



**United Nations Development Programme**

**2008–2013 Gender Equality Strategy**

**Mid-Term Review Report**

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## EXECUTIVE SUMMARY

### Introduction

In 2008, UNDP established a Gender Equality Strategy (GES) to accompany the Strategic Plan (2008–2013). Importantly, this was the first time UNDP had established a specific strategy to guide the organization in achieving gender equality results. The GES was established following a strongly negative evaluation in 2005 which concluded that UNDP had not effectively engendered its development programmes.

From May 2011 to January 2011, a Mid-Term Review of UNDP's Gender Equality Strategy 2008–2013 was conducted by a team of four consultants with the overall goal of taking stock of achievements and recommending adjustments to implementation of the strategy for the remaining years 2011–2013. It was also envisaged that the findings of the review would provide input into broader organizational reform. More specifically, the review intended to:

1. Identify areas in which UNDP has achieved gender equality results across Focus Areas and regions and analyze how UNDP supports governments in improving their gender-responsive capacity;
2. Determine the best ways to strengthen UNDP's response in the light of emerging challenges, such as the ongoing economic and financial crisis, and in regard to the 10-year review of the Millennium Declaration and the Millennium Development Goals;
3. Make specific, practical recommendations for UNDP to more fully bring gender equality into all of its Practice Areas and within the organization.

The Review methodology included: an extensive *desk review* of reports and data; *interviews and focus group discussions* at UNDP headquarters that engaged all Bureaux, the Gender Team, former RCs, and sister UN agencies; *field visits* to one Country Office per region (El Salvador, Lebanon, Liberia, Nepal and Serbia); and visits to the Regional Centers in Bratislava and Panama.

### Overall Findings

**UNDP responded forcefully to the findings of the 2005 Gender Equality Evaluation**, systematically putting in place the approaches and leadership noted then as being lacking. These included the establishment and strengthening of programme tracking and monitoring mechanisms and the development of an overall strategic framework (the GES). The strengthening of the Gender Team was also important as organizational and individual capacities have improved considerably. While both remain a continuing challenge, especially in Country Offices, there have been advances, and the means to address the remaining problems are now clear and remain only to be implemented and monitored.

**UNDP is now a gender aware organization**, with personnel at all levels aware of the linkages between gender mainstreaming and development results. This has resulted in significant programme successes, primarily in the development of gender-relevant inputs into policy and planning systems; a range of interventions supporting women's political and economic empowerment; and greater availability and use of gender-relevant data.

**UNDP has developed a range of innovative gender mainstreaming tools and methodologies for gender integration in economic policy management and dialogue processes.** These include the MAF, the Gender Economic Policy Management Initiative (GEPMI), and the Gender Needs Assessment Tool. However, there is still a lack of prioritization, application, resources and monitoring of the application of these tools and there is a need for continued capacity building in country offices for them to be applied. Likewise, the global, regional and national Human Development Reports (HDRs) continue to exemplify sound gender analysis and are leading advocacy tools, although they do not all address gender equality considerations in their various themes.

**UNDP has developed a particular strength in the promotion of women's political participation through its programming in electoral assistance, parliamentary support and constitutional/legal reform. These investments are yielding returns, and this work should be expanded.** Activities to develop national capacities to ratify and implement CEDAW also appear to be making a useful contribution. However, significant gaps still remain in UNDP's work in the areas of public administration, local governance, human rights and anti-corruption.

**About one third of Country Offices have been engaged in initiatives for preventing and responding to gender-based violence (GBV),** especially in developing gender-based violence legislation and building more gender-sensitive legal and judicial institutions. Groundbreaking work is underway on partnerships with men in the prevention of GBV and there is a growing body of work related to the interaction of GBV with the incidence of poverty. More needs to be done, however, to embrace this work as a core theme in justice and security sector reform and the connections between GBV and poverty have to be better incorporated into the programming. UNDP's GBV programming would be greatly enhanced by the completion of its planned overarching strategic framework or guidelines on GBV programming.

**There is now strong awareness within UNDP that the situation of women and girls in post-conflict countries requires specific support, and that it is critical for women to participate in recovery and reconstruction processes.** The framework of UNDP's approach is well reflected in the Eight Point Agenda, although significant gaps remain in terms of implementation—especially in the areas of Demobilization, Disarmament and Reintegration (DDR), Security Sector Reform (SSR) and Disaster Risk Reduction (DRR). It is vital to ensure that specialized gender expertise is included in all assessment missions.

**UNDP is playing a leading role in bringing gender equality issues into the global and national environmental policy dialogue.** This is reflected in the recent incorporation of gender issues into operational policy guidelines of climate financing mechanisms and gender equality principles in international agreements—most notably the Cancun agreement. However, UNDP has considerable room to strengthen its commitment, staff capacities and operational frameworks to better integrate gender equality considerations into environment programme areas.

**Despite notable improvements, gender mainstreaming in project and programme activities remains uneven and *ad hoc*:** in other words, the “islands of success” identified in the 2005 Evaluation remain. While frameworks have been developed at the corporate level, capacity for implementation is inconsistent and particularly weak at the field level.

**The Executive Board has consistently demanded that UNDP increase its core allocations and improve the tracking of resources for gender mainstreaming.** Initial gender marker results indicate that such allocation is happening, but that it is still uneven.

## Main Recommendations

1. UNDAFs and CCFs provide an important strategic opportunity for advancing gender equality throughout all of UNDP’s work at the country level. More efforts must be focused on drawing on gender disaggregated data and analysis in the preparation of these programming tools, and on establishing gender specific indicators. Furthermore, the range of innovative gender mainstreaming tools and methodologies that UNDP has developed in the area of economic policy management and poverty reduction such as the MDG Acceleration Framework (MAF), the Global Economic Policy Management Initiative (GEPMI), and the Gender Needs Assessment Tool, should be applied more systematically across the organization.
2. It is important that global, regional and national Human Development Reports address the gender equality dimensions of their individual themes and that all programming units use the findings of these reports to spark programme action at the country level.
3. Working in collaboration with member states and partners, UNDP should expand on initial successes made in global climate change policy and finance mechanisms by supporting more comprehensive gender mainstreaming in the operationalization of climate policy and funds. UNDP should also work through its Country Offices to leverage the UN’s system-wide resources and capacities to support governments in addressing gender inequalities in the context of increasing scarcities in land, water, energy, food and to develop low emission climate resilient development strategies.
4. UNDP’s investments in women’s political participation are yielding results. The Global Programme for Electoral Cycle Support represents a good model on how to integrate gender across a thematic area. It should be a model to promote gender equality and women’s empowerment in the areas of public administration, local governance, human rights and anti-corruption. UNDP is also undertaking good work to build capacity to advance women’s rights, and strengthen legal frameworks, systems and access to justice. UNDP should further develop its work in this area, including supporting consistency between customary laws and informal mechanisms and international norms and standards.
5. UNDP’s framework for gender issues in the context of crises, “The Eight Point Agenda”, remains relevant. However, in its implementation, more attention should be given to the deficit areas of Disaster Risk Reduction (DRR), Demobilization, Disarmament and Reintegration (DDR), Peace building and Security Sector Reform (SSR). It will also be important to review mechanisms for the provision of human and financial resources to ensure optimal impact—particularly ensuring the timely provision of specialized gender expertise in assessment missions. Finalization of the pending corporate guidance for GBV is an immediate a priority. As GBV is an inherently cross-sectoral phenomenon and a priority across the UN agenda, inclusion of multi-sectoral and inter-agency approaches and partnerships would be essential.

6. UNDP leads the UN system in adopting accountability mechanisms for promoting gender equality and women's empowerment. In order to sustain and build upon this success, UNDP will have to strengthen its internal gender architecture within the context of the agenda for organizational change. The change process presents an opportunity for UNDP to review the optimal investments in gender capacities at country, regional and global levels, for different practices areas and the different country typologies it serves. Intensified efforts will be required to strengthen senior management leadership, including Bureau and Practice Directors, and holding them accountable for realizing gender equality results. To realize these objectives, and despite the current challenging resource outlook, UNDP should increase or at least maintain the level of its total investment in gender mainstreaming across the organization from its core resources.
7. Discussions with UNW are required, on how to strengthen cooperation and ensure coordination in areas of overlapping mandates. This should be facilitated by UNDP/UNW leadership to ensure the highest level of commitment to effective implementation and then be brought to undg for wider discussion with other agencies less affected by the overlap.

