Society Organisations
CRC	Convention on the Rights of the Child
FAO	Food and Agriculture Organization
FYP	Five Year Plan
GNH	Gross National Happiness
MDGs	Millennium Development Goals
MMR	Maternal Mortality Rate
NCWC	National Commission for Women and Children
NFE	Non Formal Education
NPAG	National Plan of Action on Gender
NSB	National Statistics Bureau
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNW	United Nations Entity for Gender Equality and the Empowerment of Women
WFP	World Food Programme
WHO	World Health Organization

Executive summary

The main rationale of the UN Bhutan Gender Audit is to follow up on recommendations of the Mid-term Review of the current UNDAF-cCPAP¹ cycle (2008-2013) and gear up for the next cycle (2014-2018). A draft gender strategy is expected to be derived from the audit. The audit aims to deepen capacity for gender mainstreaming and to identify specific gaps in the way it is implemented to date, as well as provide a documented and quantified baseline for measuring future progress. The audit was conducted by a national consultant and facilitated by the UNRCO² Gender Specialist and the UNCT Gender Task Force (GTF) members from November 2011 to January 2012. The consultant was guided by the ILO³ gender audit manual and the experiences from the UN Vietnam Gender Audit in 2008. A variety of methods and tools were used to draw information and collect data such as document reviews, questionnaires amongst UN staff and IPs, interviews with Senior Management and Gender Task Force members, amongst others.

The audit focused on the following key areas: (i) leadership, (ii) staff capacity, (iii) gender mainstreaming in programming and policy, (iv) tools and resources, (v) budget, (vi) monitoring and evaluation, and (vii) workplace issues including sexual harassment. The audit also focused on two levels i.e. UN and individual agency in terms of assessing capacity and progress in gender mainstreaming. In each level, efforts were made to collect data using a range of tools to facilitate learning and reflection at personal and organizational levels. A rapid document review and a detailed staff survey were amongst the tools used. Every attempt was made to ensure that the results of the audit would be comparable to others, although few tools differ which were tried to extract maximum qualitative and quantitative information for a baseline that would be comprehensive in the context of Bhutan.

Given the fact that *“gender equality de facto was not central to the UNDAF process, and gender considerations were included in the UNDAF without a systematic assessment”* (MTR report⁴), for the majority, the on-going gender mainstreaming initiatives appear to have come about as ‘add-ons’ along the way based on personal commitments, a push from leadership or initiatives of willing partners. As the MTR report states: *“a few indicators mention gender, often referring to sex-disaggregated data, but no substantive change in gender relations is articulated”*. For example, UNFPA, gender and working with women’s organisations happen to be evident and at the heart of their core business. UNFPA’s contributions to a strategic area such as curbing gender-based violence is critical for desirable change in gender relations and women’s empowerment in the medium to long term, but that perspective is not clearly charted out. The Gender Responsive Governance programme with support from UNW is still in its early stages of implementation and it is aimed at addressing the issues that challenge women in politics, an arena which is heavily male dominated even in Bhutan where gender biases are less obvious or overt.

The outcome of an exercise to gauge the extent of attention paid to gender, shows that the organizational culture of UN agencies and that of IPs is largely ‘gender-responsive’⁵ and

¹United Nations Development Assistance Framework-Common Country Programme Action Plan.

² UN Resident Coordinator’s Office.

³ International Labour Organisation.

⁴ Mid Term Report of UNDAF and cCPAP (2008-2012), Consolidated Report, 26 Nov 2010.

⁵ Gender responsive organization. In the organization willingness exists to take action to reduce undesirable and unjustifiable differences between men and women.

‘gender-friendly’⁶, but programmatically they are just about ‘gender-aware’⁷ and far from being gender-sensitive⁸ nor gender-responsive. Hence, generally speaking, while the level of gender-awareness is satisfactory, responsiveness to gender is still debatable and vague, leaving aside the whole gamut of transformational work on gender relations, which is a missing perspective. Given the scope, opportunities and the need, it is time for deep thinking, honest reflection and serious action to urgently enhance the strength of the united commitment to gender mainstreaming especially in the context of next cycle of UNDAF-cCPAP 2014-2018.

Key findings of the gender audit include the following:

- The UN in Bhutan is perceived and expected to take on the leadership role on gender by staff members (SMs) and Implementing Partners (IPs).
- The UN SMs rated the Senior Management quite high when it comes to importance of gender mainstreaming (GM) and agreed that Senior Management leads and influences gender agenda in Bhutan.
- Nearly half of the UN SMs have a good level of awareness and understanding of GM concepts; however, a struggle appears on the how to of gender mainstreaming.
- Only a handful of the UN SMs appear to be very confident that gender equality (GE) is being mainstreamed by their UN agencies and very few said they are well informed of the content of their agency’s GM policy.
- UN SMs are willing to invest their time in gender training and most would prefer training for three days to a week.
- Majority of UN SMs are aware of the existence and location of their Agency’s gender focal points at the country level while gender focal points at the regional and HQ levels are rarely consulted.
- The UN System in Bhutan has fairly gender balanced workforce. Women make 51% of the overall workforce; Senior Management (international) group out-numbering men; Men (national) dominate the senior technical positions (1 female ARR versus 5 male ARRs); 12 female NPOs versus 17 male NPOs; and at the GS level, there are 29 female and 31 male.
- In response to a question on whether the UN system is ready to hire female drivers, the answer was resounding yes. There are also four female security guards.
- The survey data shows that UN professional staff members are, in general, quite knowledgeable and know it all theoretically.
- Gender mainstreaming is not tracked in allocations or expenditure at the agency (with the exception of UNDP) or programme level nor are gender results monitored or measured effectively.
- Roughly 90% of respondents were doubtful if gender mainstreaming is being effectively monitored or traced by UN systematically.
- Gender balance in staffing and workplace issues is quite co-related. With sexual harassment policies in place at HQ and country level in most of the Agencies and female staff nearing 50% on an average with almost all Heads of Agencies female, the surveys indicate a good feeling.
- Organizationally, there doesn’t seem to be any issues as majority claim that they enjoy family friendly, women-friendly, men-friendly environments.

⁶ Gender friendly organization: In the organisation both men and women feel at ease in their work and working environment and have equal opportunities. Efforts are taken to maintain this situation.

⁷ Gender aware organization: In the organisation it is recognised that there are differences between men and women in terms of access of opportunities. It is also realised that men and women have different perceptions and interests. Problems resulting from this situation are identified.

⁸ Gender sensitive organization: In the organisation it is recognised that there are underlying and hidden causes of inequality between men and women, which are being identified. The observed differences are felt undesirable and unjustifiable.

Key recommendations of the gender audit include:

- Urgently invest in **capacity building for all UN SMs** including but not limited to training.
- Deepen and enhance **organizational capacity of the UN in Bhutan** to better respond to national priorities for gender equality (GE) and women's empowerment (WE).
- Deepen and enhance **organizational capacity of IPs/TGs** of the UN to be equally able to work with the UN in Bhutan to address national priorities for gender equality and women's empowerment by building of critical mass of gender trained people within and outside of the IPs.
- Develop **communication guidelines** for gender mainstreaming in knowledge management.
- Ensure the roll out of **gender-sensitive monitoring and evaluation system** to demonstrate the benefits and impact of the UN Bhutan's investment in promotion of gender equality and women's empowerment.
- Ensure **adequate resources** for gender programmes are allocated to enable significant change at the impact level.
- **Track allocations and expenditures** on gender in the UN's financial management systems and also in the Planning and Monitoring System (PLAMS).

These recommendations will form the basis of the gender mainstreaming strategy for the next CPAP/UNDAF cycle (2014-18). A far-reaching approach to strengthening UN Bhutan's gender and development performance will be significant, targeting action on a number of fronts to achieve short term results and sustainable change.

I. Introduction

All UN agencies around the globe are mandated to promote gender equality and women's empowerment. Through a process of gender mainstreaming, agencies work to mainstream gender at every stage of the programme planning cycle: *"in the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and social spheres and to further undertake to strengthen the capabilities of the United Nations system in the area of gender"* (ECOSOC, 2008).

This strong commitment is reflected in individual agency strategy and policy documents. Most UN agencies in Bhutan have gender strategies or policies in place at the headquarters level and knowledge as well as awareness about the content varies from agency to agency. For example, UNDP, UNICEF, and UNFPA are very aware and make efforts to bring it to country level in various forms, while others are oblivious about it.

In the context of Bhutan, gender has been acknowledged as a cross cutting theme of the UN Development Assistance Framework (UNDAF) and common Country Program Action Plan (cCPAP), which aids the UN system as it works to achieving more fully the status of 'Delivering As One'. UN Bhutan is making every effort to ensure gender mainstreaming and women's empowerment initiatives are incorporated at all levels of its programmes and operations. Over the past few years, the UN has implemented several initiatives to increase the effectiveness and impact of UN-supported programmes in achieving gender equality and women's empowerment in Bhutan. The UN Bhutan has established a comprehensive mechanism for gender mainstreaming through a network of Government and UNCT Gender Focal Points (GFP). The UN further supports the implementation of the National Plan of Action for Gender (NPAG) 2008-2013, through joint Annual Work Plans (AWPs) across five thematic areas: Poverty Reduction, Health, Education, Energy, Environment and Disaster Management, and Democratic Governance.

As part of the UNDAF mid-term review, a Gender Outcome Evaluation was carried out in 2010, which has highlighted a number of issues and recommendations, including the conduct of Gender Audit in Bhutan. Therefore, the UN Bhutan Gender Audit was launched in November 2011 and it was mandated to come up with the first draft report by 31 December in order to give it the space and 'voice' in the upcoming steps and planning/discussions/forums starting mid-January 2012 informing the next UNDAF-cCPAP cycle in the country.

1. Objectives and scope

As defined by the ILO: *"A gender audit typically focuses on both internal process and support for gender mainstreaming (such as policies, capacity, resourcing) as well as external progress on gender mainstreaming (for examples in programmes, policy advice, and public relations). It establishes a baseline, identifies gaps and challenges and examples of good practice, and recommends way of addressing gaps as well as new and more effective strategies (ILO 2007:11)."*

In accordance to it, the UN Bhutan Gender Audit was also designed to achieve the following objectives:

- to establish a baseline for measuring progress on gender mainstreaming;
- to assess staff capacity and competence to mainstream gender; and
- to propose a gender mainstreaming strategy that will inform development of the next cCPAP/UNDAF cycle (2014-2018), among others.

2. Methodology and timeline

The methodology for the UN Bhutan Gender Audit largely followed the ILO Gender Audit Guide and the Vietnam Gender Audit experience as advised in the terms of reference.

However, given the contextual differences, number of facilitators (only consultant in consultation with UNRCO Gender specialist versus internal teams with clear division of tasks and responsibilities) and time-line (only two months versus 9 months in Vietnam), the consultant took the liberty of using few more tools beyond the ILO Manual in order to enhance participation, gather more 'voices' and strengthen ownership of the process by staff and Implementing Partners (IPs). This, the Consultant felt, would make up partly for the inability to organize and conduct participatory workshops for which time was limited and the timing of the exercise on the whole was inapt as openly acknowledged by all. Despite the audit being more internally focused, the consultant made every effort feasible and possible to hear what the IPs had to say so the analysis and outcomes are not one-sided.

Data was collected through:

- a rapid review of documents including policy, strategy documents, UNDAF-cCPAP documents, range of Annual Work Plans (AWPs) from every thematic area, staffing and Human Resources data;
- communication materials i.e. website, press releases, speeches, etc;
- questionnaire for UN staff members covering the 7 focus areas of the gender audit;
- brief questionnaire specifically targeted at the IPs;
- a questionnaire on organizational culture and gender administered with a limited number of staff (Management, TG Co-chairs, UNCT GTF and few others);
- organizational level: Continuum on extent of attention paid to gender in your organization, which is a simple tool to define the appropriate label for your organization;
- assessment of organizational performance (practice level) on gender equality and women's empowerment (adapted from SNV Gender Self Assessment Manual);
- the interviews with key individuals and groups of UNCT Heads of Agency and IPs were also conducted within the frame of exploring personal and organizational aspects and views on gender mainstreaming (using some of the above tools) and asking few key questions; and
- participatory exercise on Organizational Culture and gender on 4th January 2012 among 40+ UN staff members.

The aim of administering few more tools was also to delve deeper into the organizational culture element by also facilitating more reflection and discussions.

The IP Survey

A brief questionnaire specifically designed for the IPs was administered to conduct a rapid survey amongst IPs and 'hear' their voices as many of them could not come for the interviews. The questionnaire with 8 straightforward multiple answer questions was shared with a group of around 20 IP representatives belonging to the theme groups of Poverty Reduction, Health, Education, Energy, Environment and Disaster Management, and Democratic Governance. Some 18 respondents covering all theme groups participated in the survey very promptly. As a percentage of participation in the survey, it stands at 90% and the sample size was a respectable proportion of the IPs of UN in Bhutan. Hence the consultant decided to incorporate the 'voices' into this report as it would not be proper given the interest shown by the IPs by way of spontaneously responding to the call.

How to read the charts/graphs

All the figures in x-axis and at the end of the bars are either percentages (when it's mentioned in the title of the chart) or simple absolute figures indicating numbers of staff members who confirmed the information in their respective questionnaires. The sum total does not add up to the total number of staff (67) who participated in the survey, as they have been highly selective in their responses, ticking under one aspect and choosing to skip many others.

Timeline

Thirty (30) days during the period of November 2011 – January 2012.

3. Constraints and limitations

As always, time was a scarce resource for the consultant and staff members. End of the year is as usual a critical period across all UN agencies. The timing and time factor impacted on the questionnaire in particular, and application of other tools but it must be reported that everyone did their best to cooperate despite the pressures. As originally intended, the gender audit was more of an internal UN exercise, but every possible effort was also made to capture the 'voices' of the IPs in all theme groups for a balanced picture. This was considered important in terms of how IPs are coping and what their expectations and suggestions are for a more meaningful and engaging partnership to truly advance the gender agenda together with UN Agencies. Checking only with UN Agencies would be inadequate as one cannot get the complete picture.

Time and other constraints also made it practically impossible to engage and delve further into actual work on the ground with partners or gauge the impact of UN programming on gender equality and women's empowerment. Good practice models were not easy to identify given the current pattern of support to gender, which has not been systematically planned nor budgeted from a gender equality/equity perspective as such.

Besides, the ambitious usage of several tools also called for more time than envisaged originally, to sort, compile, analyze and extract the essence out of the data.

4. Advantages

This gender audit follows several other assessments, including one on gender and most importantly the UNDAF-cCPAP MTR conducted in November 2010, UNCT has already been provided with a thorough analysis of the progress and short-comings in each UNDAF Outcome and CT Outcomes. Hence, these also aid and allow the Gender Audit to zoom into the (gender)

specifics and build on past exercises, where relevant and necessary. The gender audit took full advantage of this setting (as well as the consultant's own local knowledge and experiences) and adopted a more practical approach, rather than rhetorical and theoretical, to zoom into the issues and propose ways forward based on consensus. Sharp analysis and critique of the UNDAF process and outcomes, with a long list of recommendations including for gender equality exist in the MTR Report.

Therefore, the gender audit focused more on finding out how best to translate the good intentions of mainstreaming gender into actions that can make a difference based on current realities. Certain degree of impatience can be felt in the pulses of UN staff members and IPs alike and in the latter one senses fatigue over 'gender assessments'. Interpreting these anxieties positively and building on it provides even more opportunities and advantages as is conveyed in the following quote by an IP respondent: *"In my opinion a major constraint is the lack of capacity in analyzing and identifying gender concerns and mainstreaming them in policies, plans, programmes and projects. In terms of commitment, I believe that it is there and if we are able to come up with relevant and well-thought out interventions, these will be easily accepted. Many at times, the UN stresses that gender mainstreaming has to be done but no technical help is rendered and the intention gets evaporated in the process – neither the IP nor the UN colleagues are able to do it."*

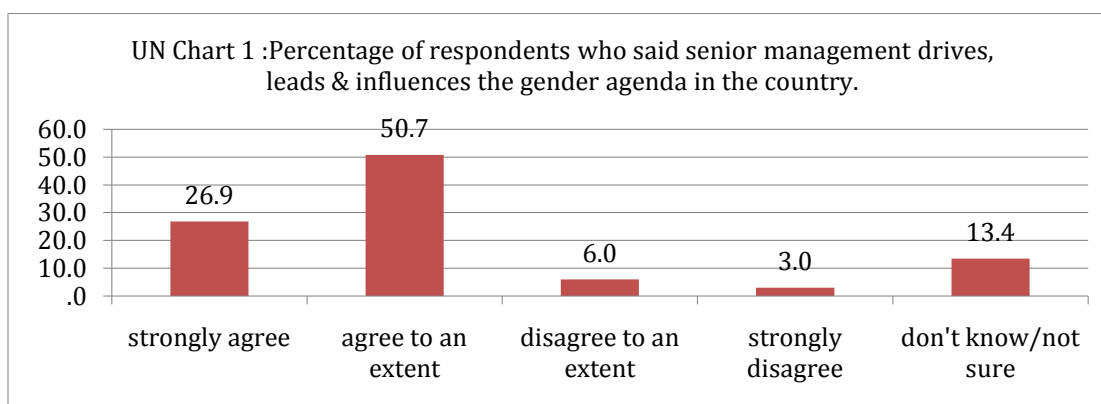
The IPs and concerned UN Agencies look forward to the outcome of this Gender Audit in finding out how best to tackle this persistent challenge.