## PART I: INTRODUCTION

### Background

1. UNDP initiated a Mid-Term Review of its Gender Equality Strategy (GES) as a strategic global monitoring exercise. The intention was to provide UNDP with interim guidance to maximize performance over the remainder of the current cycle and to identify opportunities for continual improvement in performance and results.

2. The GES was developed as part of the follow-up to a major external evaluation of UNDP's gender mainstreaming performance that was conducted in 2005. The evaluation concluded that:

*UNDP [has] not effectively and successfully engendered its development programs. While there are many committed individuals and some "islands of success," the organization lacks a systematic approach to gender mainstreaming. UNDP has not adopted clearly defined goals, nor dedicated the resources necessary to set and achieve them. There is a lack of systemic approaches, leadership and commitment at the highest levels and of capacity at all levels.*

3. In response to this critique, UNDP initiated an extensive consultation process with all sections of the organization and key partners from the governmental, inter-agency and civil society communities. The purpose of this consultation, which took place in 2006/2007, was to identify more clearly UNDP's comparative advantages in the global effort toward gender equality.

4. The outcomes of this consultation were incorporated into the GES, which was prepared in conjunction with UNDP's overall Strategic Plan and which covers the same cycle (2008–2013). The GES outlines the organization's priorities for implementing its gender equality mandate as a cross-cutting theme, as a significant factor affecting development effectiveness in its four Focus Areas and as an integral dimension of its priority commitments to national capacity development, advocacy and policy dialogue.

The GES established three areas in which UNDP has a comparative advantage in gender equality programming and to which it can contribute across all its Focus Areas. These are:

- Strengthened and more gender-sensitive government policy and planning systems and financial frameworks, including for social service delivery;
- Strengthened capacities of women to participate in policy planning, reporting, and monitoring and evaluation of programmes; and,
- Greater availability and use of gender-relevant data to achieve the above.

5. Moreover, the GES articulated the clear understanding that action in each of these areas should include attention to the reduction of gender-based violence, both because of its negative impact on MDG achievements and development in general and as a matter of human rights.

## Objectives of the Mid-Term Review

6. The purpose of the Mid-Term Review was to review the implementation of the GES up to the mid-point, with the aim of:

- Identifying areas in which UNDP has been successful in achieving gender equality results, across Focus Areas and regions, analyzing how the UNDP approach supports governments in achieving gender-responsive capacity improvements;
- Obtaining strategic inputs on how to strengthen UNDP's response in view of the emerging challenges, particularly in regard to the 10-year review of the Millennium Declaration and the MDGs and the ongoing economic and financial crisis;
- Making specific and practical recommendations on how UNDP should more fully bring gender equality into all of its Practice Areas and within the organization.

## Methodology

7. The Mid-Term Review was conducted from May 2010 to January 2011 by a four-person team of external consultants.

8. The Review Team collected data and evidence through:

- **Desk review** of reports, financial data and other relevant documents at the global, regional and national levels;
- **Interviews and focus group discussions** at UNDP headquarters that included all the Regional Bureaux, other Bureaux, the Gender Team, former Resident Coordinators, and sister UN agencies; and,
- **Field visits** to one Country Office per region (El Salvador, Lebanon, Liberia, Nepal and Serbia); and to the Regional Centers in Bratislava and Panama. These missions also included interviews and focus group discussions, as well as project visits.<sup>1</sup>

9. A total of 310 people at HQ, Regional Centers and Country Offices contributed to these discussions.<sup>2</sup> The Team's conclusions were based on detailed case studies of the field visits, which included indicative data, as well as on a review of documents and information obtained through interviews and focus groups.

## Limitations of the methodology

10. Time did not allow for a full review of global programme activity, nor was the exercise structured as an evaluation. Rather, the intention was to provide a snapshot view of the state of play at the mid-point in the programme cycle, and identify specific areas for attention to ensure that *the implementation of the GES* can be maximized for the remaining period. The review should be considered a stocktaking exercise, the results of which can guide management decision-making.

11. Five field visits to carefully selected Country Offices permitted indicative assessments of challenges and good practices rather than definitive evaluation.

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<sup>1</sup> For example, the mission to Panama included interviews with the regionally-based Practice Leaders, plus with Country Office Gender Focal Points through participation in a Community of Practice meeting and a regional teleconference.

<sup>2</sup> Refer to Annex 2 for a list of persons interviewed at HQ and in the Regional Centers.



12. As the final draft of the report was presented in early 2011, it is the 2009 gender marker statistics which are presented. In addition, UN Women's own strategic priorities had not been defined as of the final drafting of the report and therefore could not inform the forward planning of the report.

### **Structure of the report**

13. This report follows broadly the sequence of issues as they are presented in the GES, addressing first an assessment of progress in the Focus Area activities, including a review of initiatives to prevent or respond to GBV, which cuts across most Focus Areas.

14. This is followed by an assessment of developments in UNDP's institutional arrangements for gender mainstreaming, including the structure and functioning of the internal gender architecture, the evolving accountability mechanisms and UNDP's rich range of partnerships. The report closes with a discussion of the consolidated conclusions of the Review.

### **Global Context**

15. The MDG Summit of September 2010 reiterated the links between gender equality and effective development practice and results, and noted a gradual improvement of women's rights and status in several areas. However, the current economic, financial, climate, food, water and fuel crises place any gains made at significant risk. Indeed, the World Bank has found that the economic crisis alone will result in 53 million more people being in poverty than would otherwise be the case.<sup>3</sup> Far from treating gender equality as marginal to this concern, the MDG Summit called for continuing efforts to achieve gender equality and women's economic, political and legal empowerment as an inherent part of the effort to accelerate achievement of the MDGs.

16. Three key indicators of the distance that still needs to be covered are that in 2010 women held only 19% of seats in national parliaments<sup>4</sup>; 1,000 women died every day from complications of pregnancy, childbirth and unsafe abortion, 99 percent of them in developing countries<sup>5</sup>; and women's average labour force participation was 56.8%, as compared to men's of 82.6%.<sup>6</sup> Women remain typically over-represented among the poor, those suffering the negative effects of climate change and civilians experiencing the violence of war. Widespread gender-based violence in all societies also has significant negative social, physical, and economic impacts.<sup>7</sup>

17. The Gender Inequality Index, launched by UNDP in 2010, is a composite of indicators for empowerment, reproductive health and labour force participation. Based on 2008 data, it shows that on average women can expect a loss of 56% of their human development potential due to the inequalities that they experience in the three areas encompassed by the index. The aggregate index masks a huge range of difference, with women in OECD countries experiencing an

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<sup>3</sup> *Global Monitoring Report 2010: The MDGs after the Crisis*. The World Bank

<sup>4</sup> Interparliamentary Union. [www.ipu.org](http://www.ipu.org)

<sup>5</sup> *Implementing the Gender Equality Strategy in 2010*. Background paper to the Annual Oral Report to the Executive Board of UNDP.

<sup>6</sup> Gender Inequality Index, Table 4. Available from <http://hdr.undp.org/en/>. Accessed 17.2.11.

<sup>7</sup> E/2010/27 and E/CN.6/2010/11

average loss of one third (31%) of their human development potential, while women in sub-Saharan Africa experience an average loss of fully three quarters (75%) of their potential.

18. In March 2010 the Commission on the Status of Women convened a 15-year review of the Beijing Declaration and Platform for Action specifically to assess this situation. The review re-asserted the continuing salience of the agreements made in Beijing, and their essential role in contributing not only to women's empowerment and gender equality, but also to accelerated MDG achievement.<sup>8</sup> The Commission provided extensive details on women's greater economic and social disadvantage as a result of the global economic and other crises, and in the context of disaster and conflict, and passed a number of resolutions on topics that reinforce the relevance of the GES in guiding meaningful action for UNDP in these areas.<sup>9</sup>

19. In July 2010 the UN General Assembly created UN Women (UNW), integrating four existing UN entities.<sup>10</sup> This provides a re-energized leadership for women's empowerment, combining both normative and operational functions. The decision marks an important opportunity for all UN entities working on gender equality and women's empowerment, including UNDP, to strategize ways to enhance the UN's collective gender equality results, re-dedicate themselves to gender equality within their respective technical mandates, and ensure the availability of human and other resources to do this effectively.

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<sup>8</sup> E/2010/27 and E/CN.6/2010/11. Annex

<sup>9</sup> For example: Resolution 54/2 on Women, the Girl Child and HIV and AIDS; Resolution 54/4 on Women's Economic Empowerment and Resolution 54/5 on Eliminating Maternal Mortality and Morbidity through the Empowerment of Women.

<sup>10</sup> A/RES/64/289 21 July 2010. The combined entities are: The Office of the Special Advisor to the Secretary General on the Advancement of Women and Gender Issues (OSAGI); the Division for the Advancement of Women (DAW); The United Nations Fund for Women (UNIFEM); and The International Center for Training and Research on the Advancement of Women (INSTRAW).

## PART II: FINDINGS

### 2.1. PROGRAMME

20. As UNDP's contribution to the challenges outlined above, its Strategic Plan requires UNDP to work for gender equality as a cross-cutting issue in each of its Focus Areas, while the GES sets out in detail how to do this. This section explores UNDP action for gender equality in each of these Focus Areas.

#### 2.1.1. POVERTY REDUCTION AND ACHIEVEMENT OF THE MDGs

21. During 2009, total UNDP expenditure for poverty reduction and achievement of the MDGs was approximately \$1.175 billion. It is thus the second largest area of programme intervention, after Democratic Governance, disbursing about 29% of total resources. Of this, just over a quarter (\$334.5 million) made significant or greater contribution to gender equality and women's empowerment in 2009.<sup>11</sup>

22. UNDP has incorporated gender equality and women's empowerment considerations into its efforts to accelerate MDG achievement through the *MDG Breakthrough Strategy* and the pilot *MDG Acceleration Framework* (MAF). Four of the ten pilot MAF Reports and Country Action Plans undertaken in 2010 were devoted to gender issues<sup>12</sup>, while in one more, Togo, the MAF application helped national partners identify gender inequality as a bottleneck to MDG progress (failure to address the needs of women farmers in extension services). It is critical that Country Offices increase their efforts to centralize gender equality considerations in all their work on the MDGs, in accordance with the Millennium Declaration and reiterated in global MDG reviews in 2005 and 2010.

23. Overall, the experience from the MAF pilot countries is that its gender requirements can be operationalized relatively easily where disaggregated data are available, but where there are limitations in such data, as is usually the case, personnel have found it challenging to implement the gender-equality dimensions of the tool. Continued support and capacity development will be needed if this modality is to become well established. The Review also observed that the MAF pilot did not include any earmarked funds to address this and other challenges identified by the pilot process, which will need to be addressed using other funding sources.

24. *The Gender and Economic Policy Management Initiative* (GEPMI) is a major and highly promising regional initiative to address gender-related capacity constraints in economic planning processes. GEPMI is now well established in Africa and is currently being replicated in Asia, in collaboration with the Government of South Korea. The programme comprises: a regional short course for middle-level government planning officials, parliamentary staff and civil society organizations; country-level advisory services and capacity development; and a one-year Master of Arts in Gender Aware Economics. The demands for the initiative's components have been robust and have attracted the participation of senior government personnel. Outputs so far indicate sufficient potential for the programme to be considered for further expansion, subject to

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<sup>11</sup> *Analysis of the Gender Marker*. March 2010.

<sup>12</sup> Ghana and Uganda MDG 5 (Maternal Health) Lao PDR MDG 2 (gender and education) and MDG 3 (Gender Equality and Women's Empowerment) and Colombia MDG 3 (Gender Equality and Women's Empowerment).

availability of funds. Consideration could be given to adapting the short course so that it could be offered to universities for inclusion in their academic curricula.

25. UNDP's *Gender Needs Assessment Tool* has been officially adopted by 22 African countries as part of their national planning and budgeting processes, with positive results. The Review found, for example, that UNDP's support in Liberia using this mechanism had led to increased capacity in all gender mainstreaming processes. This tool and the dialogue that its use requires could thus stand as a model of applied capacity development.<sup>13</sup>

26. A series of policy briefings on such themes as gender and taxation, unpaid care work, gender and employment guarantees and gender equality impacts of the financial and economic crisis are also of high quality. These are solid analytical policy briefs with useful information to guide Country Office action. The review found that their applicability is greatest when they are accompanied by practical national-level examples. However, as with all knowledge products, there are challenges in disseminating the content of these documents and thus ensuring that they are reflected in improved programming.

27. Gender budgeting is increasingly recognized worldwide as an inherent part of meaningful policy planning, implementation and monitoring.<sup>14</sup> The methodology is a powerful planning tool, and UNDP has contributed to its development and dissemination. Several countries have included gender budgeting as part of their programming support to governments. For example, in Mauritius, UNDP supported six Ministries to pilot an alignment of budgets with the National Gender Policy Framework, and in Nigeria, the fiscal responsibility legislation contains strategies for mainstreaming gender into all sections of the budget.

### **Box 1: Home-Based Caregivers**

*Compensations for Contributions: Creating an Enabling Policy and Institutional Framework for Home-Based Care*, enabled hundreds of women home-based caregivers in six African countries to quantify the monetary value of their labor, time and resource contributions to mitigating the effects of HIV in their communities. The action-research initiative created a platform to assist the caregivers and their organizations to develop capacity in analysis, knowledge exchange, organization and dialogue and to negotiate for recognition, resources and supportive policies at local, national and global levels. As a result, caregivers were not only empowered by their new skills and understanding of their worth, but also gained formal inclusion in national-level policymaking (Kenya), promises of inclusion in new village health teams (Uganda), and formal employment in hospitals (Nigeria).

28. Modalities to take better account of the care economy in national accounting and planning processes are important aspects of an overall gendered approach to economic planning, to which UNDP has also made some contributions, in partnership with others, for example in supporting

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<sup>13</sup> The fact that in this case it was achieved during the recovery phase of development belies the prejudices against gender analysis in crisis situations (see Section 2.1.5—Crisis Prevention and Recovery).

<sup>14</sup> Gender budgeting involves the systematic analysis of financial allocations in terms of their impact on gender equality.

time-use surveys in Bhutan, Mongolia, Pakistan, Pacific Island Countries and Uruguay, as well as six countries in Africa (see Box 1).<sup>15</sup>

29. Equitable social service provision and the development of services specifically needed by women are a key means to improve gender equality. Overall UNDP activity in this field appears to be modest, although the Review has noted that UNDP supported Lebanon in the preparation of its first National Social Strategy, which provides a framework for more equitable provision of social services. UNDP Country Offices could consider stepping up this form of support, and ensuring that gender equality provisions are firmly lodged within national social service plans.

30. The above three areas—gender budgeting, the care economy and social service provision—are central to the distribution of national resources in more gender equitable ways. Nonetheless, the Review noted the generally scattered and limited nature of such interventions, however good the individual projects may be. A more comprehensive, organization-wide effort in these areas is likely to be an effective means of promoting meaningful gender equality, while contributing directly to reducing poverty and attaining the MDGs.

31. UNDP has undertaken some activities in the areas of gender and trade, and cross-border activities such as trafficking and migration. But UNDP has relatively little activity in this area, which the Review noted is appropriate, given coverage of this issue by other entities in the UN system. However, UNDP may have a comparative advantage in entering into harmonized action with partners in strengthening the linkages between macro and micro levels of support, building capacity of intermediate (local government and civil society) levels to develop gender-sensitive trade-related and cross-border frameworks and services.

32. On the other hand, a major UNDP contribution to gender-responsive planning and methodology has been through its flagship Human Development Reports (HDRs). Using various forms of gender analysis and gender equality indices, the reports provide the means for cross-country and cross-sectoral comparisons, contributing to global monitoring and tracking of performance. The reports are also very important advocacy tools for gender equality. The development of the new Gender Inequality Index (GII), launched in 2010, which specifically tracks the correlation between gender inequality and other inequalities, is a major advance that will assist governments to reshape economic policy dialogue and planning priorities in ways that support faster progress towards gender equality.<sup>16</sup>

33. The Review notes the importance of UNDP using the information in these reports much more systematically to spark progress at the country level. This has been done quite specifically in the Asia-Pacific region, which in 2010 prepared a regional HDR on the topic *Power, Voice and Rights: a turning point for gender equality in Asia and the Pacific*. This was followed by the preparation of an operational plan to articulate the policy implications of the report and established a fund to support innovative Country Office action based on its findings. This fund, while modest (\$500,000), has catalyzed projects in each country in the region. UNDP is well placed to ensure that the gender equality challenges identified in each global, regional and national HDR are explicitly incorporated into UNDAF and other national planning mechanisms,

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<sup>15</sup> These enable the development and testing of methodologies for including unremunerated work in national accounts.