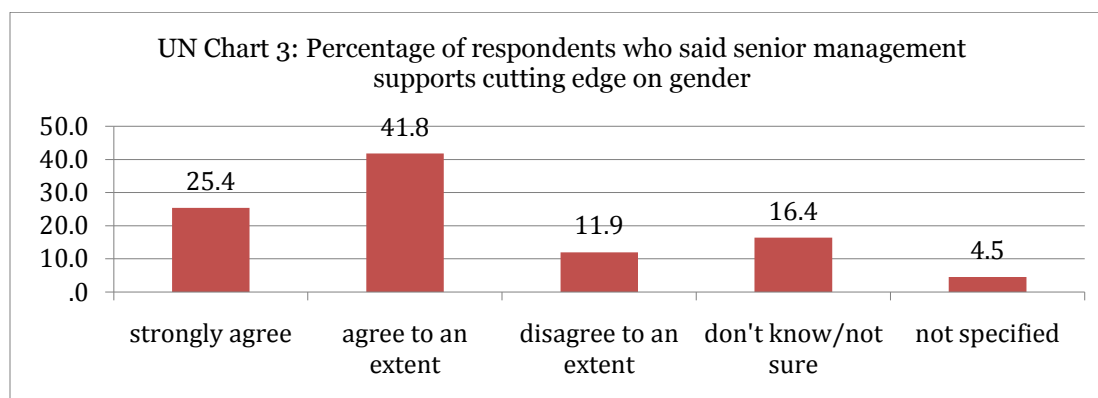
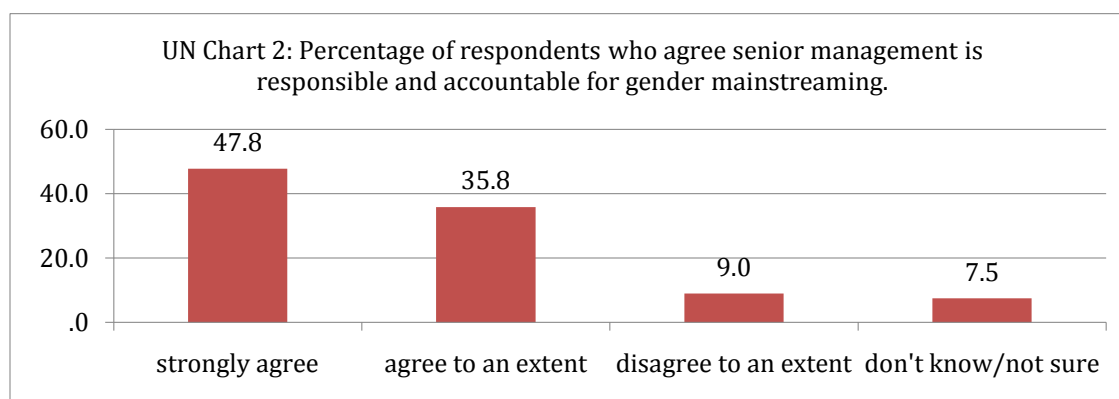
II. Key findings

Leadership

- UN staff members agree that Senior Management leads and influences the gender agenda;

As shown in UN Chart 1, while 26.9% of UN staff members strongly agree, 50.7% also agree that their Senior Management (SM) leads and influences the gender agenda in Bhutan and 95% say SM promotes gender equality in the organization. Some 83.6% (47.8+35.8 in UN Chart 2) believe that SM is responsible and accountable for gender mainstreaming, and another 67% (UN Chart 3) trust that they would support cutting edge work on gender too, although this remains largely unutilized or unexplored.





Staffing, capacity and Competency

- Gender parity at IPO level is tilted in favor of women (10 out of 11 are women), but at the NPO/ARR level is not, with only national female ARR out of 6 ARRs.
- Only 11.9% of UN Staff respondents are very confident to mainstream gender and 49% say they are quite confident.
- Nearly 39% of UN staff respondents are struggling to mainstream but do not know how to.
- Only 43% of all UNCT respondents say they accessed gender training

AGENCY	IPO ⁹		NPO ¹⁰		GS ¹¹		Total	% Female (overall)	% Female Prof level	% Female Support level
	Female	Male	Female	Male	Female	Male				
UNDP	5	0	6	6	11	11	39	56	65	50
UNICEF	4	1	4	7	9	8	33	52	50	53
UNFPA	0	0	2	1	1	2	6	50	67	33
WHO	1	0	0	1	2	5	9	33	50	29
WFP	0	0	0	1	4	4	9	44	0	50
FAO	0	0	0	1	2	1	4	50	0	67
UN	10	1	12	17	29	31	100	51	55	48

Overall, gender-balance in staffing has been consciously observed during recruitments as current staffing pattern demonstrates. Women make up 51% of the overall staff of UN Agencies in Bhutan. At the professional level 55% are women against 48% at the support level. At the international professional level alone, 10 out of 11 in absolute numbers are women, while there is only one national female ARR¹² out of six ARRs and 12 female NPOs versus 17 male NPOs overall. In terms of overall staffing gender parity the figures show progress, and in fact the country level gender parity at IPO level is an over achievement, for next level of ARRs UN figures mirror the country context where there are more men in decision-making positions. At the same time, without a drastic improvement of women in decision-making at ARR, seeing a drastic gender parity at support level (while still positive) is also a trend to watch out for because in the name of achieving gender balance more easily at that level, more men are perhaps being hired thus displacing women who would have otherwise got the jobs. Perhaps it's time to positively discriminate and hire women in non-traditional support positions such as drivers, technicians, and the like.

In response to a question on whether UN system is ready for hiring female drivers, the answer was a resounding 'yes' but how and when that will happen is yet to be seen. It is a challenging level to covert from an all male to mix because of two factors. Firstly, traditionally all over the world this job is highly male dominated or purely male in most places which would make women hesitate and men resistant. Secondly, in case the organization decides to proactively hire female drivers, certain temporary special measures might need to be put into place to encourage and make it more welcoming to aspiring candidates. Measures might include ensuring that there are at least two female drivers recruited at the same time, flexible timing, and childcare facility should be in place. Fortunately, G4S is gender sensitive in their recruitment and there are some female guards too.

As succinctly stated by a member of the SM of UN Bhutan, 'if there be one critical area that needs attention for gender mainstreaming in Bhutan it is "capacity" across the board for UN Bhutan and our IPs'. This is substantiated by data from surveys among UN staff members and brief survey among IPs; the situation being graver with the latter. In general, there is a reasonably good level of awareness and understanding of gender mainstreaming concepts amongst both groups – UN staff members and IPs, which could do with more deepening. A common struggle appears to be on the aspect of 'how-to' gender-mainstream. To match the scope and opportunities, capacity and competence to mainstream gender also need elevation beyond satisfaction with participation of

⁹ International Professional Officer

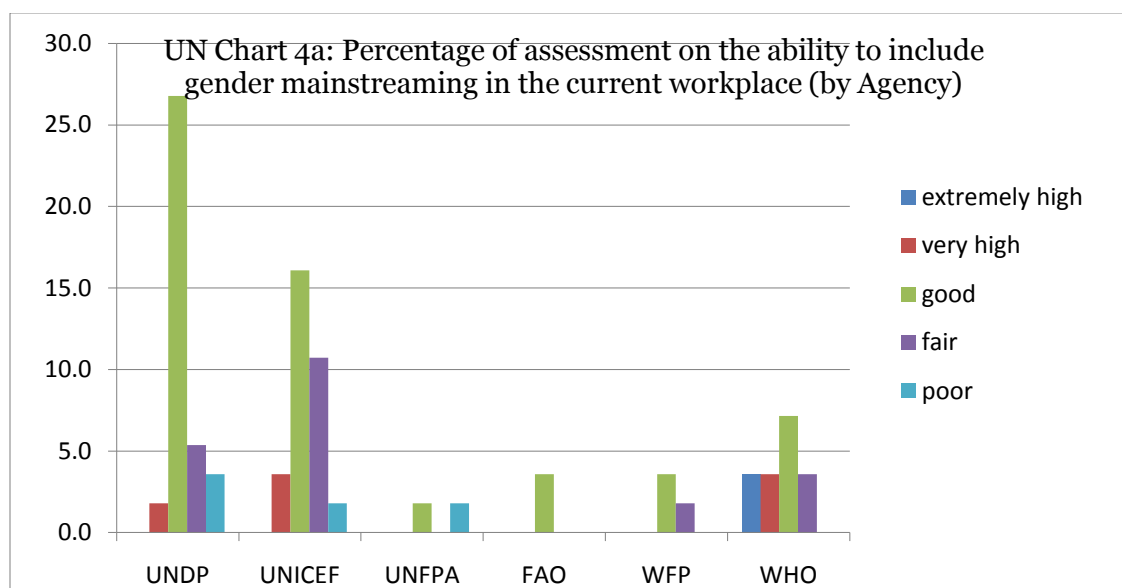
¹⁰ National Professional Officer

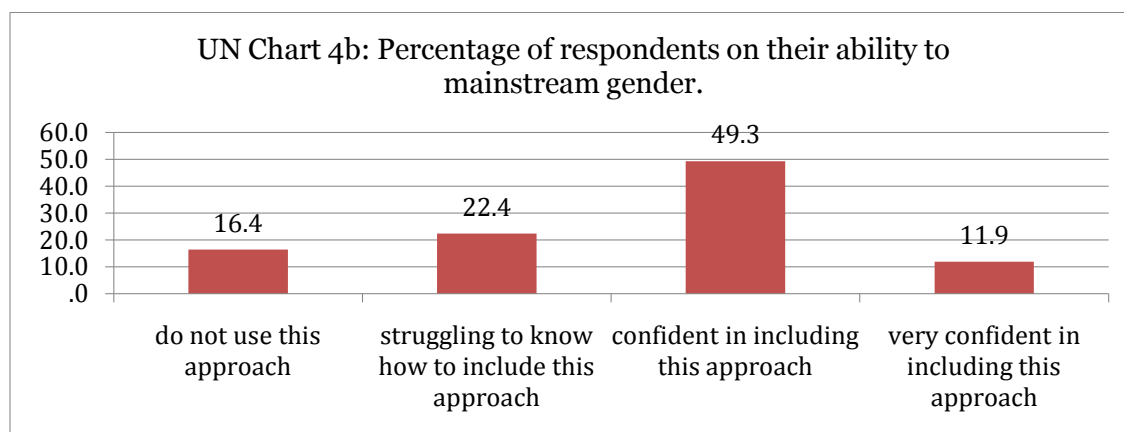
¹¹ General Support

¹² Assistant Resident Representative

women and girls in programmes, search for sex disaggregated data only or scattered efforts to address practical gender needs of women (PGNs). PGNs are needs of women and men have which arise from their gender roles (usually biological) and have to do with immediate perceived needs that are short term in nature, easy to identify felt needs, more material than ideological i.e. healthcare, water, food, shelter etc. Addressing PGNs helps men and women to carry out their gender roles more easily and effectively, without challenging the roles or socio-cultural norms observed by society.

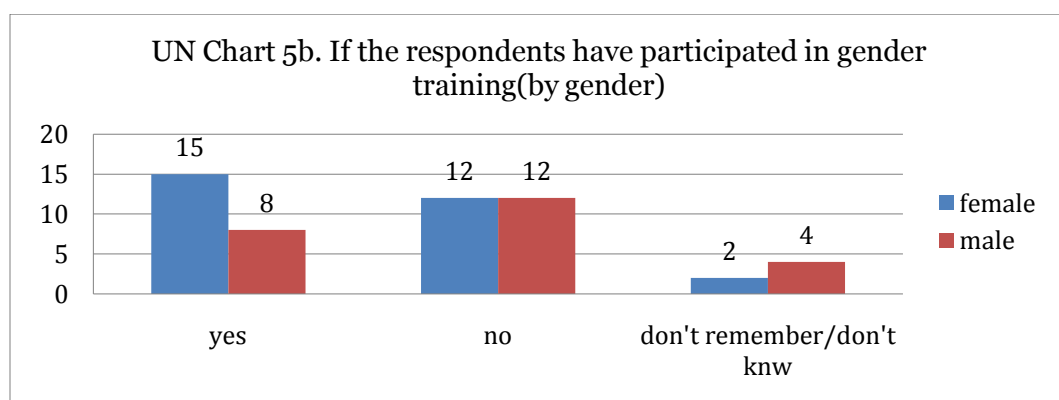
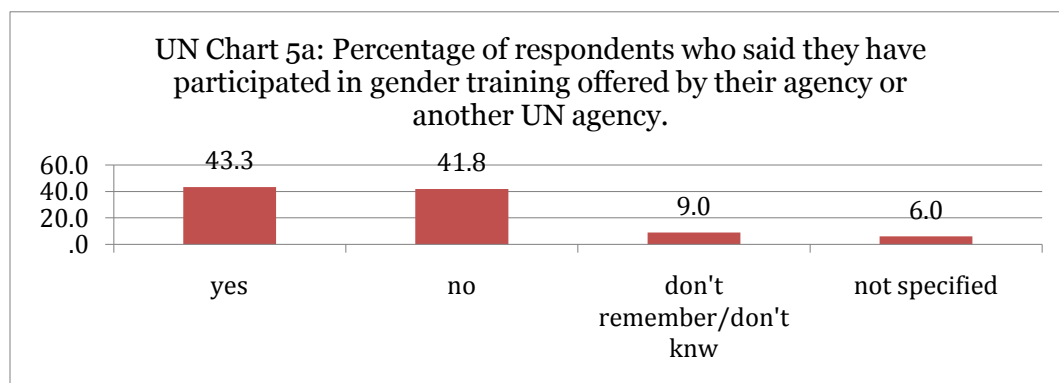
The survey among UN staff members show that they are quite knowledgeable about gender and have rated their SMs and Agencies quite highly when it comes to the importance attached to gender mainstreaming, gender-friendliness of the workplace and familiarity with policies and location of and access to gender focal points at the country level. This being the fruit of concerted efforts within the UN Agencies to build capacity and offer much needed exposure to gender mainstreaming, even if only theoretical. On the practical level, UNCT staff members reveal that many of them either ignore or are struggling to mainstream gender in their work (UN Chart 4b). Only 11.9% of UN staff members are very confident while another 49% say they are quite confident too. Some 28.8% staff members of UNDP and 16.1 % staff members in UNICEF against 1.8% in UNFPA, 3.6% in FAO, 3.6% in WFP, and 7.1% in WHO say that they are quite good at mainstreaming gender (UN Chart 4a).

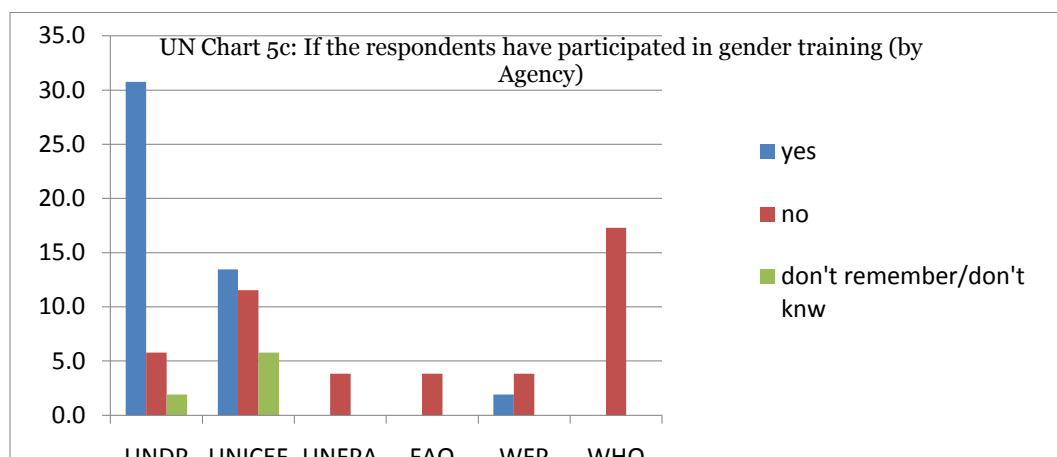




Participation in gender training

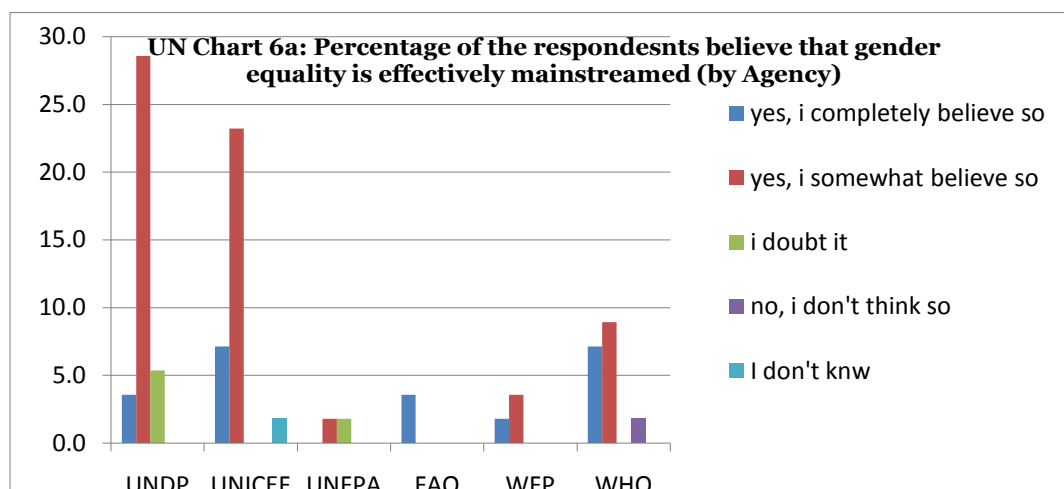
While 43% of all respondents from UN staff members say they accessed gender training (Chart 5a), it is obvious that more women have been able to participate than male staff as shown in Chart 5b that 15 women and 8 men attended gender training. At the level of Agency, a total of 16 staff members of UNDP, 7 staff members of UNICEF are the only ones who have had the privilege of being trained. None of the respondents from UNFPA, WFP, FAO, and WHO have been trained. This looks to be factually incorrect but again, perhaps the trained personnel from these Agencies may not have received their gender training during their tenure with the Agency or those trained did not participate in this survey.

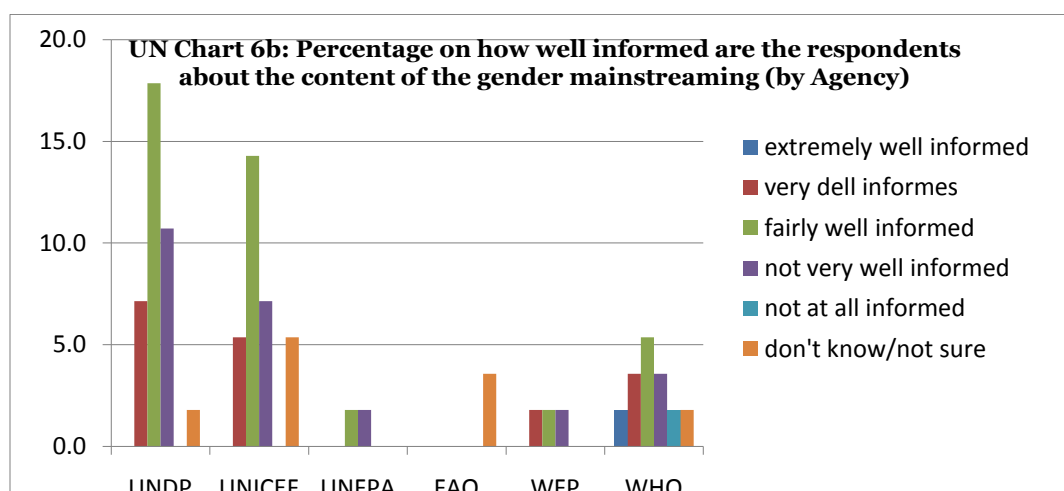




Gender mainstreaming in programming and policy

Using a combination of the staff survey and a second tool, an attempt was made to gain more insights into the level of organizational performance on gender equality and women's empowerment to better position the UN in terms of gender mainstreaming in programming and policy. As conveyed by Chart 6a only a handful or 23.2% of the UN staff member-respondents appear to be confident that gender equality is being mainstreamed by their Agencies. On Chart 6b, only 1.8% of the UN staff member-respondents appear to be extremely well informed of the content of the gender mainstreaming; 17.9% are very well informed; 41.1% are fairly well informed; 25% are not very well informed; 1.8% not all informed; and 12.5% are unsure.





The next Chart No. 7 is a result of a rapid exercise with members of Senior Management, GTF members and few others (total 19 respondents) during the interviews to quickly draw out and grade or place the 7 aspects of the organizational practice of UN Agencies as a whole in Bhutan in the following boxes or labels:

- nascent gender equality practice;
- emerging gender equality practice;
- expanding gender equality practice, and
- mature gender equality practice.

The 7 aspects of organizational practice being:

- contextual embedding;
- programme planning and mainstreaming,
- priority setting and choice of partners,
- gender expertise and capacity building,
- information and knowledge management,
- monitoring and evaluation, and
- organisational culture.

As is apparent in UN Chart 7 which follows, in terms of gender equality and women's empowerment practice perspective, the level of maturity varies from aspect to aspect of the organization. For e.g. gender expertise is still at 'nascent' stages, which confirms the consultant and MTR views that there is superficial application of concepts and the same needs deepening or strengthening. From merely attempting to increase number of female actors in an activity or incorporating the PGNs, strategic interests and needs of women (and men where relevant) needs to be looked into while programming and planning so that the status quo can be changed, gender relations can be influenced from a women's rights and empowerment angles. At the moment, while staff members and partners are aware and understand the concepts theoretically, they are not able to apply as relevant. In that sense, the assessment done by the SM is quite accurate.

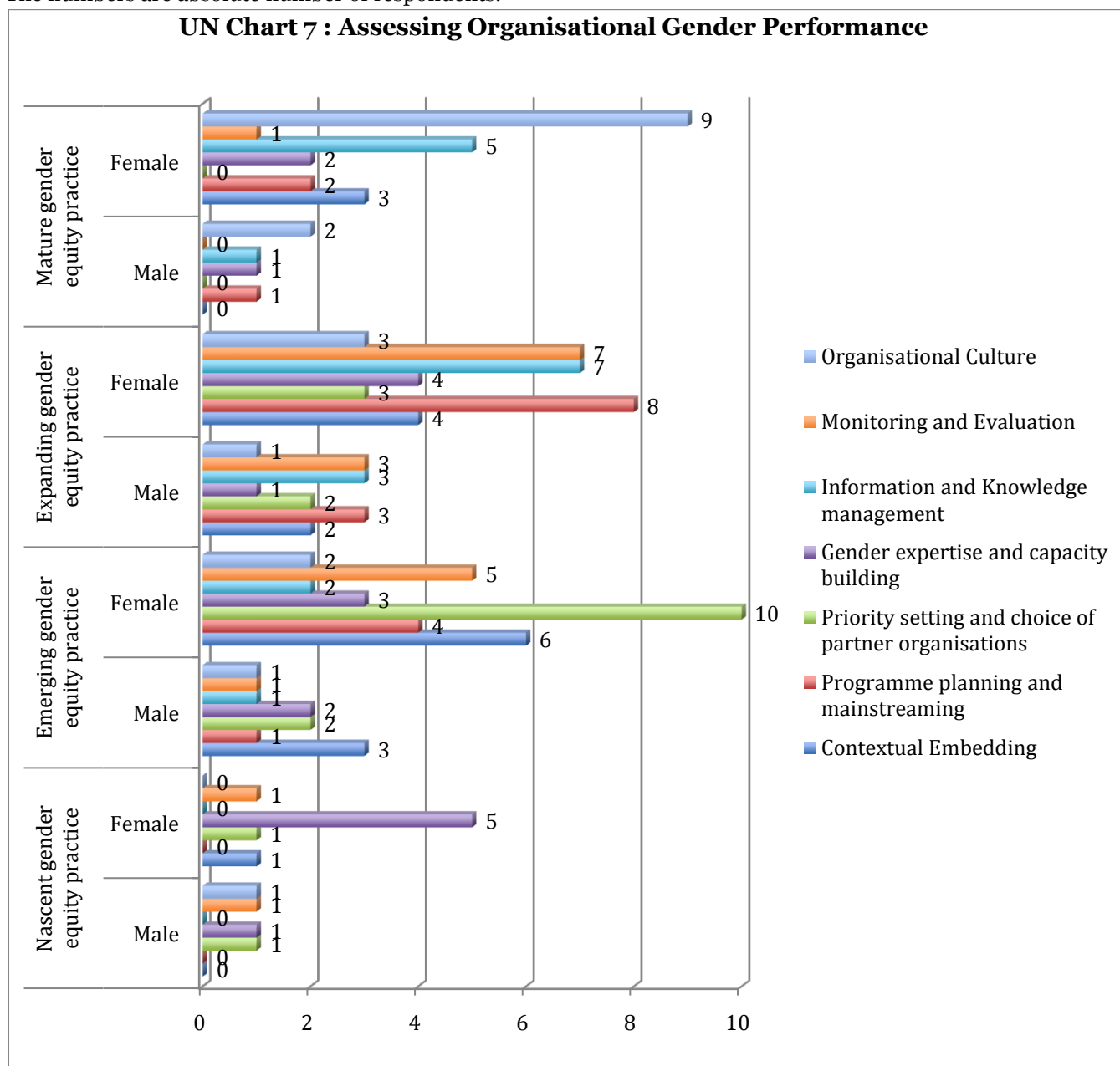
A basic and important aspect of programing and policy happens to be context setting or 'contextual embedding', in which most participants scored UN practice to fall under the 'emerging' category. This means that references to international commitments and conventions etc. such as CEDAW, CRC, and the BPFA are made and ends with some mention to few assignments that are related. Women respondents were more optimistic than men in the assessment.

In programme planning and mainstreaming gender aspects, most chose 'expanding' to be appropriate, since some Agencies do formulate specific objectives and assignments to realize them. Men were more reserved than women in making this choice.

A third aspect of gender mainstreaming in programming and policy has to do with how priorities are set and partners are selected. Here too, the respondents felt that UN falls under 'emerging' category given the current working modality and approach adopted which has its limitations. The UN System in Bhutan works closely with and through the government helping it to realize its priorities, nor does Bhutan's development scenario offer a wide range of actors to choose from.

The numbers are absolute number of respondents.

UN Chart 7 : Assessing Organisational Gender Performance



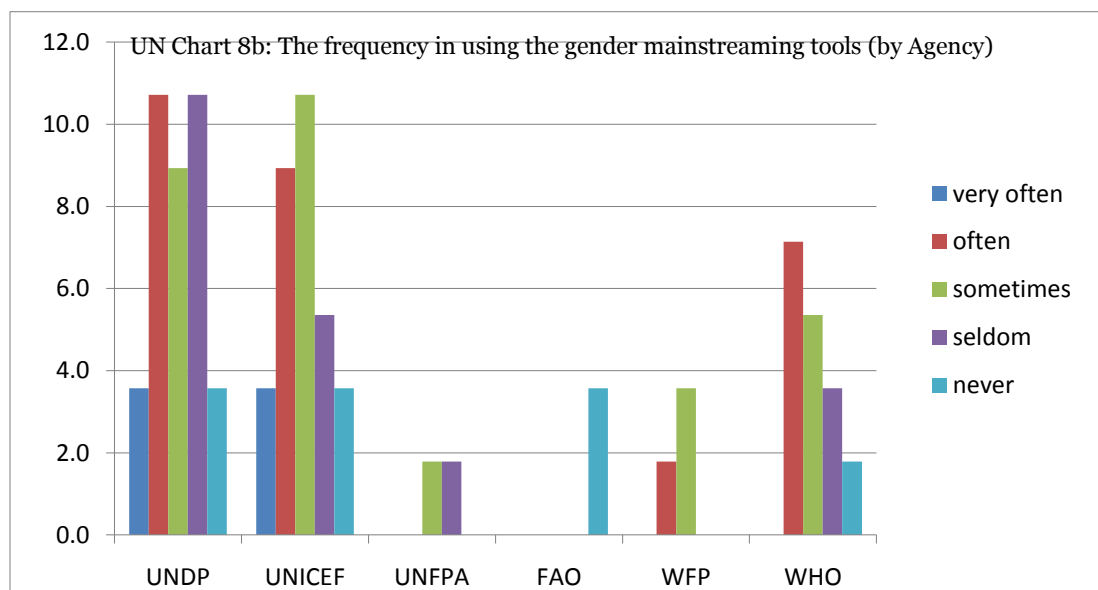
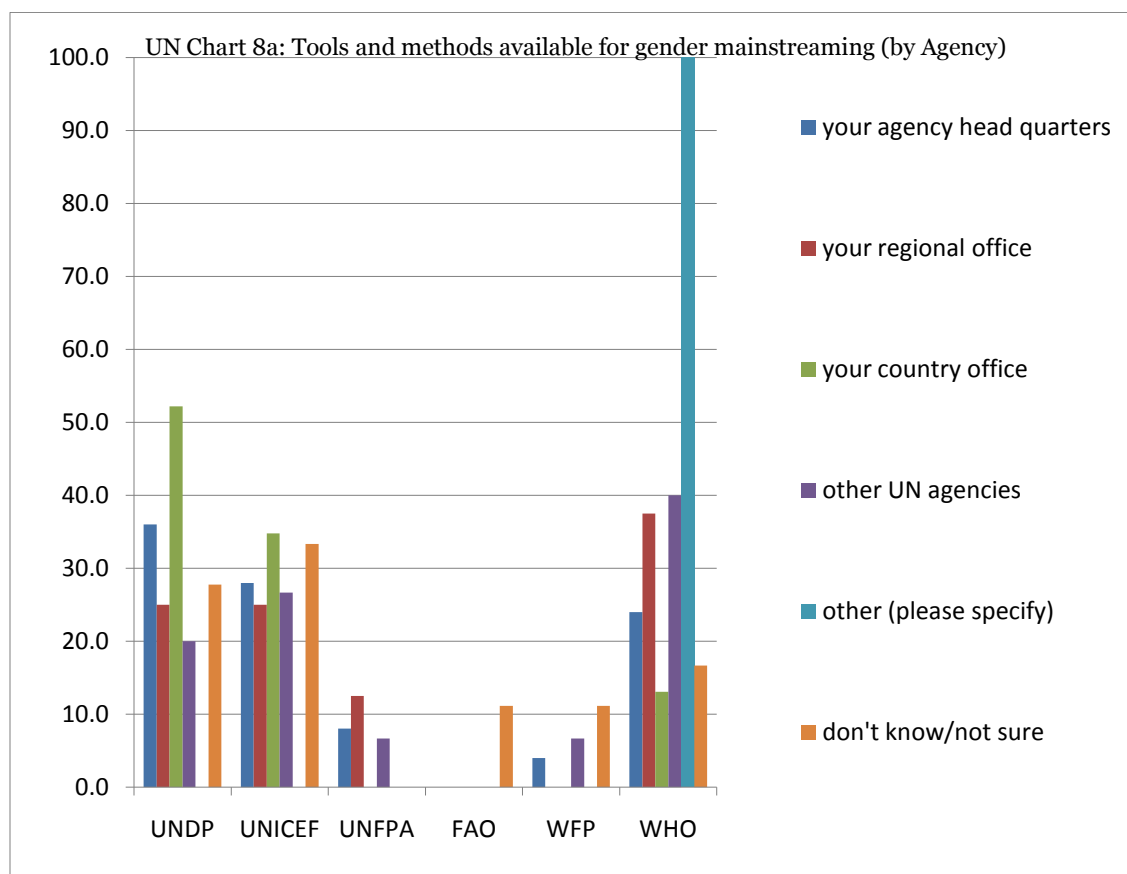
Tools and Resources (Use of gender mainstreaming tools and resource persons)

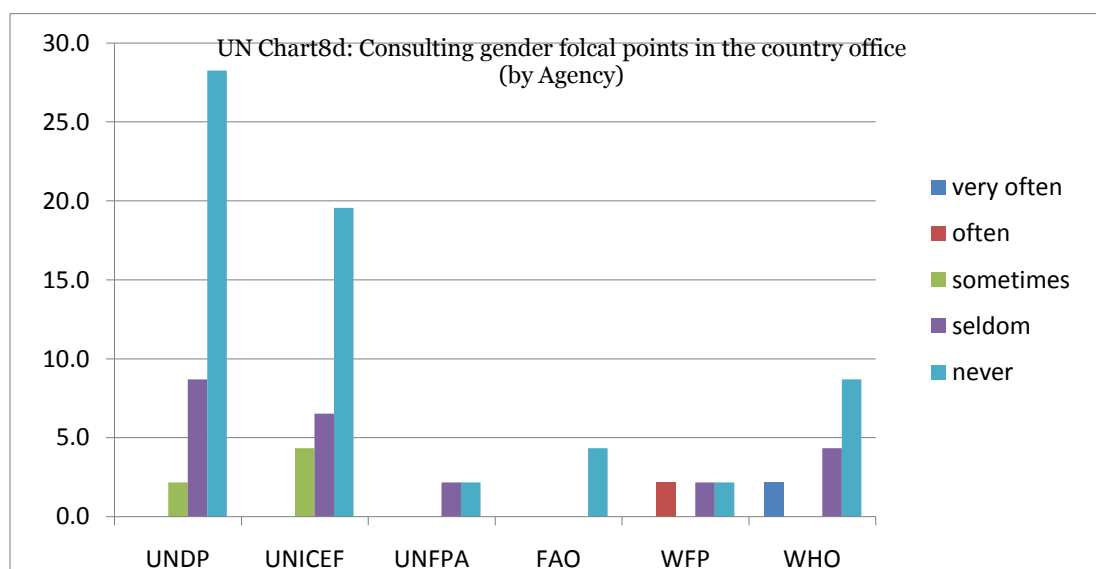
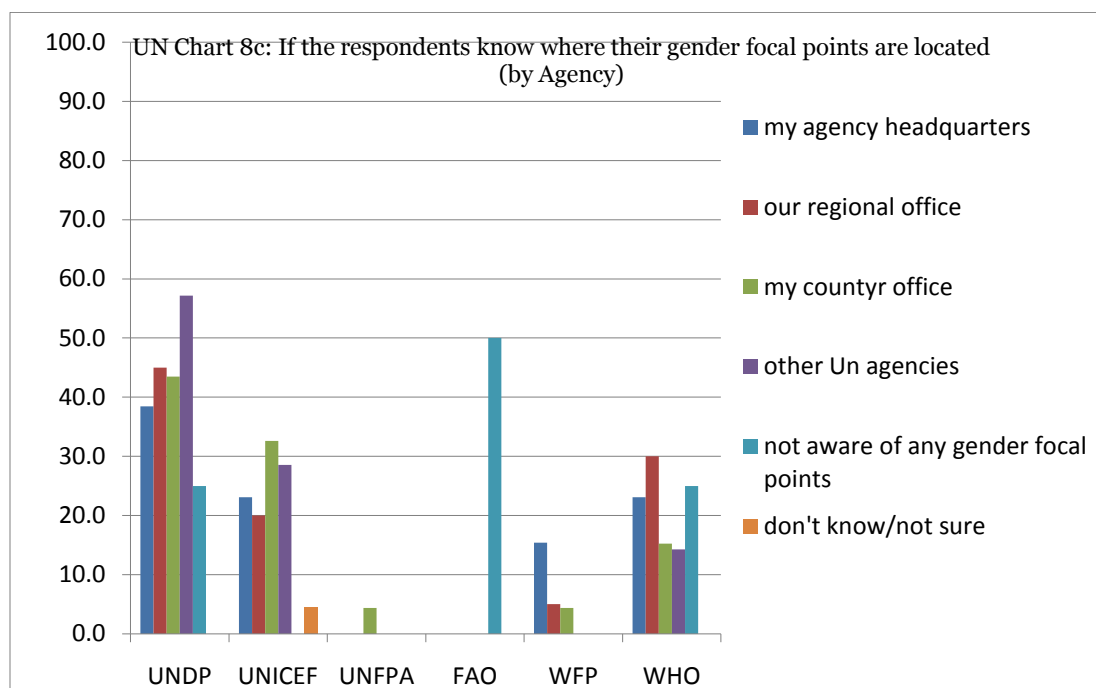
At the country level, 12 (52.2%) respondents representing UNDP, 8 from UNICEF (34.8%), 3 from WHO (13%) and nil from UNFPA, FAO, and WFP (Chart 8a) have indicated that there are tools and methods available in their respective Agencies for gender mainstreaming. The following series of UN Charts 8b to 8f illustrate the availability of tools and resource persons, knowledge about their existence and how frequently they are being accessed for enhancing the quality of their work by UN staff members. All the figures in x-axis and at the end of the bars are percentages.