<sup>16</sup> This index consolidates five existing indicators: labor force participation, participation in secondary education and above, parliamentary representation, adolescent fertility and maternal mortality, as described in <http://hdr.undp.org/en/statistics/gii/>

so that consistent progress can be made. It appears, however, that ensuring that the gender equality challenges are regularly incorporated into UNDAF processes is a golden missed opportunity.

34. The inclusion of gender equality in all National Human Development Reports (NHDRs), in the context of their respective technical themes, is now almost standard practice in many countries, and should be established as such worldwide. Moreover, the periodic publication of national and regional HDRs entirely devoted to this theme, as most recently took place in Turkey and the Asia-Pacific region, is also highly valuable. The Review is also encouraged that the Arab Regional Human Report series was re-launched with the 2009 edition on the theme of Human Security, and that each of these publications has integrated discussion of gender equality throughout.

35. Preparation of NHDRs has considerable national capacity development potential. It requires the engagement of a broad cross-section of development practitioners, and full discussion of the development consequences of gender and other inequalities within the overall discussions of human development. The Review is clear that NHDR preparation presents a capacity development opportunity that should be exploited more consistently, as an end in itself.

36. UNDP also supports countries in strengthening collection and analysis of sex-disaggregated and gender data. Examples include partnership with the Bangladesh Bureau of Statistics in the first time production sex-disaggregated data and with the Philippines' Regional Economic and Development Authority (NRO1), which internalized sex-disaggregated data collection methodologies as a direct result of UNDP support, and has developed the Gender-Related Development Index.

37. Despite these and several similar examples, UNDP is still not sufficiently engaged in supporting the collection, analysis and use at the country level of sex-disaggregated and gender data, in accordance with the provisions of the GES. Attention to capacity development in gender statistics should be more systematically included in the package of support offered by UNDP in its poverty portfolio.

### **2.1.2. MITIGATING THE EFFECTS OF HIV ON HUMAN DEVELOPMENT**

38. UNDP's HIV work, guided by an overall Gender Equality Strategy for the Practice, has developed innovative approaches to integrating gender equality and women's empowerment in its programming. Investment in a full-time Senior Gender Advisor who is also a specialist in HIV has been central to moving the process forward.

39. A large part of this work has been a close collaboration with the *Joint UN Programme on HIV/AIDS* (UNAIDS), within which partnership UNDP is the former lead and now co-lead (with UNFPA) of the collective effort to meet the HIV needs of women and girls and address gender-based violence. In this capacity UNDP has helped to create the well-functioning *Inter-agency Working Group on Women, Girls, Gender Equality and HIV* that has led a global process of identifying the priority actions for women and girls.

40. UNDP has undertaken many activities in collaboration with the Asia-Pacific Community of Practice (APCoP), a partnership between UNAIDS, UNDP, UNIFEM, the Office of the High

Commissioner for Human Rights (OHCHR), and the Asia-Pacific Network+ (APN+). In 2010, it created and led an e-discussion in which national-level networks and organizations of women living with HIV assessed their region's progress on achieving MDG 3 (Promote Gender Equality and Empower Women) and MDG 6 (Combat HIV, Malaria, and other diseases) and identified success stories, bottlenecks and opportunities for accelerating progress towards these two MDGs.

41. UNDP has been able to provide funds to Country Offices to help generate or scale up HIV-related programming and dialogue processes effectively, through the UNCT, the UN Theme Group on AIDS and with a range of civil society implementing partners. An important accomplishment as a result of this role has been UNDP's contribution to the development of a framework on women, girls and sexuality, and another on sexual diversity. Within the former, UNDP still needs to work to advocate for a greater focus on women and girls as agents in overcoming the disease, rather than just victims of it, and the organization has a clear leadership role to play with regard to raising and addressing issues related to gender norms, especially in contexts where these topics are difficult to raise.

42. Through an inter-agency process, UNDP co-convened a meeting with UNIFEM, UNAIDS, WHO, UNFPA and UNICEF, including seven priority countries (Cambodia, Jamaica, Kenya, PNG, Rwanda, South Africa and Sudan) to integrate a focus on gender-based violence (GBV) into their national AIDS strategies and plans. This innovative approach has enabled these countries to strengthen their AIDS response by addressing and redressing the ways in which GBV fuels the HIV epidemic, occurs as a consequence of HIV infection and obstructs national AIDS responses. As requested in the UNAIDS Agenda for Accelerated Country Action for Women, Girls and HIV, UNDP has supported UN Joint Teams on HIV/AIDS in the 8 UN Deliver as One countries to engage in "Know your rights" campaigns for women and girls in the context of HIV

43. A major initiative with focused and targeted programming is a \$1.57 million inter-agency project: *Universal Access for Women and Girls Now!*<sup>17</sup> Through careful research and data collection on the actual service needs of women and girls at risk of contracting, and living with, HIV, this programme is developing effective means to accelerate universal access to meaningful HIV prevention, treatment, care and support services in ten countries. Several projects, many of them in Africa, have demonstrated good effect in working to change national policy, strengthen partnerships and empower women and girls. The HIV focal point at UNDP in Namibia wrote that *UA Now!* offered "a grand opportunity to stakeholders and rural communities to engage in meaningful discussions around human rights for women and girls, cultural and social factors that limit universal access."

44. Nevertheless, action at the country level tends to be fragmented, and there is a tendency to attempt one-dimensional solutions to a multidimensional problem that has ramifications for all UNDP Focus Areas. There is ongoing need for expanded work with partners to develop coherent multi-pronged approaches, based on the strategic understandings that have been developed regionally and globally.

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<sup>17</sup> UNDP is implementing this project in partnership with the Inter-agency Working Group on Women, Girls, Gender Equality and HIV; the UNAIDS Secretariat and UNCT Task Forces on HIV and AIDS in programme countries.

45. A consistent challenge has been working through Gender Focal Points in Country Offices, which may not have any expertise in HIV, and among whom there is a high turnover, leading to fluctuations in CO capacity over time. Similarly, the HIV Focal Points may not have gender expertise. The extent and depth of support in Country Offices depends largely on individual commitment and capacity to advance the issue. Processes to address the gender equality dimensions of HIV have not yet been institutionalized throughout UNDP, which constitutes a serious impediment to the full impact that its participation in UNAIDS has the potential to generate.

46. UNDP's role in the UNAIDS partnership has contributed to enhanced evidence-based understanding of regional and country specificities in the factors driving the spread of HIV, and has been able to identify increasingly appropriate priorities for targeted response, including for both same-sex and heterosexual populations. In this context the focus on governance and economic factors affecting women and girls in both crisis and non-crisis situations, and their links with HIV, has been a unique and powerful contribution within the UN system, which must continue.

### **2.1.3. DEMOCRATIC GOVERNANCE**

47. With annual expenditure of about one-third of UNDP's total budget, Democratic Governance is its largest Focus Area, disbursing almost \$1.5 billion. Of this about one-fifth (almost \$489 million) makes significant or greater contribution to gender equality programming.<sup>18</sup> UNDP makes these contributions in three broad areas: fostering inclusive participation; strengthening responsive institutions; and promoting international principles such as human rights, anti-corruption and gender equality.

48. UNDP has developed a particular strength in the promotion of women's political participation in diverse contexts, including support to electoral assistance, parliamentary support and strengthening constitutional reforms. In this the organization is making a particularly important contribution to long-term and meaningful social transformation. However, progress in increasing the numbers of women in government positions, in strengthening the capacity of local governance and public administration to respond effectively to women's needs, and in the alignment of legal frameworks with international norms, is more uneven.

49. For example, since 1999 *The Global Programme for Parliamentary Strengthening* (GPPS) has been supporting parliaments and parliamentarians throughout the world. This has included support for gender parity legislation and other governance reforms to strengthen women's participation; support to women's parliamentary caucuses; capacity building of women parliamentarians to enhance their legislative work and oversight functions; support for parliamentary committees to strengthen gender mainstreaming in the work of parliament such as through gender budgeting.

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<sup>18</sup> Gender Marker Analysis March 2010



### **Box 2: IKNOW Politics**

The *International Knowledge Network of Women in Politics* ([www.iknowpolitics.org](http://www.iknowpolitics.org)) is an international knowledge portal designed to serve the needs of elected officials, candidates, political party leaders, researchers, and other practitioners interested in advancing women in politics. A joint project of UNDP, UNIFEM, IPU and IDEA, it links women across continents and languages, providing online expertise from over 71 renowned political experts who answer questions facing women political leaders around the world.