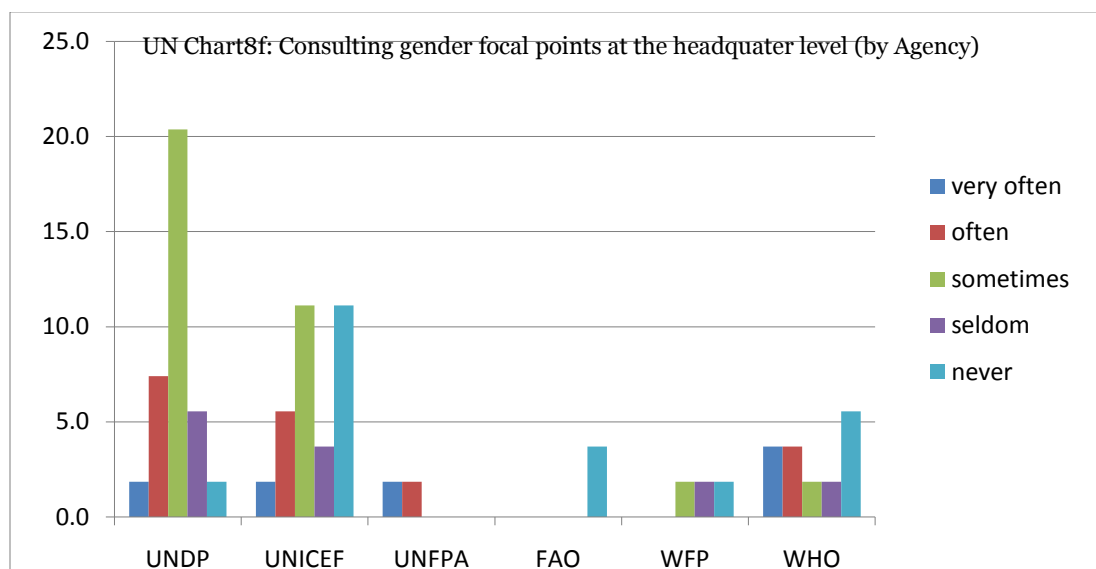
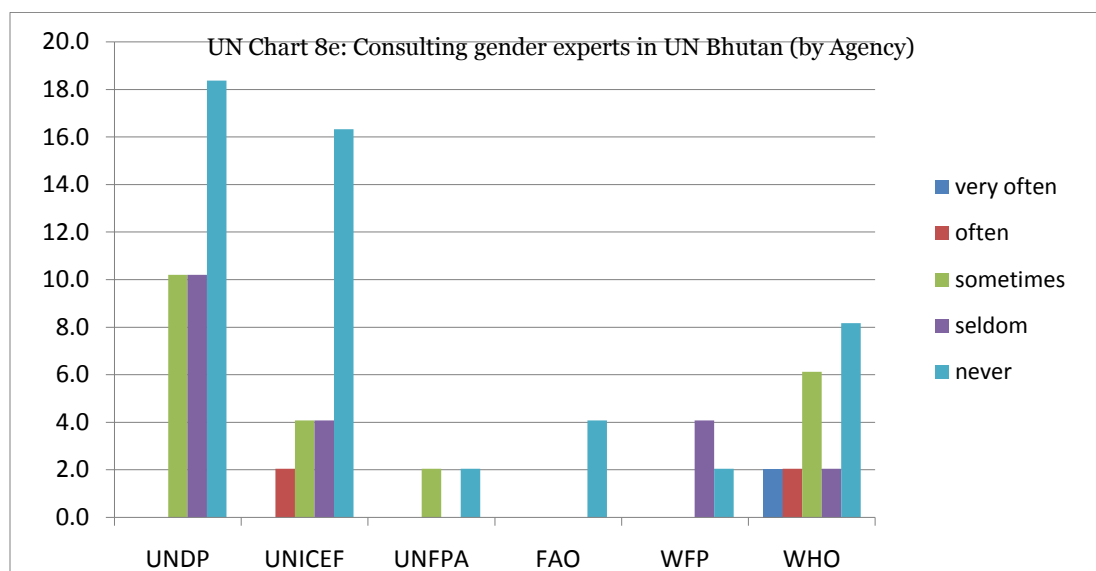
Out of 11 in UNDP who use the tools, only 6 staff members say that they use it often. Majority are aware about the existence and location of their Agency's respective gender focal persons as shown below. It also shows that gender focal persons at regional level and HQ are rarely consulted, at least according to these respondents.

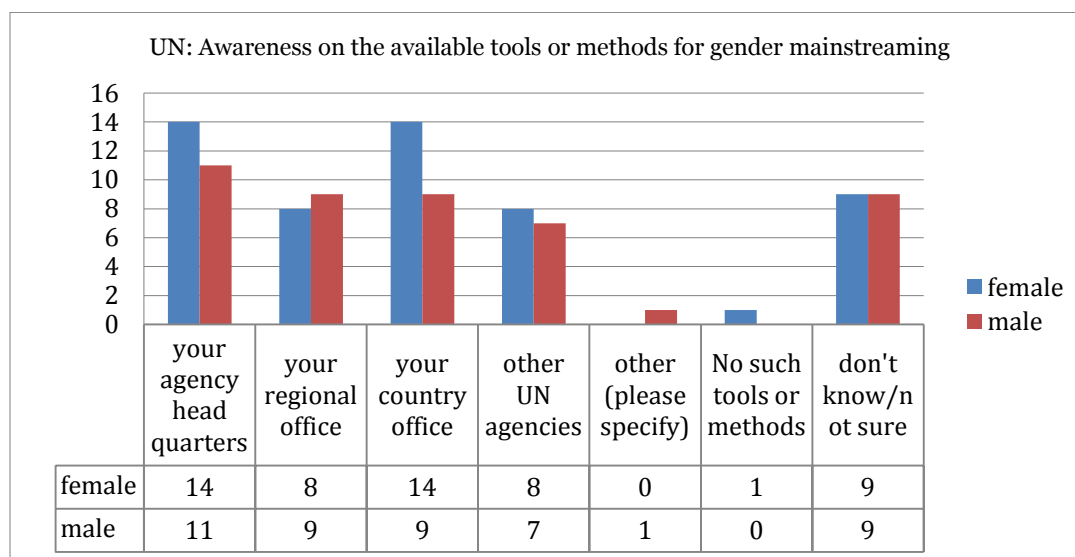
While awareness about HQ and country level gender policies and gender concepts is good, application of it appears to be limited in every agency. Staff members do make conscious efforts to ensure participation by women and girls in the activities they plan with their respective IPs. Looking at it from that angle, it can be said that efforts to mainstream gender in AWP are on-going and constantly improving. There is also a genuine perception among some UN agencies that they are doing alright. But, some wish to do more and do not know how. Again as another male participant (UN staff) put it: "*understanding gender concepts is easy but implementation is a challenge including monitoring and evaluating for results*".

Overall, there is a strong portfolio of gender specific projects under UNFPA, UNDP, and UNICEF (on eliminating VAWC with RENEW) and under Governance theme group to work on gender-responsive governance to strengthen political participation of women per se. However, inclusion of gender in mainstream programming appears to be weak despite application of tools such as the Gender Markers. Without any systematic considerations, mechanical approach to 'add and stir women/gender' appears to be happening a lot when projects, AWP or programmes are screened.









Budget

Given the absence of a formal gender-responsive budgeting policy and financial system that captures the gender perspectives of programme funding, a quick scan to add up strictly only the allocations for the very specifically named (gender/women/girls') activities reveal following percentages of the overall programme funding towards gender:

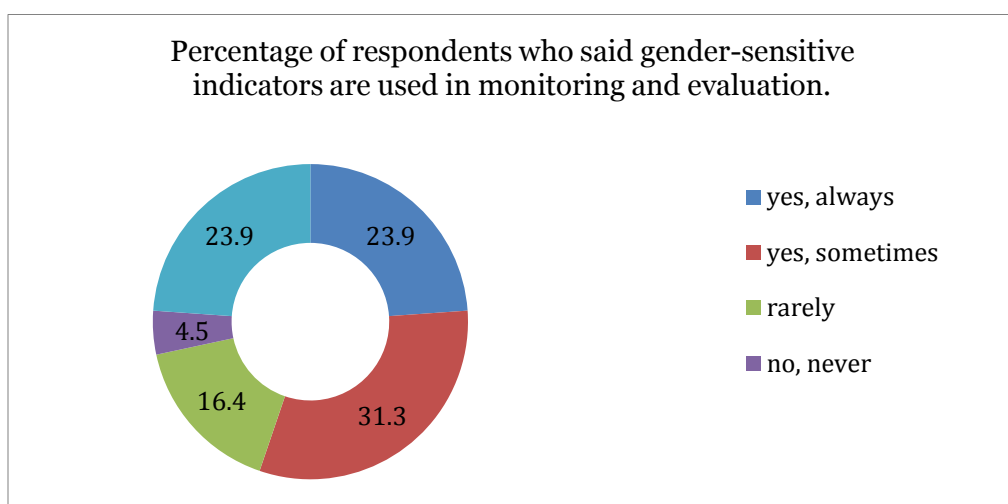
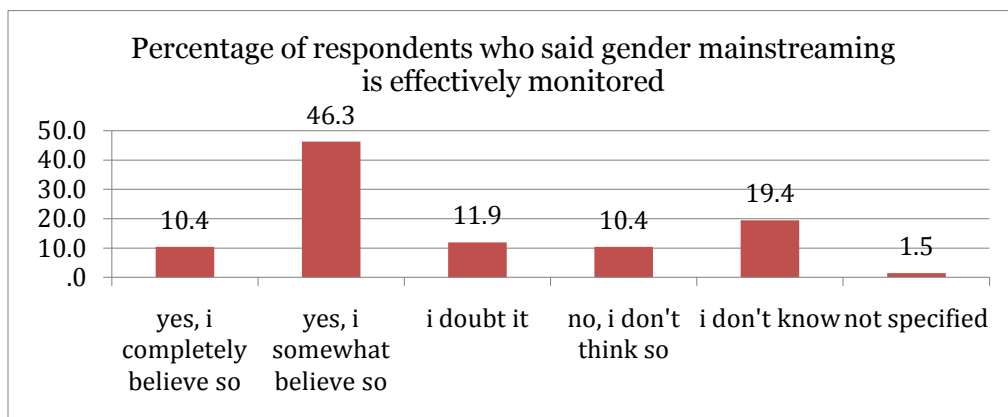
Thematic area:	2010	2011
Governance	10.74%	7.78%
Poverty	4.35%	2.71%
Environment	0%	0.22%
Education	0%	0.31%
Health(UNFPA figures only)	-	27%

A simplistic analysis and display such as the above may alarm Management and Programme teams, given the current leadership's exemplary commitment to gender and women's empowerment. However inaccurate, the figures do tell the universal story of not putting money where our mouths are. One is aware of the constant reminders (from Senior Management) and a range of efforts (with Gender Markers and checklist etc.) which have been put in place to ensure better attention to gender. Definitely, these have resulted in the ad hoc (gender) activity support here, indicators there and so on. In the long run, in the absence of a formally adopted systematic tracker in allocations or expenditure at the UN, agency or programme level, and at the level of monitoring gender results, on one hand the present trend will perpetuate and on the other hand there will continue to be significant underestimation of the investments made in the area of gender equality and women's empowerment.

Monitoring and Evaluation

From review of programme documents starting with the UNDAF-cCPAP, there are limited number of specific objectives and hence assignments related to gender/women specifically. For example under UNDAF Outcome 1 on Poverty reduction, out of 5 CT outcomes there is one CT Outcome No 4 which is nearly 'gender' as it ends with "with emphasis on women and youth" which explains the gender blindness in its budget. MDG 3 is thrown all over the document, but while UNDAF Outcome 3 on Education had one CT Outcome specifically on girls' enrollment, Governance mentions "increased participation of women" in the CTO 4 on Local Governance systems strengthening.

Against this background, when one looks at the following data, only 10.4% of respondents felt that gender was being effectively monitored, and this is probably done with the limited gender indicators that are in the AWP and rolling work plans. The rest of the respondents are doubtful and rightfully so. Monitoring of gender equality is weak and no one would disagree, neither UN staff members nor IPs.

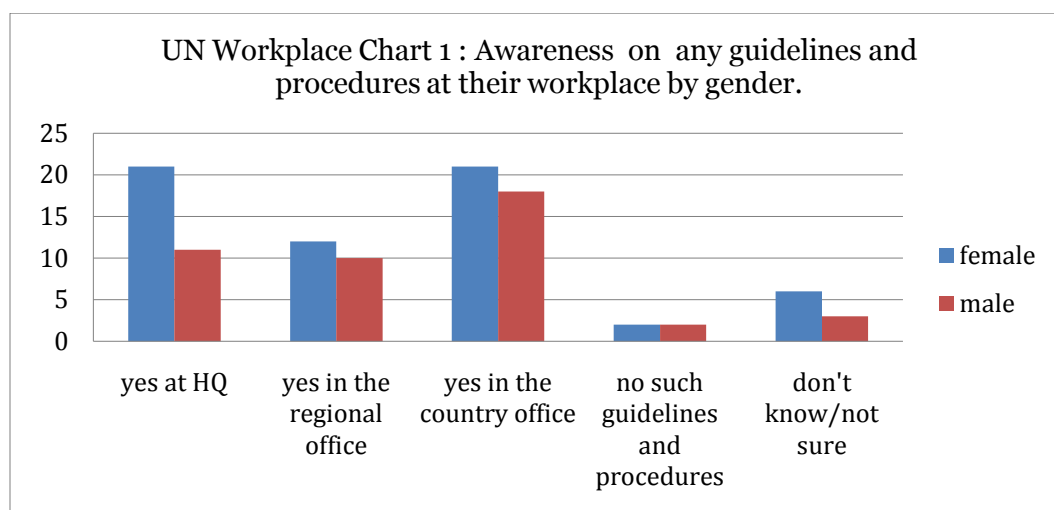


IPs on the other hand say that UN lays much emphasis on gender during the time of evaluations (assessments, MTRs etc). But, *'what can you harvest without sowing any seeds or fertilizing the soil?'* said a participant lightly but subtly. Unless contextually embedded in original project documents that gave birth to the rolling plans, from identification/planning stages, based on a sharp diagnosis from a gender perspective, no amount of pushing the gender agenda during implementation can result in neither worthwhile nor desired outputs/outcomes that can be monitored and evaluated for gender-responsiveness.

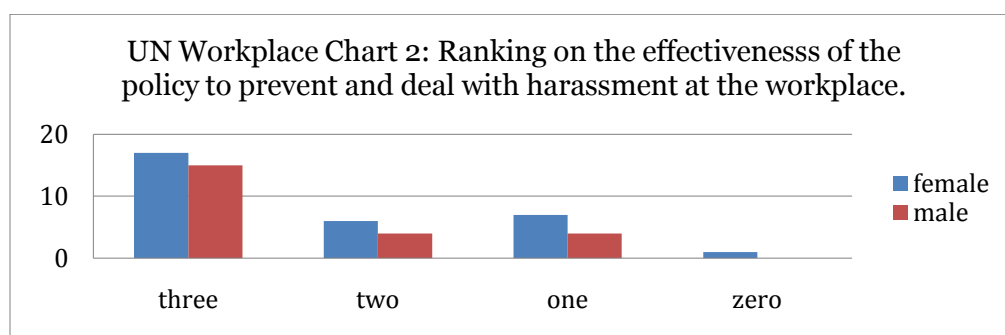
Lack of gender sensitive and sex-disaggregated data is still a commonly quoted issue by all stakeholders (UN staff and IPs) but with the coming of resources from the NSB such as the BMIS data sponsored by UNICEF and UNFPA, it should slowly ease and reduce the challenge on this aspect.

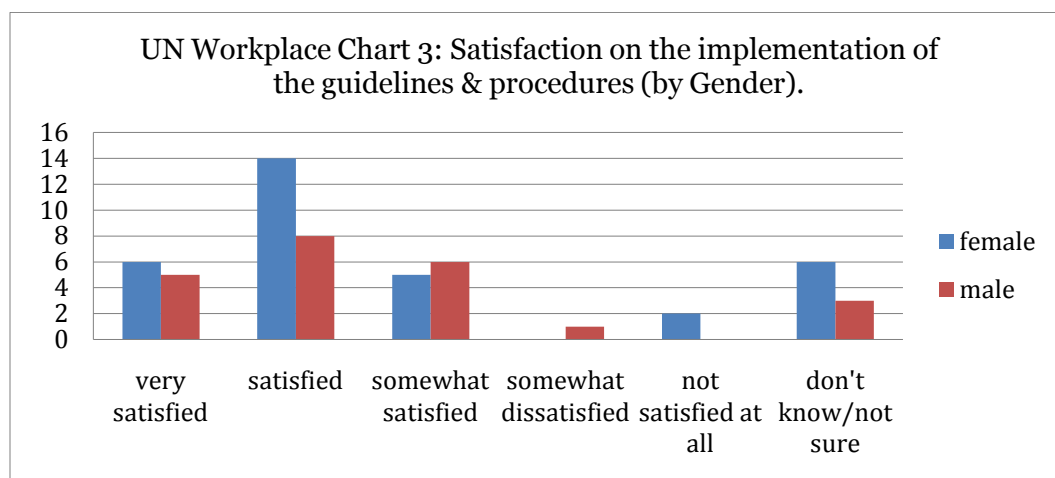
Workplace issues including sexual harassment

The outcome of consultations with UN staff members on workplace environment, effectiveness of sexual harassment policy and organizational culture in general was quite positive. The level of awareness about the existence of guidelines and procedures related to sexual harassment is high among UNDP and UNICEF staff when compared to UNFPA, WHO, WFP and FAO. Be they instruments at HQ, regional or at country level, female staff members appear to be more aware and knowledgeable as shown in UN Workplace Chart 1.

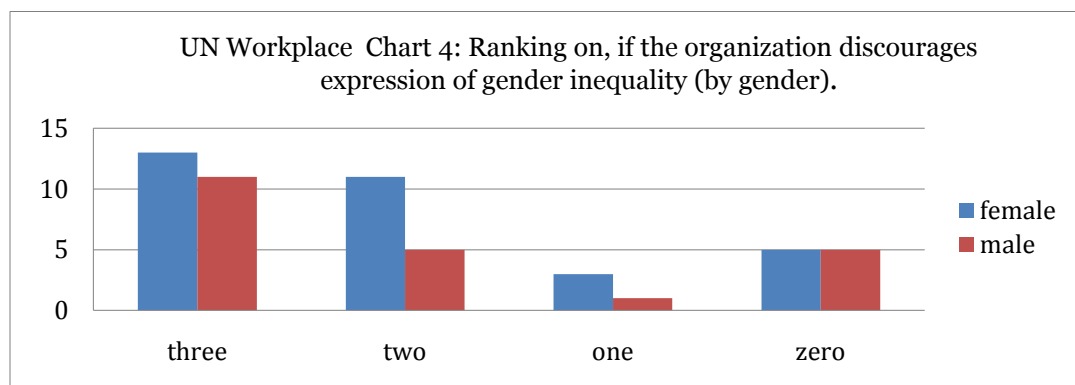


Since awareness is fairly good, the next charts show the rankings on effectiveness of the policy in place. The rankings in Workplace chart No. 2 below relay the message (with 3 being highest/best scenario and 0 being the lowest). Again, not only have all staff members ranked the effectiveness to be high, female staff members in particular ranked it even higher than their male colleagues, which go to show that they feel safe and protected. Chart 3 is also testimony of the fact that individual staff members appear to be quite satisfied with the overall guidelines in place to prevent and deal with sexual harassment.





Given the rankings below in Chart No.4 by gender, it is also clear that all UN Agencies do not promote any elements in the workplace that would hinder gender equality and make it difficult for either gender to work comfortably and perform optimally. Women in particular have ranked their organisations high which is obviously a positive sign and little wonder that more women (in numbers) are currently employed and continue to work at the various UN offices at all levels.



Gender and organizational culture

During the interviews with the members of UN Senior Management, the consultant administered a tool to better understand organizational culture from a gender perspective. All 15 individuals cooperated. Each individual was asked to grade all six elements of organizational culture i.e. conformity to rules, responsibility, standards, rewards, warmth and support, and leadership in a scale of 1-10 with 1 in total disagreement to 10 implying 'yes.' Each element is described with a sentence for clear understanding before ticking the scale.

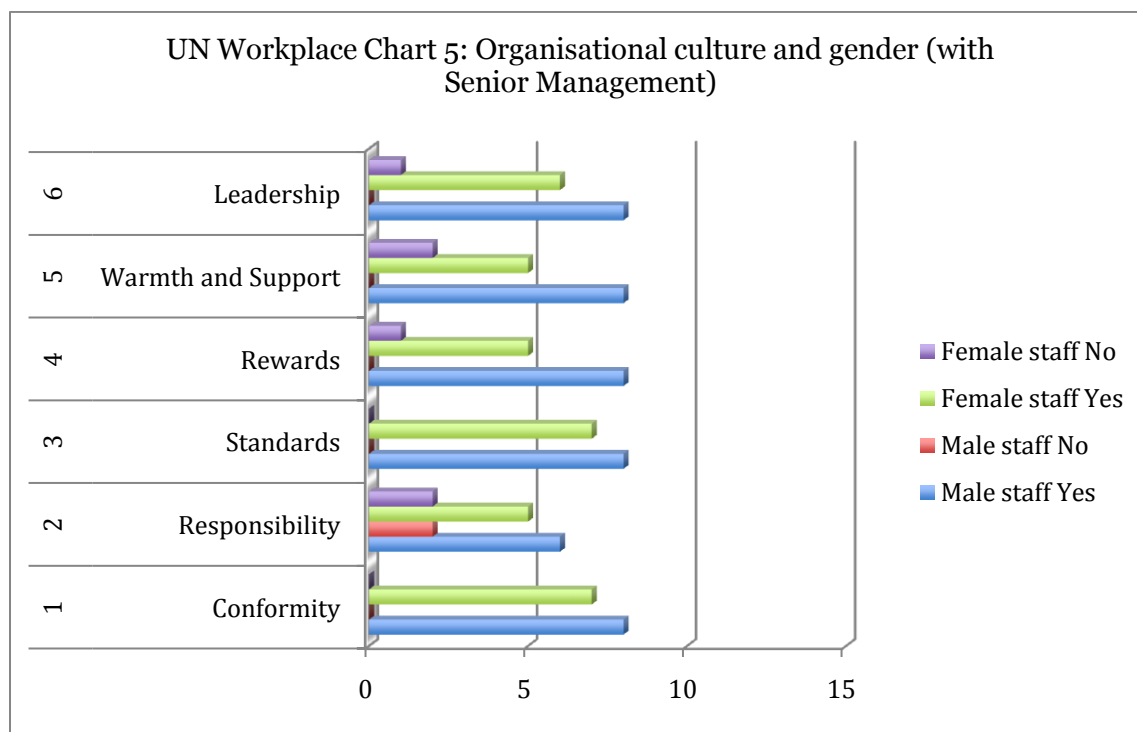
To simplify the analysis, the consultant interpreted the ticks on the scale of 1-10 as under:

- No for all who ticked the particular element in the range of 1-5;
- Yes for all who ticked the particular element in the range of 6-10.

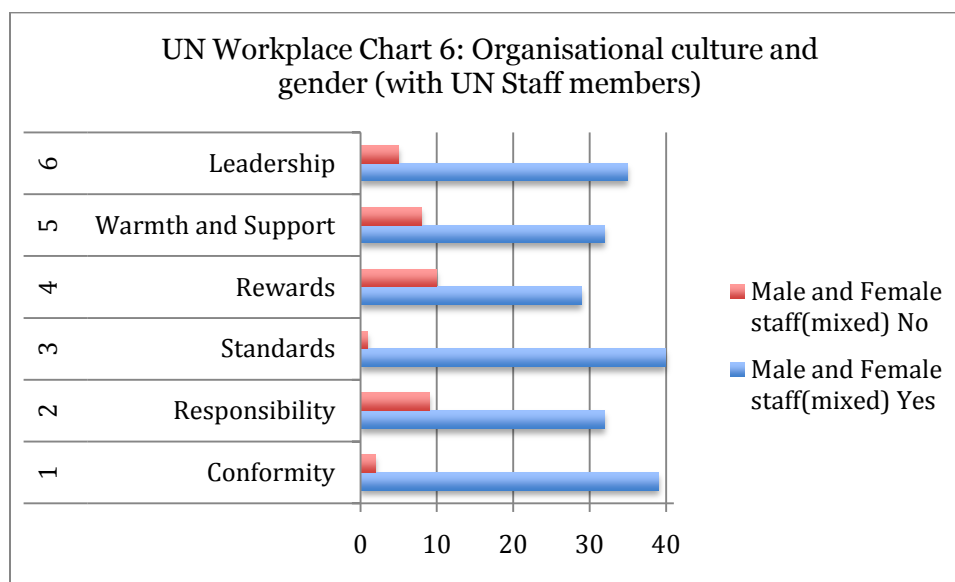
Drawing some gender perspectives by examining the results as shown in the chart below, the following conclusions can be drawn:

- male and female staff have same or similar feelings with minor differences about conformity (too many rules), high standards to adhere to, leadership (expertise is respected)

and encouraging personal responsibility. Women have few reservations and do not fully agree in all aspects, while men have a slight disagreement under responsibility only. This is yet another picture which projects the egalitarianism in gender relations that staff members of the UN appear to enjoy.



The same tool was administered with the help of the UNCT-GTF during the staff gathering on 4 Jan 2012 where some 41 UN staff members participated. The results were unfortunately, not sex disaggregated but nevertheless from an organizational point of view it is still an indicator. While the resounding 'Yes' (ticks in the scale of 6-10) for majority of the elements is a positive marker for the organizational culture as a whole, the same cannot be said for element no.1 on conformity, which should help the organization to reflect and reduce rules if they are bothering staff and affecting performance negatively.



In the qualitative responses of the same tool, 99% of the responses were either highly politically correct or gender neutral and therefore not so interesting, with the exception of three responses to questions on element no.2 : responsibility and No.3 Standard. In the former one response saying 'responsibility is not equal' implies that women escape with lesser workload in the office (most probably) as another says there is 'preferential treatment to women'. In response to what would happen if a male staff and a female staff member did not fulfill the standards, the response came that 'there may be more understanding towards female staff for not fulfilling the standards.' This is yet another indicator of some subtle organizational gender issues that do exist below the surface of all the politically correct statements that male and female staff readily make and tick when asked in general.

The fact that aspects such as friendliness among units, inapproachability of some staff members, lack of warmth and welcoming environment , restricted and isolated way of working, weak social networking and herd mentality were identified by staff members to be general weaknesses in the organizational culture are other indicators that not all is well. For workplace to be women and family friendly, these are important aspects which ought to be nurtured. Again, the results of this exercise are far more honest and telling than the responses that you will note in the charts based on the general questionnaire where staff members were more polite and less open.

Gender mainstreaming in UN documents

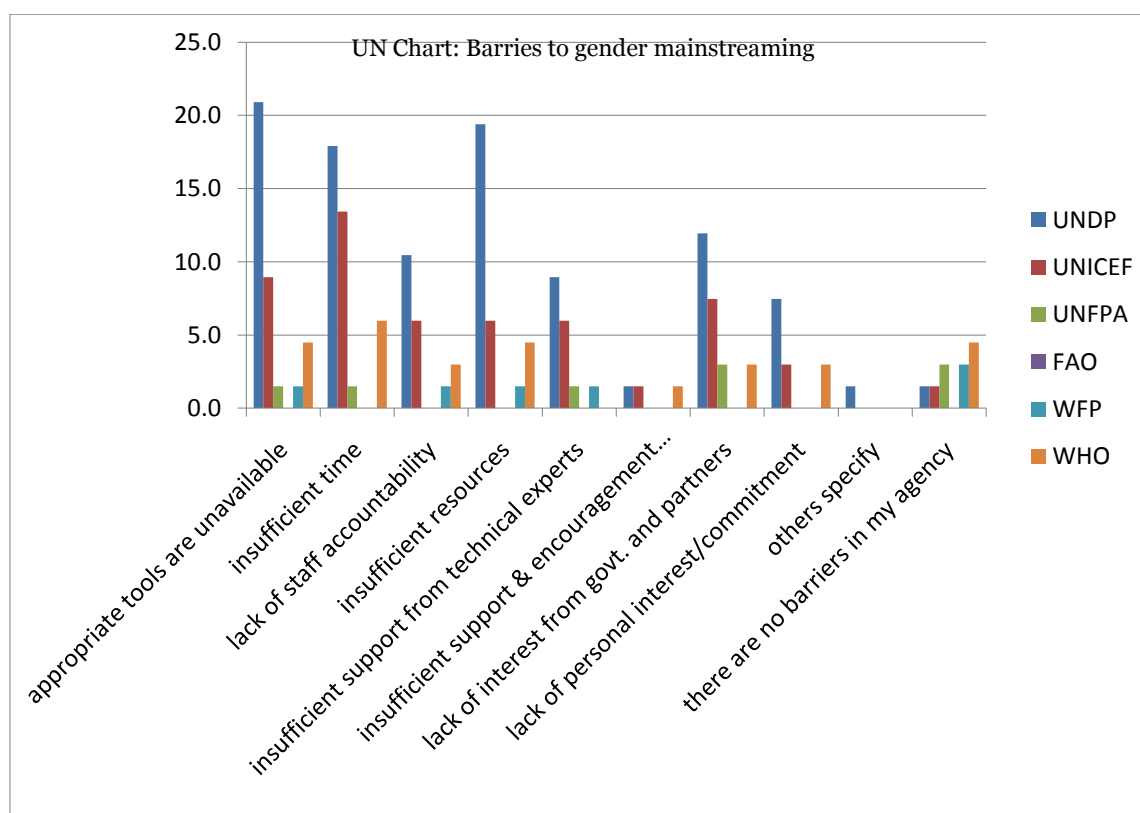
It is a tricky aspect. Technically, most people do it in varying degrees, some better than others. Words like gender, women and girls are generously incorporated, thrown in and stirred as late thoughts or after failing to get past the gender marker process. Tendency to add it to just about any category especially when describing the poor, vulnerable and youth is extremely high and thereafter in the actual actions they 'evaporate' and fade away. In the AWP, these words rarely appear in the first columns that lay out the objectives. Substantive references to women and gender equality are limited. Use of gender sensitive language is satisfactory as UN staff members on the whole are very gender aware, given the internal capacity building efforts. Attempts to include gender equality objectives and indicators are being made, some more than others but a gender perspective in the analysis of situation, context and outcomes is generally weak across the board.

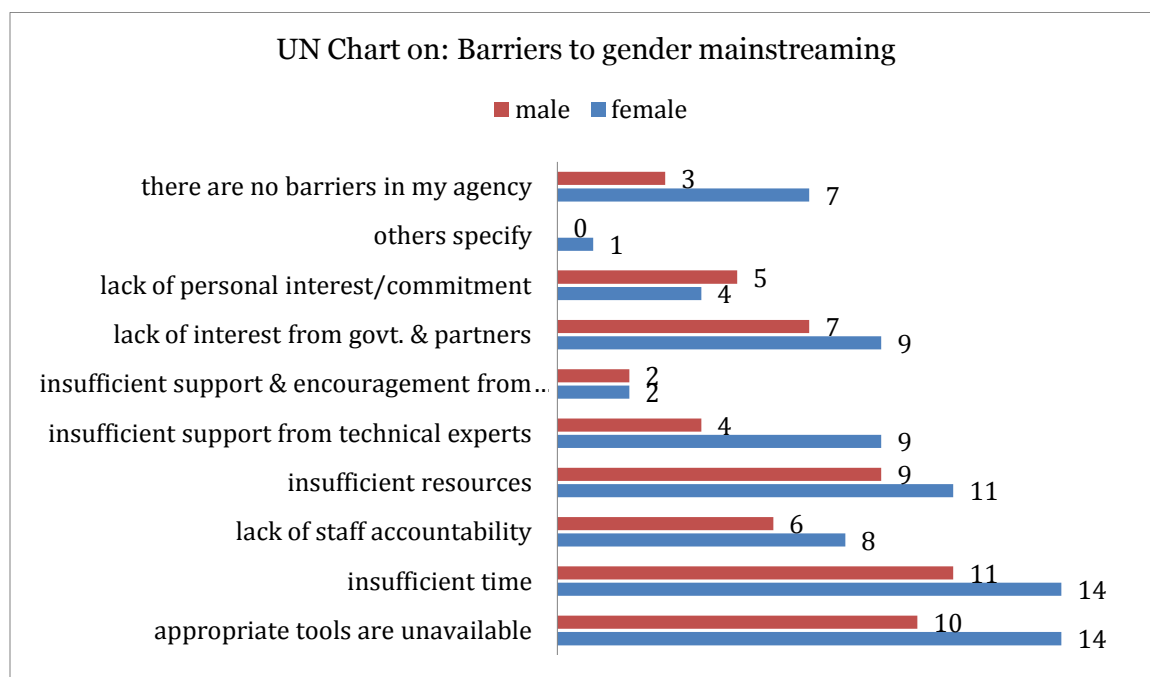
Gender in external communications and speeches

Scanning through a selection of communication materials and speeches by Senior Management on various occasions gives a good impression and confirms why society and IPs have much confidence and trust in UN leadership for advancing the gender equality agenda. Speeches almost always touch on gender aspects and remind counterparts about the issues and gender disparities that exist in certain sectors. From the selected number of some 5 odd speeches which were rapidly screened, 65% are good, especially those that are from the UN RC's office. Having women in leadership positions in UN Bhutan has obviously made a difference. They spell out their concerns about lack of or poor performance in gender mainstreaming in very diplomatic yet strong factual manners presenting data and statistics – local and global to help the audiences who are mostly the key policy makers to reflect and become more aware about the gaps that exist.

Barriers to gender mainstreaming

This was a general assessment of perceptions regarding barriers to gender mainstreaming in each agency. The following two charts reveal a great of information from an agency and gender perspective. Appropriate tools are not available; resources (technical or otherwise) are insufficient and lack of time top the list of barriers in both and women more than men say so.





A small sample survey among Implementing Partners

The insight on poor application of gender mainstreaming in practice is partly drawn from the analysis of the small sample survey conducted amongst IP representatives. Out of some 20 representatives of IPs of the five thematic groups of UN i.e. Poverty, Governance, Health, Education, and Environment, some 18 senior representatives responded. As explained in the methodology, this was done to make up for the low or minimal participation in the meetings we organized for interacting with the IPs. It can be argued that statistically the sample size was not big enough or that the audit was meant to be looking only internally as to how UN Agencies are faring in their work on gender mainstreaming. However, to add value to the exercise, the consultant considered it necessary and important to capture the voices of IPs to validate and /or confirm from the side of partners on the issues they cope with in the same arena of gender mainstreaming. On its own 18 out of 20 makes it 90% participation in the survey.

For Implementing Partners (IPs), when it comes to gender mainstreaming the UN clearly and unanimously is expected and seen to be the leader. The IPs admit that although they are in the driving seat, they expect and need the pull, push, and support from the UN for better understanding and application of knowledge and skills in the area. Sustained, consistent, and reliable supply of financial and technical support still remains the need of the hour given the limited gender-sensitivity in a pool of competing and conflicting demands on the available resources of the government especially personnel and time. If UN Systems truly believes in the need to mainstream gender, IPs feel UN needs to and could/should do more than wait for RGoB/IPs to lead and do it. The sense is that RGoB/IPs are ready and (fairly) committed except they are lost as to why and how to gender mainstream in each thematic area and or projects. Where gender disparities are obvious and the issue more straightforward to address i.e. differential access to education and health by girls and boys, women and men, Bhutan as made good progress but in other areas such as governance, political participation, the economy, etc. the IPs feel they need technical support to do more substantive work.