There are currently over 8,300 members of the IKNOW portal sharing information on their experiences. In Kyrgyzstan, one iKNOW Politics member who was part of a group of 50 women preparing to run in the parliamentary elections noted that iKNOW Politics has been a valuable source of support and information. “In the e-discussions, I got important feedback on fundraising strategies and financing of campaigns. This information will be used!” Another iKNOW Politics member in Kenya noted that thanks to IKNOW Politics, she was able to overcome her loss in recent elections and stay in politics.

50. A further contribution to women’s empowerment is the *Global Programme on Electoral Cycle Support* (GPECS), which is the first multilateral electoral support initiative to fully mainstream gender throughout. GPECS is training a cadre of experts in gender and elections who will participate in UN electoral needs assessment missions and ensure that the barriers to women’s participation are taken into account in the design and implementation of electoral support programmes. Through GPECS, UNDP recently piloted this comprehensive approach in Niger with the inclusion of a gender expert in the needs assessment mission. In addition, the programme is undertaking research to examine the role of the international community in advancing gender mainstreaming in electoral assistance programming, including support provided to women voters and candidates and support to electoral management bodies. GPECS also aims to provide programming guidance on how political parties can advance women’s involvement in political life.

51. The strength of UNDP programmes in this area is their mainstreaming of gender in the capacity development support for governance institutions. In addition, UNDP is providing full governance cycle support for women’s political empowerment—prior to, during and following the event of an election. In El Salvador, for example, this involved supporting the development of a cross-party women’s caucus after elections,

52. The GES commits UNDP to strengthening avenues to women’s political participation at local levels, as that is the arena in which women most frequently engage with governance. The Review found examples of interesting and potentially effective work, such as the 2010 Status Report on Women’s Representation in Local Government in Asia-Pacific. In general, however, the Review found that UNDP is failing to develop sufficiently strong and coherent programming at this level. Its programming at the local governance level is neither commensurate with women’s needs nor with the potential to achieve transformative change in both governance and gender equality.

53. This finding concurs with the 2009 UNDP Local Governance Evaluation which indicated that: “*more is needed both in terms of analysis and guidance, including on women’s political and managerial leadership at local level.*” It noted that “*samples of documented, successful interventions are not easy to find; [that] a comprehensive assessment of the effectiveness of policies, tools and distinct initiatives is not available; and ... a lack of data on the presence of women in government hierarchies.*”

54. The Review did, however, find examples of positive action in the countries visited. In Serbia, UNDP established a Gender Focal Point or Gender Equality Council in many municipalities. In El Salvador, a local observer programme for citizenship security uses four indicators per municipality to measure change in this area, including two mandatory indicators related to homicide and interfamilial violence. The information gathered in this process will inform future policymaking. In Nepal, the Local Governance and Community Development Programme includes a component to enhance gender mainstreaming and social inclusion in local governance. However, such positive initiatives, from which UNDP could glean lessons, are scattered, isolated and insufficiently framed by a guiding strategic vision.

55. A recent stocktaking by the UNDP Democratic Governance Group (DGG)<sup>19</sup> made a similar finding with regard to public administration: despite the impressive number of UNDP projects in public administration, and efforts to address gender equality in these projects, there is an absence of comprehensive global tracking of women’s participation in policy and decision-making in public administration at the national and sub-national levels. There is also limited empirical evidence and scrutiny of results. These factors, according to the stocktaking, are hindering UNDP from adapting, scaling up and sharing lessons learned and advocating in an informed manner for specific policy dialogue and action.<sup>20</sup>

56. To address this gap, UNDP recently embarked upon a cross-practice initiative to review the lessons learned in promoting gender equality and women’s empowerment in public administration at national and sub-national levels.<sup>21</sup>

57. Concrete efforts to address gender equality and women’s empowerment in UNDP’s accountability and anti-corruption work include the development of a primer, “Corruption, Accountability and Gender: Understanding the Connections,” which strongly recommended the collection and use of data disaggregated by gender to inform national policies. For instance, in Africa, Senegal, Nigeria and Liberia have all been trained on the contents of the guide, and have integrated a corruption component into their national monitoring systems, including gender-specific indicators and gender-disaggregated statistics.

58. While UNDP has no role in setting global norms and standards relevant to women’s rights and gender equality, of which the most important is CEDAW, it plays a very important role in supporting national governments to make the links between sustainable development, women’s rights and gender equality. UNDP has made valuable contributions to building the capacity of states to ratify report on and implement CEDAW and other relevant treaties. Assisting governments to align national laws and regulations with global norms is a critical step in the

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<sup>19</sup> Available at <http://www.undp.org/governance>

<sup>20</sup> Report to the GSIC. Democratic Governance Group. 2010

<sup>21</sup> Ibid

development of legal frameworks capable of promoting and protecting women's rights and gender equality. In 2009, 33 country offices reported outcomes related to strengthening women's legal rights, with particular focus on bringing informal law closer to international norms and standards.

59. One example is the *Institutional Support to the Ministry of Legal Affairs and Constitutional Development* programme in Southern Sudan. Here UNDP aims to provide technical assistance, capacity building, customary law strategy development and harmonization, dissemination of legal resources and laws and strengthened infrastructure to the Ministry. The intention is to build strong foundations for the new country based on justice, equality (including gender equality) and respect for human rights, including women's rights, and the rule of law. It will train lawyers, advocates, counselors and traditional authorities. Given the centrality of customary law in women's lives, this support is likely to be transformative.

60. The Review found multiple approaches in the country case studies that demonstrate innovative ways gender equality could be integrated into this area of democratic governance work. Collectively, these form a body of experience upon which UNDP can draw to support future programme design. In Serbia, UNDP has supported the development and adaptation of an anti-discrimination law and is currently reviewing Serbia's Gender Equality law with national partners. In Nepal, UNDP is combining a more formal legal reform and education process that focuses on both duty holders and rights bearers by working to align the Civil Code, Civil Procedure Code, Criminal Code and Criminal Procedure Code with the fundamental principles of international human rights conventions in which gender equality and social inclusion are key norms, and through a legal rights education component for key stakeholders.

61. At the regional level, UNDP also provides a range of supports for national partners for CEDAW-related work. For example, the UNDP Pacific Center (in partnership with UNIFEM) has developed 113 concrete indicators to assess CEDAW legislative compliance, and undertaken national compliance reviews using these indicators for ten Pacific Island countries. This review led to additional UNDP support for comprehensive civil family law reform in the Cook Islands. This is a model of good practice that could be replicated in other areas to strengthen CEDAW legislative compliance.<sup>22</sup>

62. There are a range of global human rights knowledge products which integrate gender equality and women's empowerment. These include "Marginalized Minorities in Development Programming: A UNDP Resource Guide and Toolkit" and the UNDP-OHCHR Toolkit for Collaboration with National Human Rights Institutions", both supported by the Global Human Rights Strengthening Programme. The annual reporting on its human rights and anti-corruption work, however, is weak in addressing gender equality and women's empowerment.

#### **2.1.4. GENDER-BASED VIOLENCE (GBV)**

63. UNDP's mandate for upstream policy dialogue and capacity development places it in a strong position to have a radical impact on the prevention of and response to gender-based violence (GBV) through national legal frameworks, policy development and service provision. Accordingly, the GES describes the links between GBV and the UNDP Focus Areas. It provides

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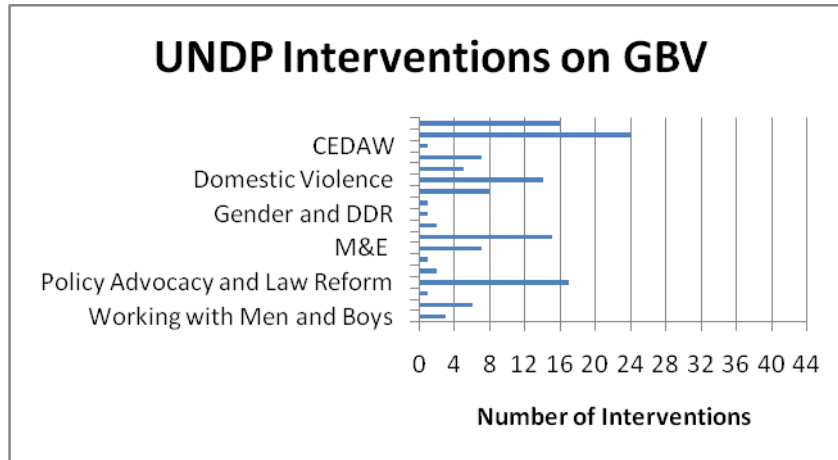
<sup>22</sup> <http://www.undppc.org.fj/pages.cfm/publications/democratic-governance-reports/>

further rationale for programme action by setting out the pervasive nature of GBV, its negative impact on economic development and achievement of the MDGs and the vital importance of addressing it as a matter of human rights.