The set of charts from the IP Survey follows this brief explanation. The absolute figures are indicated outside each bar inside the charts. The respondents highlighted the fact that gender as a topic or issues or methodology is not taken into consideration in the full project /planning cycle. They claim that gender receives maximum attention during evaluation of any kind e.g. assessments, review missions, MTRs etc. Adding gender activities and indicators at the time of finalizing AWP appear to be a bit late in the process as it becomes a window dressing exercise. Unless the contextually embedded in original project documents, from identification/planning stages, based on a sharp diagnosis from a gender perspective, no amount of pushing the gender agenda during implementation can result in worthwhile outputs/outcomes that can be evaluated. Sometimes, one can get lucky with accidental outcomes, but not always. Inserted gender goals will easily evaporate (IP survey chart 3).

Few IP representatives say that based on initial dialogues by project formulation missions with government, some effort is made to integrate gender in early stages of the diagnosis or planning of any project, but as the project takes full shape, the gender aspects receive decreasing attention, priority and disappear (*evaporated in the process, 'fades away'* as someone put it). There is a feeling that the approach to the topic needs more seriousness by those responsible. While government personnel may often be more casual about it due to lack of understanding, IPs expect UN staff members to come forth with more convincing justifications and seriousness to guide and support them. These probably are some reasons why IPs fail to integrate gender or do not see it far enough as the charts illustrate.

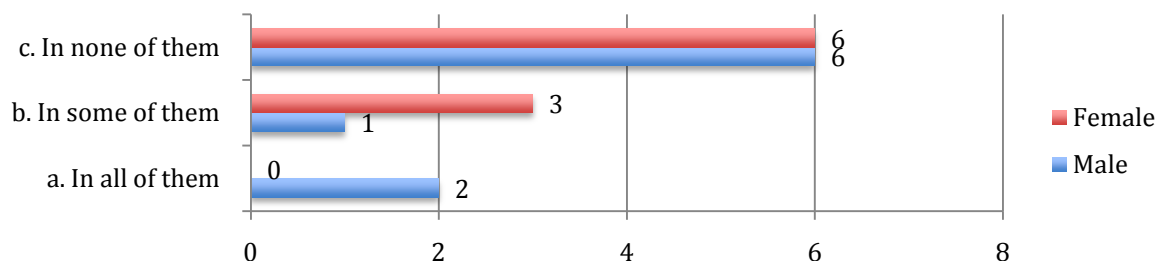
In the same IP survey, one participant said *'we include only a few lines about involving women'* while another said *we 'never think about gender issues during implementation'* and yet another said *'if feasible it is implemented'* (it refers to gender goals).

At this point, it is relevant and important to mention that NCWC¹³ as the national gender /women's machinery and IP of UN System is of the opinion that integrating gender issues in everything that the government does must be made mandatory and *"UNCT Gender Task Force should act more strongly to monitor and ensure that it happens"*. Some other arrangement must be made. *"Waiting for people to become aware and sensitive is taking too long"* so with some 'force' from leadership i.e. UN and higher levels in the government the gender agenda must be pushed to happen against the will of those who constantly oppose and resist saying there are no gender issues in Bhutan. *"This can't go on, we have no time to waste"* said the Executive Director of NCWC during the consultation meeting with IPs.

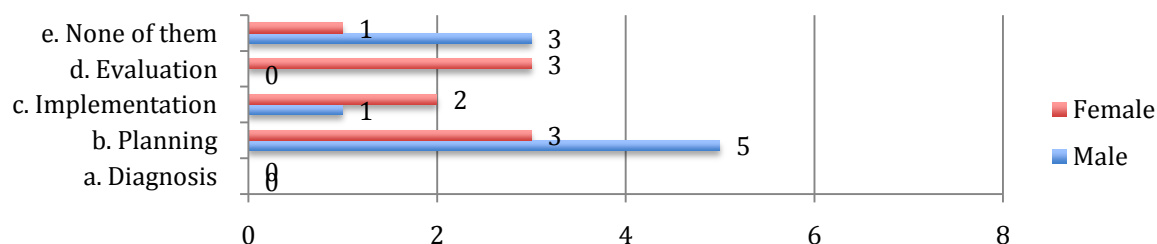
On availability of trained and knowledgeable human resources: to work on gender, response from IPs as shown in chart 2 should be of grave concern to UN as there are no neither qualified nor designated staff members within the organizations. In addition, they say that shortage of human resources for core mandated activities in general and huge 'turn-over' of (gender)trained personnel affects their commitments to take on gender as well. It is also apparent that most of the gender focal points are female staff and GFPs per se have been at the receiving end of capacity building efforts by development partners including UN System but the location, level and positioning needs to be looked into for effectively utilising the investments and targeting future investments to enhance capacity in RGOB IPs in particular.

¹³ National Commission for Women and Children.

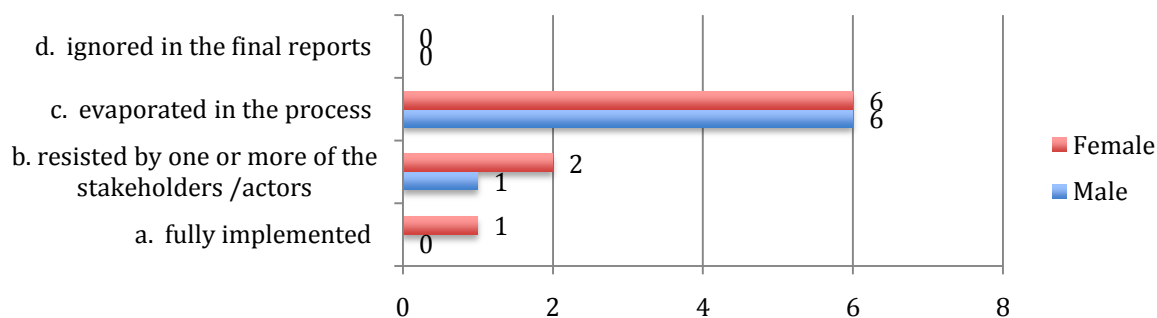
IP Survey Chart 1: Do you regularly mainstream gender/gender analysis in projects?



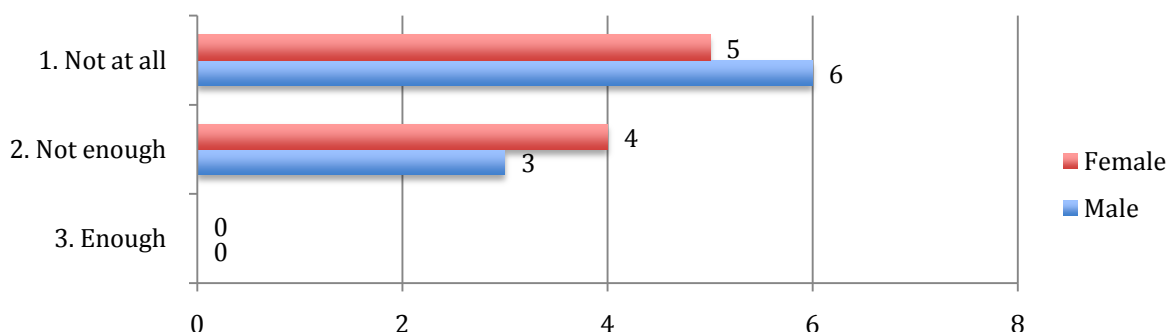
IP Survey Chart 2: In projects with UN Agencies, in which stage is gender analysis normally included?



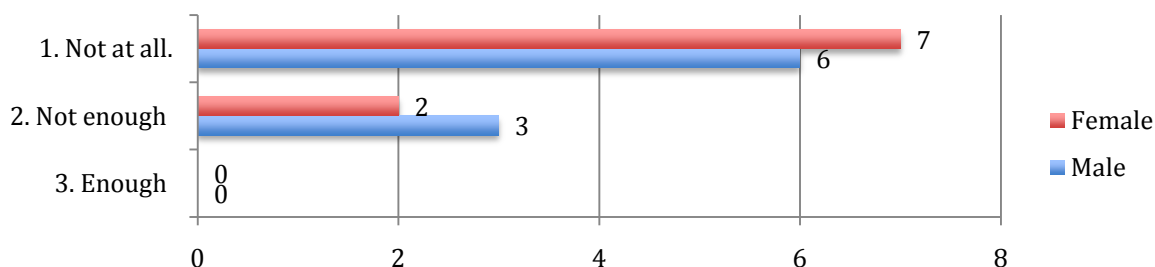
IP Survey Chart 3: What typically happens with gender-oriented goals during project implementation?



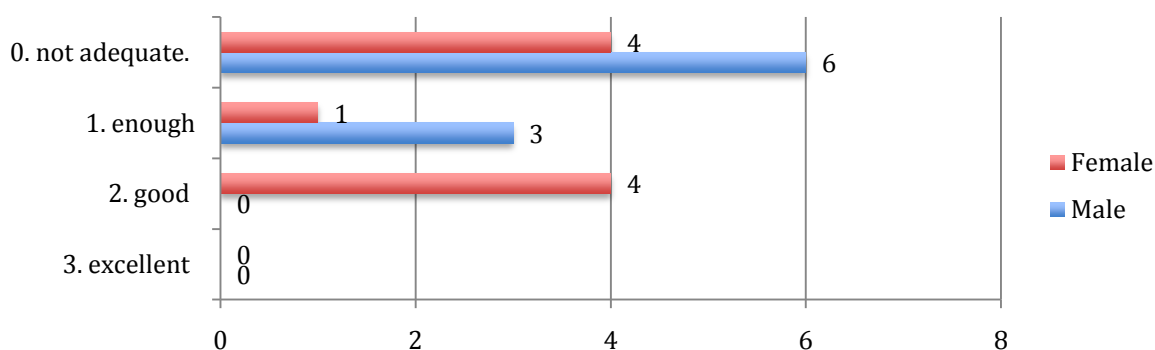
IP Survey Chart 4: Qualified and designated personnel to mainstream gender in projects?



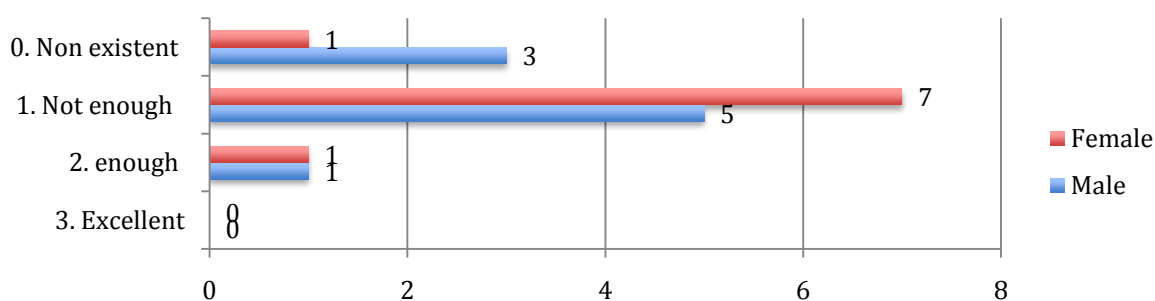
IP Survey Chart 5: Information, techniques and tools to mainstream gender/gender analysis?



IP Survey Chart 6: Level of understanding gender/gender mainstreaming?



IP Survey Chart 7: Level of capacity to apply gender mainstreaming in projects/organisation?



III. Recommendations

From an ambitious point of view, the current situation in Bhutan may be less than ideal, but in terms of the duration within which actual work on gender really began, the progress is commendable. The investments made so far, to facilitate dialogues and give birth to institutions such as the National Women's Machinery (NCWC) in 2004 and instruments such as the NPAG drawn up in 2007, have nurtured fertile ground to build on. From the surveys among UN staff and IPs it is clear that the level of gender awareness and political will to mainstream gender equality and work towards women's empowerment across the board is at a very favorable stage. Given Bhutan's anxiety to fulfill its commitment to several international conventions and move up in the international development rankings, the time is ripe to boost support and morale.

The UN's emphasis on gender balance in recruitment and staffing has shown good results in UN Bhutan. Hence organizationally with 53% of staff being female and 67% of all professionals as female, women are working in a comfortable work environment where they are in good numbers. Weaknesses are now much more programmatic which should be the next phase of focus, without declining on the gains made on the organizational/gender-balanced staffing front.

Therefore, in order to address the issues in the seven areas of the Audit, there are three critical areas that need to be addressed which are cross cutting in nature. These could be the main drivers of the gender mainstreaming strategy and action plan for the next cycle. Building on this, the proposed gender mainstreaming strategy will elaborate and present the basic elements to guide and inform the next cycle of UNDAF-cCPAP. The same can be shared at the upcoming Country Programming Board meeting in lieu of a consultative process for greater ownership, responsibility and accountability among UN staff members and IPs. Unlike elsewhere, given the 'smallness' of Bhutan, there is great need for a common approach and common product for successfully bringing about desirable and positive gender-sensitive change. In as much as IPs demand leadership expertise and resources from the UN, IPs must be made aware of their responsibilities to act more proactively and with greater sense of commitment given the Royal Government's obligations as signatory to the International Conventions such as CEDAW and CRC in particular. So a stronger partnership needs to be forged through a common strategy built on consensus and commitment.

The three cross cutting yet critical areas of concern are:

- i) capacity and competence of UN staff and IPs;
- ii) institutional framework for stronger national coordination-implementation mechanism; and
- iii) gender-responsive budgeting: pilot gender responsive budgeting in UN financed projects and activities to show/prove and pave the way for a gradual formal integration at national level (UN and RGOB).

1. Building and boosting capacity and competence for gender mainstreaming

Lack of capacity is a common crisis for IPs and UN staff members. Gender is not the core business of the UNCT Gender Task Force members, each of who hold other main responsibilities within their agency. In current scenario, gender is a cross-cutting subject being monitored by a Gender Specialist, while the level of capacity to incorporate gender in most activities appears to be surprisingly low in all thematic areas across the board. While a Gender Specialist is based in the RCO with a broad task to facilitate GM in the UN in Bhutan, the Gender Analyst is part of the UNDP Governance portfolio and her role is confined to UNDP only. Despite these, as a subject matter, gender appears to cause some temporary anxiety to staff at different intervals i.e. while finalizing AWP, getting past the GMs and during evaluations/assessments like the gender audit. Rest of the time, the pressure is low leading to evaporation of well intended goals and objectives. Members of the thematic groups in UNCT say they need help and support with gender mainstreaming in their activities as much as IPs say they desperately need. To do that, a practical way out would be to work towards building critical mass of gender trained people in IPs to be backed by a dedicated team of gender experts at UNCT level who can support IPs and UN staff members equally. Short term and long terms initiatives need to be adopted.

- a critical mass of gender-trained staff at IP level:

To achieve the goal of building critical mass, institutional capacity building would be a more feasible option for IPs. Big staff turn-over has been pointed out as one reason, but since the movement is within RGoB one again wonders where the 'gender dents' are? Perhaps, it's time for planning institutional level capacity building to create critical mass of gender-trained staff within each organization, in place of the provision of once-upon-a-time one-at-a-time kind of gender trainings and/or exposures. The critical mass factor of having more like-minded people around within the same organization is especially critical for working in the area of gender issues. The lone gender change agent cannot do much and whenever s/he is transferred to another organization, there will be no trace of any progress like it is currently the case in RGoB-IPs.

- addressing the issue of level and ToR of GFPs:

Given that most GFPs in RGOB IPs are junior level staff with no decision making roles or authority, UN may enter into a dialogue with the IPs and RGOB in general to appoint more senior

level staff as GFPs. Without acknowledgement of the task in their respective ToRs for performance evaluations, today GFPs are not necessarily motivated nor can they be held responsible. Hence high level negotiations need to take place to influence RGOB/RCSC to grant due recognition to the added role and responsibility so that GFPs can be held accountable and responsible for gender mainstreaming in RGOB. Due recognition and rewards would boost the process which has been stagnating for a while.

- a dedicated gender team at UNCT:

The dedicated gender-team at UN level should be made up of a small group of committed and experienced gender professionals (staff+seasonal consultants) who should be readily accessible and available to all who need support at any time. This is a short term measure (period of next UNDAF cycle). Given all the capacity and competence constraints versus the urgency to mainstream gender more effectively in the next UNDAF-cCPAP cycle, this arrangement if instituted immediately would solve many burning capacity-competence related issues.

2. Consolidating and Strengthening National Coordination-Implementation Mechanism for gender mainstreaming

The current institutional framework for gender mainstreaming needs further review and support. As expressed by many during the course of the Gender Audit that the national gender/women's machinery (NCWC) still lacks capacity for it to be able to carry out its mandated roles and responsibilities more fully. GNHC as the apex planning and monitoring agency of the government also acts as the lead Gender Focal Point and in combination; the two organisations are co-Chairs of the UNCT Gender Task Force. The chair of the UNCT Gender task Force is the Co-Chair from UNCT side. From the discussions that ensued during the various consultations of this Audit with groups and individual of UN and IPs, it is clear that the mechanism is still quite weak, loose and responsibilities are not properly charted out nor anchored anywhere.

The Royal Government has put in place the institutional framework for gender mainstreaming comprising of the national gender machinery and Gender Focal Points (GFPs) in all line ministries, Dzongkhags and autonomous agencies of the government. This framework is supposed to facilitate the mainstreaming of gender into all government policies, programmes and activities. However, in practice the current institutional framework has inadequacies in its coordination, monitoring and evaluation functions that are affecting the smooth functioning of the system. This coupled with limited gender analytical skills and techniques as show in the charts of the IP Survey analysis, have slowed down the pace of gender mainstreaming in Bhutan. Capacity building efforts targeting the GFPs by UN and its development partners is an on-going activity, yet the respondents say they lack trained staff and the know-how of gender mainstreaming. The 'turn over' of government staff is one aspect that contributes to this situation. Yet another issue regarding ineffectiveness of trained GFPs could be their position, location in the agency, personal interest/commitment to the cause, and lack of acknowledgement of the added task in their formal terms of reference for performance evaluations.

Hence, one of the most important steps to take as a foundation to working on mainstreaming gender is to firstly come together to consolidate and come up with a very workable national coordination – implementation mechanism. The model need not be complex and should be simple, experience/consensus based for it to work well immediately with little hiccups. It could be as simple as taking stock of the current way of working. Review and revamp the GFP architecture to make it more effective. Garner the Heads of the organisations/IPs as co-GFPs for greater support to the actual GFP.

The proposed dedicated UNCT gender team (UNCT GT) should play a pivotal role to facilitate and make things happen, to start with. The main coordination-implementation triangle should be comprised of GNHC, NCWC and GFPs. The UNCT GT should be located at the level of UNRCO so that it can get all the support it needs from stature, leadership to budget. The unit will liaise directly with the network of GFPs (including gender representatives from all IPs) keeping NCWC and GNHC in the loop always and in consultation with the lead persons of the two organisations. The groups / the loop will plan proactively to provide inputs, oversight and capacity building initiatives to strengthen the cooperation and backstop GFPs in IPs to implement gender activities. In this way the role/authority of GNHC as the apex planning and policy body of the RGOB, and

NCWC as the entity responsible for a focused coordination of all policies and actions related to women and children comes together very well. Together, the group can support NCWC fulfill its mandate to also reporting on CEDAW and CRC at various intervals whilst working in a more dedicated manner to mainstream gender across the board in RGOB.

Together with a full-fledged team at UNRC, eventually the aim is to build a critical mass of gender trained staff in each organization, provide the necessary policy, technical and financial back-up that GFPs need to mainstream gender on a day to day basis. This is a response to the unanimous voice of IPs stating their expectation of stronger leadership from the UN and given grave human resource shortage issues that they face. It is a short term intensive measure that could be tried out in next UNDAF cycle and assessed for impact. As pointed out by one female IP participant: *“it would be a good idea to have a group of gender experts at UN level to provide backstopping for gender mainstreaming of government policies and programmes, in addition strengthening the coordination mechanism and capacities of the gender focal points and the NCWC for effectively mainstreaming.”* Eventually, NCWC has to play a pivotal and strong role in the coordination once capacities are at a fairly comfortable level across the government, by the time the short term measure concludes.

Thereafter, annual work plans for gender mainstreaming within each thematic area should be led and conducted by GNHC-NCWC supported technically and financially by the UNCT GT. The responsibility to monitor and provide oversight should be vested with the lead team i.e. GNHC-NCWC but technically supported by the UNCTGT. Such an arrangement will in the short to medium term itself, build a much stronger national ownership and make national partners responsible and accountable, versus current set up where gender is almost always the UN's business. The arrangement will demand a much clearer cut distribution of roles and responsibilities that will effectively boost the sense of responsibility, motivation and morale of all concerned with gender mainstreaming. In other words, it will help all to move forward without lame excuses. It will embed responsibility in the IPs and UN Agencies will only facilitate and support.

Formulate a Gender Strategy Plan for UNCT to Deliver as One as part of UNDAF 2014-2018 (as proposed by MTR) by incorporating recommendations of this Gender Audit. For all agencies this should be the guiding and key document which will bring together the essence of each agency's gender policies and strategies so that DAO has one Gender Policy and Strategy Plan for the community of IPs in Bhutan.

Once consensus has been arrived, other development partners i.e. LOD, ADB, WB, IFC and more should be sensitized about the consolidated mechanism so that for anything related to gender mainstreaming, it should be routed through this mechanism for making desirable impact and difference in lives of women and men, girls and boys.

3. Budget : Piloting GRB for optimal impact

Pilot gender responsive budgeting (GRB) in the rolling plans of UN to begin with. Assess, evaluate and demonstrate that it produces better results that the implementers can be proud of in terms of improving Bhutan's position in regional and global measurement parameters (MDG 3) where Bhutan is not doing too well currently due to gender inequities and disparities especially in the areas of tertiary education and governance.

“Earmarking funds and setting minimum expenditure targets for gender equality programming is a major factor in driving gender equality results”(UNDP Gender equality strategy 2008-2013). Funding sources such as the Gender Thematic Trust Fund and other thematic areas must be accessed to scale up gender activity funding to more decent levels. As pointed out, spreading too thinly with too many small activities need to be avoided which would be a task for the strong national coordination-implementation mechanism to rectify and consolidate once all channels of funding for gender are streamlined for optimal impact. A basket fund for gender can be created and all activities from every thematic area can be linked to it for easier tracking and monitoring.

In the pilot phase, UN should adopt GRB itself and show the way how and demonstrate the benefits of doing it. Meanwhile, negotiate with IPs in more doable sectors (such as education, health and social infrastructure) to allocate a mandatory but non-threatening proportion (say 5-10%) for spending on very specific targeted gender equality/women's empowerment projects and activities that can be planned and monitored with full technical guidance and support from UN teams. Instituting rewards for successful pilots could be considered.

Proposed Gender Strategy

(To guide and inform the next UNDAF-cCPAP : 2014-2018)

Gender Mainstreaming Strategy 2014-2018

United Nations BHUTAN

A proposed Draft 22 January 2012

Introduction

Gender mainstreaming is the process for obtaining equality and equity in the workplace and work plan. As such this strategic document outlines the mechanisms to be used to facilitate this change. To attain real equality, change needs to occur on various levels in multiple ways.

Gender mainstreaming needs to:

- includes both women and men in active change management; and
- considers the internal and external influences on the work that occurs within the organization, i.e. from a national government policy perspective and from an internal organizational framework.

Promotion of gender equality and women's empowerment through the process of gender mainstreaming is part of the mandate of all UN agencies. All UN agencies are called on to strengthen efforts to mainstream gender, including “in the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and social spheres and to further undertake to strengthen the capabilities of the United Nations system in the area of gender” (ECOSOC 2008) and to: “mainstream a gender perspective and to pursue gender equality and the empowerment of women in their country programmes, planning instruments and sector-wide programmes and to articulate specific country-level goals and targets in this field in accordance with national development strategies” (UN GA 2007).

This strong commitment is reflected in individual agency strategy and policy documents. Most UN agencies have gender strategies or policies in place at the headquarters level. In addition, UNCTs' responsibility and accountability for gender mainstreaming is emphasized in new UNCT Performance Indicators for Gender Equality (the Scorecard), developed in 2008 by the UN Development Group (UNDG) Task Team on Gender Equality, which assesses processes and systems for gender mainstreaming at the UNCT level.

Rationale

The UN in Bhutan is committed to promoting gender equality and women's empowerment through the process of gender mainstreaming. Despite strong commitments by the UN system and UN agency headquarters, the Gender Audit has identified key challenges to achieving gender equality and women's empowerment in the context of next cycle of UNDAF-cCPAP 2014-2018.

The UNCT Bhutan Gender Audit identified a range of issues which can be broadly classified into the three critical areas of Capacity, Institutional framework and Resources. In more details they are as follows:

- The UN is seen and expected to take on the leadership role when it comes to gender mainstreaming say IPs and staff; and hence the need to beef up the team of dedicated experts to contribute more befittingly.
- There is a need to build ownership and leadership for work on gender among IPs. IPs appear to play a very passive role when it comes to gender.
- National gender machinery is still very weak and the national gender architecture needs serious review, rethinking, revamping and repositioning for any further investments in capacity building to make sense and be justified.
- About 21% of staff are not aware of /well informed about their agency's gender policy, leading to poor guidance and leadership towards their counterparts when working on gender mainstreaming.

- From interviews it is clear that staff shirks working on gender and make it the business of the focal persons alone. An accountability mechanism for gender equality outcomes or gender mainstreaming processes is not yet in place.
- Despite diligent use of Gender Markers as a screening tool, specific/targeted gender activities and allocations are at their minimum possible.
- Knowledge on gender mainstreaming among staff and IPs need deepening for substantive outcomes on gender equality and women's empowerment.
- More than a quarter of staff members say they lack capacity to mainstream gender in their work and need more training.
- About a third of staff are not aware of and do not use tools for gender mainstreaming. While most staff members know their gender focal point, only a small number say they consult gender focal points or gender specialists.
- Although the UNCT has a small portfolio of gender-specific initiatives, gender mainstreaming in broader UN programming is weak. Mainstreaming of gender equality and women's empowerment is also unevenly addressed in policy analysis and research across the UN.
- Investment in staff capacity for gender seems limited, with only 2 dedicated positions – one UNRCO from UNW and one in UNDP governance unit. While most agencies have gender focal points, the role is in addition to their core responsibilities.
- The UN has a fairly gender balanced workforce, with women in Senior Management-international group out-numbering men, while (national) men dominate in the position of ARRs where it's one woman among 6 male ARRs. At support staff level, opportunity is ripe for UN to lead by hiring women drivers since G4S female guards have become quite normal.
- Gender mainstreaming is not tracked in allocations or expenditure at the UNCT, agency or programme level. Nor are gender results monitored or measured effectively. This leads to significant underestimation of the investment in and impact of UN interventions on gender equality and women's empowerment in Bhutan.

Objectives

The draft UN Gender Mainstreaming Strategy was pulled together by the Gender consultant as part of the gender audit exercise to follow up on the recommendations and guide the next discussions.

So the main objective of the GM Strategy is to address the findings of the UN Bhutan Gender Audit in the context of the next cycle of UNDAF-cCPAP from 2014-2018 and strengthen the UN's work on gender equality and women's empowerment.

Strategic areas of intervention

In doing so, the strategy will focus on the three key strategic areas identified by the Gender Audit viz. capacity, institutional arrangements and resources. To address these, the strategy aims to:

- Deepen and enhance organisational capacity of UNCT to better respond to national priorities for gender equality and women's empowerment,
- Ensure that adequate resources for gender programmes are allocated to enable significant change at the impact level.

- Ensure that adequate resources are put in place to strengthen and facilitate the optimal performance of the national gender machinery and other elements of the gender architecture to fulfill their respective mandate, roles and responsibilities.
- Support and put in place other necessary pro-active, even if temporary, institutional arrangements to boost and move forward on the gender equality agenda for desirable change, including HR booster plans.
- A clear gender action plan (GAP) with specific activities, targets, indicators and budget is drawn up linked to the key objectives or strategic areas of the UNDAF-cCPAP cycle.
- Establish a basket fund pooled from all thematic areas plus, to implement the GAP, monitor and easily track progress and expenditure.

Responsibility

The Gender Mainstreaming Strategy is a document of the UN, and as such, UNRCO bears the overall responsibility for implementing it. The UNCT Gender Task Force is responsible for oversight and monitoring and evaluation of strategy implementation, as well as for implementation of some specific activities. However final responsibility for the success of the strategy rests with the UN and other institutional arrangements that are put into place with participation of IPs as proposed in the recommendations of the Gender Audit. Once there is consensus on the way forward, the GAP is drawn up, a clear division of roles and responsibilities can be drawn up which should be aimed at making IPs more active, responsible and owners of the process if UN is serious about making impact at the community level. The Strategy needs to be less inward looking and much more aimed at IPs and programmes so that substantive changes can happen and UN can be proud of its contributions to society.

Monitoring and evaluation

Monitoring and evaluation of the gender mainstreaming strategy will include assessment of performance against baseline indicators identified in the UN Bhutan Gender Audit. Together with assessment of performance against other tools from HQ. An evaluation mid way into next UNDAF-cCPAP cycle could again conduct a staff and IPs survey with limited document review, in order to collect data against the baseline identified in the 2011-12 gender audit. A monitoring and evaluation framework for the strategy should be drawn up.

The national coordination mechanism if established as proposed in the GA recommendation, should in partnership with the UNRCO GT report on the strategy implementation bi-annually to Heads of Agencies, NCWC and Heads of IPs, raising any issues and challenges associated with the implementation of the strategy.

Annex 1: Tool 1 - Questionnaire for UN Staff (67 Respondents)**GENDER AUDIT QUESTIONNAIRE NO.1****THE UN SYSTEM IN BHUTAN****NOVEMBER 2011- JANUARY 2012****A. LEADERSHIP ASPECTS**

This is to get a glimpse of the leadership in the areas of gender mainstreaming. Senior management in the following questions indicates **Head of agencies, Deputies, Theme or Unit Heads and above**.

1. To what extent would you agree with the following statements?

	Strongly agree	Agree to an extent	Disagree to an extent	Strongly disagree	Don't know/not sure
Senior management in my agency is responsible and accountable for gender mainstreaming					
Senior management in my agency actively promotes gender equality in my organization					
Senior Management of my organization /agency drives, leads and influences the gender agenda in the country					
Senior Management of my organization/agency pays adequate attention to gender					
Senior Management supports cutting edge work on gender					

B. STAFF COMPETENCE/CAPACITY TO WORK ON GENDER

2. When it comes to mainstreaming gender equality and the promotion of women's rights, which statement best describes your situation in your current position? (single answer)

- a. I do not use this approach, because it is not relevant for my daily work

- b. I very often find myself struggling to know how to include this approach into my work
- c. Generally I am confident with including this approach into my work, but would like some training on a few specific areas
- d. I feel very confident in using this approach and have no immediate needs for training on the skills required

3. How would you assess your overall ability to include gender mainstreaming in your current work? (single answer)

- a. Extremely high
- b. Very high
- c. Good
- d. Fair
- e. Poor

4. Does your agency offer capacity-building to support gender mainstreaming in your work (e.g. training, mentoring, opportunities to work on gender-related projects, attend relevant workshops and conferences etc). (single answer)

- a. Yes, frequently
- b. Yes, sometimes
- c. Rarely
- d. No, never
- e. Don't know/Not sure

	Yes	No	Don't remember / Don't know
5. Have you ever participated in gender training offered by your agency or another UN agency?			

	1 day	2 days	3 days	1 week	Any of these	I do not need a training
6. If you were to receive training on gender mainstreaming how much time would you be able to spend on this training?						

7. What issues would you like such a training to cover?

(open)

8. How often do you use the following sources to find out information about gender mainstreaming when you need to?

	Regularly	Often	Sometimes	Rarely/Never
Policy documents				
Internet				
UN Guidelines				
Consult colleagues				
Other				

If you mention “**Other**” in the previous question, what is the other source that you use to find out information about gender mainstreaming? _____ (open)

C. POLICY/PROGRAMMING ASPECT

9. Does your agency have a gender mainstreaming policy, strategy or action plan (PLEASE TICK ALL THAT APPLY) (multiple answers)

- a. At headquarters
- b. In the regional office
- c. In the country office
- d. No such policy
- e. Don't know/not sure

10. How well-informed are you about the content of the gender mainstreaming policy, strategy or action plan? (single answer)

- a. Extremely well informed
- b. Very well informed
- c. Fairly well informed
- d. Not very well informed
- e. Not at all informed
- f. Don't know/Not sure

11. How important is gender mainstreaming in your daily work? (single answer)

- a. Extremely Important
- b. Very Important
- c. Fairly Important
- d. Not Very Important
- e. Not at All Important

12. Do you believe that gender equality is effectively mainstreamed and

implemented in your agency? (single answer)

- a. Yes, I completely believe so.
- b. Yes, I somewhat believe so.
- c. I doubt it.
- d. No, I don't think so.
- e. I don't know.

D. TOOLS & RESOURCES

13. Are you aware of available tools or methods for gender mainstreaming developed by (PLEASE TICK ALL THAT APPLY) (multiple answers)

- a. Your agency headquarters
- b. Your regional office
- c. Your country office
- d. Other UN agencies
- e. Other (Please specify)
- f. No such tools or methods
- g. Don't know/not sure

14. How often do you use gender mainstreaming tools or methods in your work?

(single answer)

- a. Very often
- b. Often
- c. Sometimes
- d. Seldom
- e. Never

15. Do you know where your gender focal point/advisor is located (PLEASE TICK ALL THAT APPLY) (multiple answers)

- a. My agency headquarters
- b. Our regional office
- c. My country office
- d. Other UN agencies
- e. Not aware of any gender focal points
- f. Don't know/not sure

16. How often do you consult the following people?

	Very often	often	Sometimes	seldom	Never
Gender focal points at my agency headquarters					
Gender focal points in our regional office					

Gender focal points in my country office					
External gender experts or specialists outside your agency					

E. M&E AND BUDGET ASPECTS

17. How often do you assist national partners to mainstream gender into their work?(single answer)

- a. Very often
- b. Often
- c. Not often
- d. Never

18. Has your agency adopted gender-budgeting principles and guidelines more formally?

- Yes; - No

19. Is funding for gender equality and mainstreaming clearly identified in the agency's budget and expenditure systems? Can impacts be correlated to budget?

- Yes, generally
- Yes, in specific cases/projects only
- No, not at all-our budget is gender blind

20. Do you think that gender mainstreaming is effectively monitored and evaluated in your agency (in mid-term performance reviews, final evaluations, annual reports, etc)? (single answer)

- a. Yes, I completely believe so.
- b. Yes, I somewhat believe so.
- c. I doubt it.
- d. No, I don't think so.
- e. I don't know.

21. Are gender-sensitive indicators used in monitoring and evaluation?

- a. Yes, always
- b. Yes, sometimes
- c. Rarely
- d. No, never
- e. Don't know/Not sure

F. ORGANISATIONAL CULTURE, WORKPLACE ISSUES/SEXUAL HARASSMENT ASPECTS

Personal level		3	2	1	0
22	How much attention/effort do you put in to ensuring respectful working relations between men and women in your team?				
23	Level of effort to identify the existing interests of (programme/project) staff and any problems they may have?				
24	Measure of actions taken after identification of problems/bottlenecks affecting colleagues (male and female)				
Organisational level		3	2	1	0
25	Does your work unit do enough to discourage expressions of gender inequality (e.g. disrespectful computer screensavers, posters, jokes etc.)?				
26	Does your work unit/team have an active policy to promote gender equality and respect for diversity in decision making, behaviour, work ethos and information? If so, how would you rate its effectiveness?				
27	Does your organisation/work unit have a sufficient policy to prevent and deal with harassment in the workplace? If so, how would you rate its effectiveness?				
28	Has organisation/work unit removed obstacles that would have prevented any functions or positions from being fulfilled equally by women and men? If so, how well is it?				

29. Are you aware of any guidelines and procedures in your workplace relating to sexual harassment (any unwelcome sexual advance, request for sexual favors, verbal or physical conduct or gesture of a sexual nature, or any other behavior of a sexual nature which causes offense or humiliation)?