64. In the post-crisis arena, UNDP’s *Eight Point Agenda for the Achievement of Gender Equality in Crisis Prevention and Recovery* (8PA), launched in 2007, also prioritizes working to end personal and institutional GBV. Like the GES, it responds by addressing women’s empowerment by strengthening women’s access to justice and services, expanding women’s citizenship and inclusion of women in leadership and peace processes. UNDP has been appointed as co-leader implementing Paragraph Eight of UN Security Council Resolution 1888, Women, Peace and Security (2009), which strengthens UN efforts to combat GBV in armed conflict. UNDP’s specific contribution is to support an end to impunity by strengthening national capacities to uphold the rule of law. In 2009 UNDP convened a global meeting to consult on the specific role that it could play within the inter-agency community in the collective efforts to prevent and respond to GBV. UNDP also undertook a scoping exercise to document the range of interventions being implemented by country offices, gauge the level of investments and identify policy gaps.<sup>23</sup>

65. The analysis of this exercise indicated that nearly a third of UNDP programmes include ongoing initiatives on GBV in a range of areas, as summarized in Graph 1.<sup>24</sup>

**Graph 1: UNDP Interventions Addressing GBV**



66. Further emphasis on supporting the prevention of both sexual and gender-based violence in contexts of “peace” as well as conflict and post-conflict is needed. A groundbreaking multi-country initiative in the Asia-Pacific region is the *Partners in Prevention Programme* in which UNDP has joined with UNFPA, UNW and others to develop highly creative ways to work with men and boys in preventing GBV. This is an innovative good practice for understanding how cultural values (in this case the acceptability of male violence) impact upon development, and in

<sup>23</sup> *Analysis of Scoping Exercise: UNDP interventions on GBV*. UNDP Gender Team. December 2008. Unpublished.

<sup>24</sup> *Ibid.*, p. 5

the involvement of men and boys as advocates for gender equality. Alliance building and networking with male youth, politicians and community and religious leaders has proved effective in developing role models who champion the cause of GBV, raise awareness of its root causes and help to prevent other forms of violence. Good examples of UNDP's support to the role of men and boys are to be found in several countries, including North Sudan, Venezuela and the CIS.

67. GBV is closely correlated with the spread of HIV, and many Country Offices have placed GBV considerations at the heart of their HIV programming. In November 2010 the HIV Practice convened a global meeting to advance the integration of GBV into national HIV plans. These are very encouraging indications of the necessary holistic approach to these two closely related issues, which could and should be expanded.

68. In the CPR context, UNDP has been particularly active on GBV, due largely to the egregious nature of the crime in crisis situations. The Bureau has been supported in this by the development of a sector-specific guideline. For example, under the aegis of the global programme *Strengthening the Rule of Law in Conflict and Post-Conflict Settings*, the Serbia Country Office is working on a GBV project that stands out for the integrated approach it has taken, providing a range of strategic interventions such as improvement of legislative and strategic frameworks, capacity development of institutions that provide services to victims of GBV and public awareness and advocacy campaigns.

69. Some important work has been done on legal aid mechanisms to support survivors of GBV, such as in Sierra Leone, Nepal and the Democratic Republic of Congo. Integrated services (one-stop shops) and referral mechanisms are proving to be effective, such as in Somalia, where the Sexual Assault Referral Center provides medical, psychosocial and legal services to survivors of sexual violence.

70. However, in general, much greater effort is needed to address GBV in the context of Justice Sector and Security Sector Reforms. It is well known that gender-based violence thrives on impunity both in times of war and in times of peace, but advocacy and programming to address GBV in the justice and security sectors are yet to be addressed as a core strategy by UNDP. UNDP can utilize SCR 1325 and related Security Council Resolutions as tools to enhance SRR in arenas pertaining to enforcement of rule of law and ending impunity on GBV crimes committed by parties in armed conflict.

71. The Review also found that regional approaches to GBV are tailored to reflect regional priorities. In the Latin America and Caribbean region, the Panama Sub-regional Center is guiding Country Offices to bring the gender perspective in the citizen security agenda and activities in the region. UNDP Asia-Pacific Regional Center's HIV, health and development practice supports integrated, rights-based, multi-sectoral responses that promote gender equality, sustainable livelihood and community participation, including the transborder context of HIV arising from unsafe mobility and human trafficking.

72. Similarly, integrating GBV in poverty reduction strategies through economic costing and gender budgeting is a key strategy in an area where UNDP has a marked comparative advantage.

UNDP can play a much more robust role in leveraging greater attention to ending GBV by making explicit the linkages between poverty and GBV.

73. A major challenge in working to address GBV is in understanding its extent and incidence, and in the establishment of monitoring systems. In this, UNDP has a comparative advantage through its commitment to the collection, use and analysis of gender data. Key partners in this endeavor are WHO and UNFPA, who have been active in developing culturally relevant statistical methodologies. It is a particularly challenging area of statistics, in which several Country Offices, including Bosnia and Herzegovina, Brazil, Macedonia FYR, Mexico, Nepal and Vietnam have already been involved, and presents a significant opportunity for more robust action by UNDP.

74. At the global level UNDP has contributed to strengthened awareness of the issue, and relevant action, through its consistent collaboration with the Secretary General's Campaign to End VAW (UNiTe) and the UN Trust Fund on VAW and Inter-agency Task Force on VAW, both administered by UNW. It has also been designated lead agency for the implementation of SCR 1888, on Women, Peace and Security, which focuses on GBV. These are all positive interventions that should continue.

75. Nevertheless, action in this area, which falls squarely within UNDP's governance mandate, has not yet been securely established in UNDP, despite several successful, effective and innovative interventions.

76. It is important that UNDP maintains as far as possible a focus on multi-sectoral and multi-agency response to address the complex issues of GBV, and includes the issue far more robustly in its work to support national economic macro analysis and planning through economic costing, national budgets and policy advocacy for women's economic rights. It is also urgent that UNDP deepen considerably the work on justice sector reforms for establishing gender jurisprudence and support innovative security sector reforms to improve citizen's security.

77. Another important cross-thematic area in which work could be expanded is the prevention of GBV. In particular, the work with men and boys as partners to eliminate GBV could be scaled up

78. Finally it is important for UNDP to develop an overall strategic response to the challenges of this issue, and a Guidance Note on GBV programming, which is currently under development, should be advanced as a matter of urgency, taking account of the above issues. This global guidance will be an important tool to ensure that UNDP's support for GBV interventions is more systematic, coherent and strategic across the range of mandate areas.

### **2.1.5. CRISIS PREVENTION AND RECOVERY**

79. The Crisis Prevention and Recovery (CPR) Practice is UNDP's third largest Focus Area, making disbursements in 2009 of about \$610.25 million, or about 15% of its total disbursements. Of this just under one-third, (\$175 million) are disbursed in projects that make significant or better contributions to gender equality, in three broad areas: enhancing conflict and disaster risk

management capabilities, strengthening post-crisis governance functions and restoring the foundations for development at the local level.<sup>25</sup>

80. These priorities are also articulated in the *Eight Point Agenda for the Achievement of Gender Equality in Crisis Prevention and Recovery* (8PA), which was launched in 2007. At the same time UNDP ring-fenced 15% of its headquarters CPR budget for disbursement on gender-related issues, and this planned linking of policy and strategy with the resources needed is being promoted by the Secretary General as an example of good practice, and its emulation is recommended in other parts of the UN system.<sup>26</sup> However, ROAR reports indicate that there is still some confusion among staff on how to interpret the ring-fencing commitment, with some offices reporting on it only for expenditures associated with women's empowerment projects and others for more integrated programming. UNDP is currently engaged in an internal, broader discussion of how to assess investments in gender equality with a view to defining the application of the gender marker.