(PLEASE TICK ALL THAT APPLY) (multiple answers)

- a. Yes, at headquarters
- b. Yes, in the regional office
- c. Yes, in the country office
- d. No such guidelines and procedures
- e. Don't know/not sure

30. How satisfied are you with the implementation of these guidelines and procedures? (single answer)

- a. Very satisfied
- b. Satisfied
- c. Somewhat satisfied
- d. Somewhat dissatisfied
- e. Not satisfied at all
- f. Don't know/not sure

31. Are you aware of any incident of sexual harassment occurring in your agency in the last year? (single answer)

- a. Yes, I have
- b. Not in the last year, but before
- c. No, never
- d. Don't know / Not sure

32a. Have you been sexually harassed at work in the last year? (single answer)

- a. Yes, once
- b. Yes, more than once
- c. Not in the last year, but before
- d. No, never
- e. Refuse to answer

32b. If yes, Did you report this incident to senior management, the ombudsperson or human resources department?

- a. Yes
- b. No

32c. If No, What were the main reasons why you did not report this to senior management, the ombudsperson or human resources department?

_____ (open)

32d. If you reported it, how satisfied are you with how the incident was followed up?

- a. Very satisfied
- b. Satisfied
- c. Somewhat satisfied
- d. Somewhat dissatisfied
- e. Not satisfied at all

G. ON RECRUITMENT AND PROCUREMENT ASPECTS

33. I believe my organization/agency is sought after for employment by women because:

- of a higher pay scale
- a good work atmosphere/environment
- work-life balance is promoted and family responsibilities are appreciated and accommodated
- Women are respected and appreciated

34. During recruitment of staff, or procurement of consultants or firms, my organization/agency dares to take affirmative action in order to ensure gender balance and contribute to achieving gender equality by engaging women as consultants or business firms for contracts.

- a. Very satisfied
- b. Satisfied
- c. Somewhat satisfied
- d. Somewhat dissatisfied
- e. Not satisfied at all

35. In your opinion, is UN Bhutan / or your agency ready for female drivers?

- Yes; - No

If no, why not?

36. Is the work culture/environment in my (UN) Agency women/FAMILY friendly?

- Yes - No

If No, what needs improvement?

37. Is the work culture/environment in my (UN) Agency men friendly?

- Yes - No

If No, what needs to be addressed?

38. are opportunities available on an equal opportunity basis?

- Yes, always - Yes, sometimes - No, never.

H. BARRIERS TO GENDER MAINSTREAMING

39. Which of the following do you think are main barriers to gender mainstreaming in your agency? (PLEASE TICK ALL THAT APPLY) (multiple answers)

- a. Appropriate tools are unavailable
- b. Insufficient time
- c. Lack of staff accountability
- d. Insufficient resources
- e. Insufficient support from technical experts
- f. Insufficient support and encouragement from management
- g. Lack of interest from government and partners
- h. Lack of personal interest/commitment
- i. Other (please specify) _____
- j. There are no barriers in my agency.

40. Any gender issue (personal, organizational) that is subtly ailing your agency/UN systems in Bhutan as a whole?

-----open.

Tashi Delek and Thank you very much for your time!

Annex 2: Tool 2 - Questionnaire for IPs (18 respondents)

1. Do you / your organization regularly apply /include gender analysis in your projects?

- a. In all of them ; b. In some of them
- c. In none of them

2. In projects you implement in collaboration with UNCT, in which stages is gender analysis normally included?

- a. during Diagnosis ; b. Planning ; c. during Implementation
- d. at the time of Evaluation ; e. None of them

3. If your organization includes gender analysis in the project design and planning, what typically happens with gender-oriented goals during project implementation?

- a. fully implemented ; b. resisted by one or more of the stakeholders /actors
- c. evaporated in the process ; d. ignored in the final reports
- e. Other

4. Does your organization have qualified and designated personnel in order to include gender analysis in the development projects?

- 3. Enough 2. Not enough 1. Not at all

5. Does your organization have information, techniques and tools in order to include gender analysis in the development projects?

- 3. Enough 2. Not enough 1. Not at all.

6. What is the level of understanding Gender, Gender mainstreaming, gender analysis in your organization?

- 3. excellent 2. good 1. Enough 0. not adequate.

7. What is the level of capacity to apply Gender Analysis in project in your organization?

- 3. Excellent 2. enough 1. Not enough 0. Non existent

8. In case your responses to questions 5,6,7 are not negative, what is/are the constraints or issues you face in reality when it comes to mainstreaming gender in your work/organization?

In your opinion, is there anything else or more that UNCT and/or RGOB can/should do for seriously facilitating progress on gender mainstreaming?

Kindly reflect and share frankly and boldly so that realistic (not lip-service) measures to address this can be found once and for all.

Annex 3: Tool 3 - Assessment of organizational gender performance

(adapted from SNV GSA Manual)

This table offers a set of criteria with which to assess the level of organisational performance on gender equity and women's empowerment.

	Nascent gender equity practice	Emerging gender equity practice	Expanding gender equity practice	Mature gender equity practice
A. Contextual embedding	In the main Agreement documents ie.UNDAF/cCPA P some remarks are made concerning gender (in) equity/ position of women in the country. However, these remain without any consequences for program definition.	1: In UNDAF/cCPAP reference is made to CEDAW, Platform of Action (Beijing), and GDI (Gender Development Index) or gender differentiated data. Some UN studies are referred to. 2: Some mention is made of the influence of this information on one or two specific gender equity or women's empowerment assignments.	1: In the main Agreement documents ie.UNDAF/cCPAP an analysis of the institutional gender equity/ women's empowerment context is provided. 2: Contacts with possible partners for the gender equity/ women's empowerment movement are established at the program level.	1: UN has designed the program in such a manner that it is based on recognition of the conclusions of the analysis of the context. 2: The program is executed in close co-operation with gender equity/ women's empowerment partners.
B. Program planning and mainstreaming	Reference is made to global (UN's)gender equity and women's empowerment objectives but they are not translated to the country program	1: Gender equity and women's empowerment are mentioned as overriding issues for the program but no specific objectives have been established. 2: In some	1: Specific objectives have been formulated on gender equity and women's empowerment for both the overall program and the thematic programs.	1: For all program objectives and assignments indicators for realisation of gender equity and women's empowerment have been defined. 2: For each of the following levels indicators for gender

	level.	programs a “women’s / gender” assignment has been developed.	2: Specific assignments have been identified to realise these objectives.	equity/ women’s empowerment have been established Organisational level: Gender balance at all levels of the organisation; gender policy definition; gender capacity building Institutional level: Support of/ participation in national debates; support to women’s empowerment organisations; support to institutional change initiatives for gender equity: legal changes, etc.
C. Priority setting and choice of partner organisations	1: No country- specific priorities have been established. 2: Implementing partners have only been generally informed about the broader (UN) objectives, mission.	1: Gender equity is mentioned as a (UN) priority. 2: IPs are informed on the (UN) gender policy, without consequences for further co- operation.	1: Some gender equity/ women’s empowerment priorities have been established based on contextual/ institutional analysis. 2: Partner organisations are assessed for their capacity to work towards gender equity/ women’s empowerment and capacity building	1: Clear priorities based on contextual analysis and UN objectives have been established. 2: Gender equity / women’s empowerment capacity is a selection criteria for partner organisations. 3: Gender equity/ women’s empowerment is part of the contractual agreements between UN and IPs. 4: Achievement of these objectives is

			support is offered.	monitored.
D. Gender expertise and capacity building`	<p>1: Some personnel have followed gender training based on an offer by HQ or during earlier contracts.</p> <p>2: The organisation has no specific gender positions.</p> <p>3: No gender capacity building has taken place in the last 2 years.</p>	<p>1: Some personnel (less than 20%) have gender equity mentioned in ToRs</p> <p>2: Some personnel have followed gender training abroad on request of the program.</p>	<p>1: Explicit attention is given to gender equity in ToRs of personnel in some positions (less than 50%)</p> <p>2: Some UN personnel and IP personnel have participated in gender training.</p>	<p>1: Management team and program teams have gender expertise.</p> <p>2: Gender equity is reflected in 50-80% of ToRs of the organisation.</p> <p>3: Gender competence is part of selection process at HQ and in country programs.</p> <p>4: Gender capacity building is part of competence building program.</p> <p>5: There is an active and well-recognised gender working group.</p>
E. Information and knowledge management	<p>1: There is no build up of information on gender equity/ women's empowerment.</p> <p>2: Some outside information is haphazardly available in the organisation.</p>	<p>1: Some material is available in the library.</p> <p>2: The material is not very up-to-date or of good applicability to the UN program.</p>	<p>1: Material is available, accessible and of good quality, but mainly externally developed.</p>	<p>1: There is internally developed / produced/ adapted gender information and knowledge.</p> <p>2: Your (UN) program seeks to play an active role as knowledge creator.</p> <p>3: Working knowledge and information sharing practices exist also with partner organisations.</p>
F. Monitoring and evaluation	<p>1: No system is used.</p> <p>2: No reporting on gender equity/ women's</p>	<p>1: Information is only collected through formal, HQ- or donor-driven</p>	<p>1: Gender equity and women's empowerment data are collected regularly in the monitoring system</p>	<p>1: Information is collected regularly.</p> <p>2: Indicators are developed and linked to the 3 levels of equity/</p>

	<p>empowerment results takes place.</p> <p>3: Information is collected randomly.</p> <p>4: Information is not shared.</p>	<p>evaluations.</p> <p>2: Some quantitative data on women's/ men's participation in activities are collected but not explicitly discussed.</p>	<p>at program level.</p> <p>2: Little sharing and learning takes place.</p> <p>3: Some indicators have been developed for a specific context.</p>	<p>women's empowerment mentioned earlier: organisation and institutions/ civil society.</p> <p>4: Sharing and learning mechanisms are in place and functioning.</p> <p>5: Adaptations built on lessons learnt can be identified.</p>
G. Organisational culture	<p>1: No systematic attention is paid to gender equity/ diversity.</p> <p>2: A culture of respect for others exists.</p>	<p>1: Some attention is paid to equal gender/ diversity representation at the level of staff.</p> <p>2: Attention is paid to informal respectful culture (jokes, computer screens etc).</p>	<p>1: Gender and diversity balance is an organisational objective.</p> <p>2: Day-to-day cultural practices are sometimes but not systematically addressed. In decision making, behaviour, work ethics,</p> <p>some positive actions have been taken to overcome existing problems.</p>	<p>1: Equity of opportunity, rights and representation and influence on organisational culture are taken seriously in policy and practice.</p> <p>2: Representative boards have been established.</p> <p>3: Resources are available.</p> <p>4: An ombudsperson has been identified.</p> <p>5: Sexual harassment policy is in place.</p>

Annex 4 : Tool 4 - exercise on Organizational Culture and Gender

1. **CONFORMITY:** the degree to which staff members feel that there are many rules, procedures, policies, and practices to which they have to conform rather than being able to do their work as they see fit.

Conformity is not
characteristic of this
organization

1 2 3 4 5 6 7 8 9 10

Conformity is very characteristic of this
organisation

- a. Do you think that all levels of staff make the same assessment? And what about male and female staff at different levels? Why or why not?
- b. Do you think that the rules and so on apply to male and female staff in the same way?
- c. What will happen if a male staff member and a female staff member do not follow the rules?
- d. What could be the underlying values and beliefs of this element? Do they favour men and women equally?
2. **RESPONSIBILITY.** The degree to which staff members feel that they can make decisions and solve problems without checking with superiors each step of the way.

No responsibility is given in
the organisation

1 2 3 4 5 6 7 8 9 10

There is a great emphasis on personal
responsibility in the organisation.

- a. Do you think that all levels of staff will make the same assessment? And what about male and female staff at different levels? Why or why not?
- b. Do you think that this responsibility is given to male and female staff equally?
- c. What will happen to a male staff member and a female staff member in case of deviation?
- d. What could be the underlying values and beliefs of this element? Do they favour men and women equally?
3. **STANDARDS.** The emphasis the organisation places on quality performance and outstanding production and the degree to which staff members feel that they are challenged to adhere to these standards.

Standards are very low or
non-existent in the
organization

1 2 3 4 5 6 7 8 9 10

High challenging standards are set in
the organisation.

- a. Do you think that all levels of staff will make the same assessment? And what about male and female staff at different levels? Why or why not?
- b. Do you think that the standards apply to male and female staff in the same way?
- c. What will happen if a male staff member and a female staff member do not fulfil the standards?
- d. What could be the underlying values and beliefs of this element? Do they favour men and women equally?

4. **REWARDS.** The degree to which members feel that they are being recognised and rewarded for good work rather than being ignored, criticised, or punished when something goes wrong.

Staff members are ignored, punished, or criticised.	1 2 3 4 5 6 7 8 9 10	Members are recognised and rewarded positively.
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- a. Do you think that all levels of staff will make the same assessment? And what about male and female staff at different levels? Why or why not?
- b. Do you think that rewards or criticism apply to male and female staff in the same way?
- c. Do you think that the assessment of 'good work' or 'wrong work' depends on the sex of the staff member?
- d. What could be the underlying values and beliefs of this element? Do they favour men and women equally?

5. **WARMTH AND SUPPORT.** The feeling that friendliness is a valued norm in the organisation, that members trust one another and offer support to one another. The feeling that good relationships prevail in the work environment.

There is no warmth and support in the organisation.	1 2 3 4 5 6 7 8 9 10	Warmth and support are very characteristic of the organisation.
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- a. Do you think that all levels of staff will make the same assessment? And what about male and female staff at different levels? Why or why not?
- b. Do you think that 'friendliness, trust, good relationships' includes both men and women, men only, women only, certain levels of staff only, certain class, caste or ethnic groups?
- c. What could be the underlying values and beliefs of this element? Do they favour men and women equally?
6. **LEADERSHIP.** The willingness of staff members to accept leadership and direction from qualified others. As needs for leadership arise, members feel free to take leadership roles and are rewarded for successful leadership. Leadership is based on expertise. The organisation is not dominated by, or dependent on, one or two individuals.

Leadership is not rewarded; staff members are dominated or dependent and resist leadership attempts.	1 2 3 4 5 6 7 8 9 10	Staff members accept and reward leadership based on expertise.
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- a. Do you think that all levels of staff will make the same assessment? And what about male and female staff at different levels? Why or why not?
- b. Do you think that staff members will accept leadership of any staff member irrespective sex?
- c. Do you think that male staff members can take leadership roles as easily as female staff members?
- d. **What could be the underlying values and beliefs of this element? Do they favour men and women equally?**

(Kolb et al. 1995)

Annex 5: List of documents scanned

Address by UNRC, High Level Gender Sensitization Workshop, 10 July 2010, Bhutan

Statement by UNRC Resident Coordinator, UN system in Bhutan, 8th March 2011

Statement by UNRC at National Multi-Sector Pandemic Simulation Exercise, 29 March 2011

Statement by UNRC on International Day for the Elimination of Violence Against Women and the Celebration of the 15th Anniversary of the UN Trust Fund to End Violence Against Women, 25th November 2011

Annual Work Plans of:

- Poverty Theme Group
- Governance Theme Group
- Education Theme Group
- Health Theme Group
- Environment Theme Group

Common Country Programme Action Plan (cCPAP) 2008-2012, Common Country Programme Action Plan Between The Royal Government of Bhutan and the United Nations System in Bhutan, Thimphu, December 2007.

United Nations Development Assistance Framework for the Kingdom of Bhutan 2008-2012, Thimphu, June 2007.

Inception Note for Bhutan UNDAF/cCPAP Mid-Term Review Process 2010

M and E Framework, UNDAF/cCPAP

Annex 6: List of UN staff members met during the period of Audit

1. Ms Claire Van der Vaeren, UNDP Resident Representative/ UN Resident Coordinator
2. Ms Gepke Hingst, UNICEF Country Representative
3. Ms Nani Nair (Dr), WHO Representative
4. Ms Hideko Hadzialic, UNDP DRR
5. Mr Yeshey Dorji, UNFPA, ARR
6. Mr Dungkar Drukpa, WFP ARR
7. Mr Chadzo Tenzin, FAO ARR
8. Ms. Juliet Attenborough, Child Protection Specialist and GTF member, UNICEF
9. Ms. Pem Deki, HRO, UNDP
10. Mr. Laxmi Upreti, HRO, UNICEF
11. Ms. Dechen Chime, UNFPA/ UNCT TG Co-chair Health.
12. Mr. Karma Chopel, UNCT TG Co-chair Environment
13. Mr. Tashi Dorji, GTF Member Environment
14. Mr. Kunzang Norbu, UNCT TG Co-chair Governance
15. Mr. Jigme Dorji, GTF member Poverty
16. Ms. Rinzi Pem, Gender Analyst, UNDP, UNCT Gender Task Force member
17. Ms. Tshering Dolkar, RCO
18. Ms. Pem Lham, GTF member, UNICEF
19. Mr. Bishnu Bhakta, UNICEF
20. Ms. Pem Chuki Wangdi, MSU Head
21. Ms. Sonam Y.Rabgye, GTF member
22. Ms. Angela Ison, Gender Specialist, RCO, UNCT Gender Task Force member
23. Ms Annemarie Reerink, Gender Specialist, APRC
24. Ms Diakhoumba Gassama, Special Assistant, UNDP BDP Gender Unit, HQ

Annex 7: List of IPs Representatives met and consulted using the brief survey questionnaire

1. Aum Phintsho Choeden, ED, NCWC
2. Ms. Tshewang Lhamu, PO, NCWC
3. Ms. Jigme Pelden, PM, RENEW
4. Ms. Dechen Zam, CPO, PPD, Ministry of Education
5. Ms. Sonam Lhaden Khandu, National Environment Commission
6. Mr. Asta Tamang, NBC, Ministry of Agriculture and Forests
7. Royal Society for Protection of Nature
8. Mr. Pema Dorji, Senior Environment Officer, Thimphu Thromde.
9. Mr. Wangdi Gyeltshen, Dept of Local Governance, MoHCA.
10. Mr. Cencho, Ministry of Home Cultural Affairs.
11. Mr. Dowchu Drukpa, Chief Seismologist/Head, Dept of Geology and Mines, MoEA
12. Ms. Karma Jamtsho, Gross National Happiness Commission
13. Ms. Kunzang Lhamu, Gross National Happiness Commission
14. Ms. Sonam Choki, Gross National Happiness Commission
15. Mr. Wangchuk Namgay, Gross National Happiness Commission
16. Aum Chime P.Wangdi, SG, Tarayana Foundation
17. Mr. Karma Galay, DLG
18. Mr. Tsheltrum Dorji