81. It is also positive that the Bureau sought to respond dynamically to the known constraints in gender expertise in crisis situations by earmarking funds for ten senior advisors, of which nine have been fielded. This modality was working well in the two crisis countries (Liberia and Nepal) visited in the course of this Review. However, the overall implementation of this initiative is reported to have been uneven, and is under review. It is also unfortunate that more than a year after the earthquake, no Gender Adviser has been appointed for Haiti.

82. UNDP works on the implementation of the UNSCR 1325 and related Security Council resolutions (1820, 1888 and most recently 1960). UNDP contributed significantly to the Secretary General's 2010 report on *Women's Participation in Peace-Building*, which clearly articulates the ways in which women's contributions are fundamental to lasting peace.<sup>27</sup> UNDP is also active in the Inter-Agency Task Force on Women, Peace and Security, and during the reporting period acted as chair of the inter-agency *UN Action Against Gender Violence in Conflict*. A further UNDP contribution to global knowledge on gender and post-conflict processes is *The Price of Peace: Financing for Gender Equality in Post-Conflict Recovery and Reconstruction* (2010). This identifies areas of marked funding shortfall, and argues that all post-conflict recovery efforts must dedicate resources explicitly to the advancement of women and gender equality.

83. Thus at the global level a very conscious effort has been made to address gender equality in both conflict and disaster-related situations in a coherent and integrated manner, supported by some dedicated resources and staff training. At the regional and country levels this understanding is beginning to have its effect.

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<sup>25</sup> Analysis of the Gender Marker, March 2010

<sup>26</sup> *Women's Participation in Peace-building*. Report of the Secretary General (A/65/354 - S/2010/466) September 2010

<sup>27</sup> Ibid

### **Box 3: SCR 1325 Action Plan**

In Liberia, a multi-pronged approach has also been taken in developing and implementing its Action Plan on UN Security Council resolution 1325. This is enabling the UN family collectively to address various aspects of the interlinked problems that women (as well as men) face. Projects that contribute to this implementation include a range of capacity development initiatives such as, *inter alia*, raising awareness among government policymakers and other relevant stakeholders about women, peace and security issues, the formation and promotion of peace/security clubs<sup>28</sup>, and a programme to increase the number of women in the police force.

84. There have been clear gender-related electoral and governance synergies in UNDP's post-conflict interventions in Burundi, Liberia and Nepal, for example, taking advantage of post-crisis opportunities to introduce much-needed changes for women's more equal participation in public life.

85. In Burundi, a multi-pronged approach to women's involvement in electoral and post-electoral processes resulted in 58% of registrants, and 51% of actual voters, being women. Moreover, with UNDP support women participated actively throughout the process as members of electoral bodies and as staff at registration and polling stations. In addition, the percentage of female councilors rose from 22% to 34% over the previous election in 2005. This support was extended into the post-electoral period by providing technical support to women councilors in the participatory development of a national gender equality strategy.

86. In Liberia, the Review observed an example of multi-pronged, cross-sectoral support to strengthen post-crisis governance functions that has brought important benefits in increased gender equality. With explicit support from the President, a joint programme on *Gender Equality and Women's Empowerment* has supported gender-responsive changes in the constitution, legal provisions and parliamentary processes, all in close consultation with women's groups. A Ministry of Gender and Development has been established, and the implementation of projects carefully coordinated, guided by an overall gender equality strategy. These outcomes have deepened the process of transforming state structures, made the issue of GBV highly visible politically, and strengthened civil society organizations. As a result of these broad-based results, further resources have become available, creating an ongoing virtuous cycle of improvement.

87. In Timor-Leste, UNDP's Conflict Prevention initiatives, with national and international development partners, have supported the Government of Timor-Leste in establishing a cadre of mediators (under the newly created Department of Peace-Building), 50% of who are women. These mediators will be deployed to assist with local land conflicts in communities targeted for resettlement of IDPs.

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<sup>28</sup> Budlender, D. *The Price of Peace: Financing for Gender Equality in Post-Conflict Reconstruction*. UNDP 2010.



88. A further example of post-conflict support to women's full participation in governance was identified in Nepal. Here the focus was on building the communication and negotiation skills of newly elected women assembly members. This contributed to the formation of the first Women's Caucus, and UNDP supported women's engagement in intensive discussions on the integration of gender issues in Nepal's new constitution. More than 41,000 women participated in the process and voiced their perspectives. The active inclusion of women in radio debates was also an important means of amplifying the voices and views of women.

89. However, other than these and similar examples of electoral cycle support, and also attention to the prevention and response to GBV, which is discussed separately above, there are serious omissions in UNDP's work for gender equality in post-conflict settings. This is especially true in the areas of Demobilization, Disarmament and Reintegration (DDR), and overall Security Sector Reform (SSR), notwithstanding some good examples such as UNDP's support to the Liberia National Police Force to establish 58 Women and Child Protection Units, and training developed by UNDP and partners in 2010 on DRR and gender. There is need for the articulation of clear gender equality strategies to guide action in each of these areas, drawing on the large body of knowledge and lessons learned that has been developed over the past decade. On the other hand, one important contribution to knowledge on DDR is been the forthcoming publication *Gender Dimensions of Violence in Crisis Situations: With a Focus on Gender Identities/Masculinities*. This reinforces UNDP's leadership in understanding and addressing the roles of men in violent situations (see also discussion of GBV above).

90. Similarly, in the area of disaster mitigation, preparedness and response, there have been efforts to ensure contribution to gender-equal outcomes. In Nepal, for example, this involved the engagement of women and their organizations in early warning procedures and needs assessments, reinforced by developing the capacity of selected women's institutions to participate fully in these processes. A gender-specific needs assessment was conducted in two pilot cities in Iran and subsequent training of women on reducing their vulnerability to disasters enabled them to engage in all community-based disaster risk reduction activities. In Iraq, UNDP and UN Women initiated an assessment to identify how resources of an inter-agency/government and private sector development initiative can better support Iraqi women to play a central role in economic recovery.

91. In post-earthquake Haiti in 2010, more than 190,000 people gained access to emergency jobs (approximately 40% women/60% men) and approximately eight million work days were created through UNDP Cash-for-Work/rapid employment generation projects, including through a UNDP/WFP joint initiative Cash-for-Work/Food-for-Work programme. UNDP supported these initiatives from their inception through a mix of financial and technical support.

92. The project *Gender, Adaptation to Climate Change and Disaster Risk Reduction in Pacific Island Countries* supported systematic consultation and collaboration among organizations working in the intersecting areas of natural resource management, climate change and community development. They exchanged experiences and discussed the means of better integrating gender in disaster risk management and adaptation programmes. Based upon these consultations a practical guideline/discussion document was prepared, outlining successful

strategies and exploring ways in which expert practitioners in the region could collaborate further to advance gender equality.<sup>29</sup>

93. In another positive example, this time building on a long-established partnership with two global grassroots organizations, the Huairou Commission and GROOTS International, UNDP supported the scaling up of disaster mitigation efforts initiated by women's groups, and thoroughly tested by them in the course of their own lives. UNDP supported the establishment of *The Community Disaster Resilience Fund*, specifically designed to channel resources to such groups, so that locally identified priorities can be supported. This fund works to up-scale innovations that women are already making to protect their own resources (for example through reforestation and land rehabilitation) and also works to empower women to intervene in governance structures to further protect the gains made.<sup>30</sup>

94. Nevertheless, the overall picture in disaster preparedness is one of shortfall. In 2010, UNDP conducted an *Evaluation of UNDP's Contribution to Disaster Prevention and Recovery*. This found that gender equality is one of the areas in which UNDP has earned credibility and the trust of governments and civil society partners. However, the evaluation also found serious weaknesses and concluded that more work needs to be done in this area. In its management response to the *Evaluation*, UNDP committed to rectifying this shortcoming. In so doing it would be worthwhile to consider following the example of other units by developing a strategic framework to guide its gender mainstreaming in disaster mitigation activities.

95. A similar point can be made about peace-building efforts, including Truth and Reconciliation Commissions. Since 1989, women have comprised only 8% of negotiating delegations in UN-mediated peace processes.<sup>31</sup> UNDP is well placed to insist on the participation of women in these processes, and in ensuring that they address women's specific concerns. Security Council resolutions emphasize in particular the need for women's participation in peace building and the need to address GBV in particular. Here the critical need is for adequate funding, tailored to the needs identified.<sup>32</sup>

96. UNDP's contributions to post-crisis recovery are in the areas of overall macroeconomic planning and in the direct economic empowerment of women, as discussed above under the Poverty Reduction and MDG Achievement Focus Area. The Review found that in post-crisis situations there are real opportunities for women to make significant gains. Investment by UNDP in the capacity of women to participate fully represents an important way forward. However, it is clear that much of UNDP's programming in this aspect of post-crisis recovery does not recognize women as key and distinct economic actors who can make major contributions to recovery and need specific and distinct forms of support.

97. A particularly important way to enhance post-crisis recovery, and especially to ensure that interventions take root to the maximum extent, is to ensure the fielding of senior gender experts in post-crisis assessment missions. Gender expertise must be recognized as an irreducible component of assessment, surge capacity and quick response processes, so that fully inclusive

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<sup>29</sup> *Pasifika Focus*: Quarterly Publication of the UNDP Pacific Center. April 2008

<sup>30</sup> *Implementing the Gender Equality Strategy*: Background Paper for UNDP's Oral Report to the Executive Board 2011. p.11

<sup>31</sup> *Women's Participation in Peace Negotiations: Connections between presence and influence*. UNIFEM, 2010.

<sup>32</sup> Budlender, D. *The Price of Peace: financing for gender equality in post-conflict reconstruction*. . UNDP 2010. p.6.

needs analysis is undertaken from the outset and reflected in the earliest planning instruments. This needs to be done at the outset, as it becomes very difficult to insert gender issues at a later point. UNDP has an absolute responsibility to ensure gender expertise in the assessment missions that it fields. However, a recent review of post-conflict needs assessments found that only five percent of activities and three percent of budget lines mentioned women's needs.<sup>33</sup> Furthermore, the active involvement of affected women in all consultations and policy planning and budgeting processes, including in the earliest phases and at decision-making levels, must also be regarded as a minimum requirement, and attention to this in post-crisis programme preparation appears to be intermittent.

98. However, perhaps the most important factor in restoring the foundations of development is that there should be a strong gender driver within government, and a mechanism (committee, task-force, review process) to ensure that gender is fully mainstreamed into key departments such as planning and finance, before crisis hits. Thus a key contribution that UNDP makes to post-crisis recovery is systematic capacity development of government departments, as occurred for example in the Liberia case cited above.

99. The key strategic question for UNDP in this connection is its comparative advantage in relation to major partners with expertise in macro-planning and related budgeting. A specific responsibility of UNDP is to support national partners to "build back better" by ensuring a robust human development perspective which fully incorporates a human-rights-based approach to development in all recovery mechanisms. Within such a framework, women's rights and gender equality play a central role. However, less than 8% of proposed recovery budgets identified spending priorities that address women's needs, and just 6% of multi-donor trust fund expenditures in post-conflict countries financed gender equality or women's empowerment projects.<sup>34</sup>

100. UNDP's responsibility for human development gives it a comparative advantage in advancing gender equality in CPR activities. Although the policy and frameworks are in place, there is a significant question as to how far they are being used to leverage optimum results for women, and hence for the recovering communities, especially in the areas of DDR, SSR, Peace-building and DRR.

#### **2.1.6. ENVIRONMENT AND ENERGY**

101. In this Focus Area UNDP works on four thematic priorities: mainstreaming environment, energy and climate change; catalyzing environmental finance; promoting climate change adaptation; and expanding access to environmental and energy services for the poor.<sup>35</sup>

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<sup>33</sup> Ibid p.35.

<sup>34</sup> *The 2010 Open Days on Women, Peace and Security*. UNIFEM, 2010.

<sup>35</sup> UNDP also recognizes that Disaster Risk Reduction, which is addressed principally by the Bureau for Crisis Prevention and Recovery (BCPR), has many elements in common with climate change issues, managed by the Environment and Energy Group (EEG) In some countries environmental programming addresses Disaster Risk Reduction (DRR) issues. For the purposes of this report, however, the main discussion on DRR can be found in the CPR section.

102. UNDP disburses 12% of total programme resources (about \$505 million) to environment, energy and sustainable development. Of this, over 11% (\$57.25 million) makes a significant or principal contribution to Gender Equality Results.<sup>36</sup>

103. UNDP has played a significant role in bringing gender equality issues into the global environmental policy dialogue. This is reflected in the recent incorporation of gender issues into the operations and policy guidelines of climate financing mechanisms, such as the Adaptation Fund, which is an important corporate achievement. However, despite some modest steps forward, performance in other areas has been patchy, and remains especially problematic with regard to the Global Environment Facility (GEF), for which UNDP is the largest implementing agency. The most effective actions have involved partnerships with civil society at all levels. Some community-based projects, many supported by the GEF Small Grants Programme, and in the grassroots water and energy area, have had good results. The challenge for UNDP is to engage with governments to scale these up in the future.

104. The collaboration between the Gender Team and the Environment and Energy Group (EEG) has been guided over the Review period by a joint work plan, which in turn was stimulated by a joint planning meeting at the beginning of the cycle. This is a good practice that should be emulated by other groups. There are indications that this planning and dialogue is generating a gradual shift in thinking, with the EEG increasingly playing a leading role in some gender-related initiatives. The extent and sustainability of this promising evolution will need to be assessed thoroughly in the forthcoming end-cycle evaluation, in particular the extent to which the momentum generated regarding gender and climate change is taken up and driven at global, regional and country levels, and extended into other areas of the EEG's work.

105. At the country level, the integration of gender equality is a particular challenge. The Review found that in three of the five case study countries and one of the two Regional Centers visited, programme staff have not been able to integrate gender equality considerations into programming on topics such as international water agreements, energy financing, cleaner transport and biodiversity.<sup>37</sup>

106. A significant environment and gender achievement has been UNDP's lead role in integrating gender equality principles into climate change negotiations under the *UN Framework Convention on Climate Change* (UNFCCC) and in climate change finance mechanisms, rectifying the former complete absence of gender concerns in this area. This critical contribution was achieved through an innovative partnership with civil society organizations.<sup>38</sup> UNDP played a central role in bringing this group together and through it, has provided capacity development to governments and civil society in all regions, supported women to have their voices heard in climate change policy debates and raised awareness on the various gendered aspects of climate change.

107. One of the outstanding results is the entrenchment of gender principles for the first time within climate policy, particularly the *Cancun Agreement* emerging out of the UNFCCC COP-

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<sup>36</sup> *Analysis of the Gender Marker*. March 2010. Excluding GEF resources

<sup>37</sup> Refer to programme staff interviews in Serbia and El Salvador case studies.

<sup>38</sup> The Global Gender and Climate Alliance.

16,<sup>39</sup> which has the potential to redirect significant resource flows toward women. UNDP has further identified entry points for gender equality programming within such climate change finance mechanisms as *Climate Investment Funds* and the *Adaptation Fund*. Board members are increasingly raising gender equality in the context of policy discussions, and these issues have been incorporated into procedures and results frameworks. This work could be expanded to include additional mechanisms such as the new *Green Climate Fund*.

108. To help incorporate these issues at the field level, UNDP is also providing climate-related gender mainstreaming support through the *Africa Adaptation Programme*, in which regional and country level gender experts are strengthening national gender and climate capacities in 20 participating countries, seven of which have highlighted gender equality as a national adaptation priority.<sup>40</sup> This programme has demonstrated that there is a demand for climate change programming that is gender-responsive, and is an example of the kind of strategy that could leverage the gains made at the policy level into systematic improvement in all climate-related programming.<sup>41</sup>

109. To further assist Country Office implementation, two new UNDP thematic guidebooks have been prepared. *Gender and Climate Change*, developed by the Gender Team in partnership with the Mexico Country Office, provides advice to practitioners on how to take a gender-sensitive approach to planning and implementing adaptation projects and programmes, while *Gender and Community-Based Adaptation* addresses similar concerns, with specific reference to interventions at the level of the community, village or other local entity. In this the Gender Team collaborated with the Environment and Energy Group and the UNDP-GEF team.

110. Another strategic model with potential is the *Women's Green Business Initiative*, which promotes women's employment and entrepreneurship opportunities in environmentally friendly industries. This initiative will provide support for women to engage in the design, production and delivery of green technologies, products and services, and has potential to influence policy dialogue on approaches that are both technically relevant and address gender equality in an emerging field related to climate change mitigation and adaptation.

111. An example of a programme partnership with significant opportunities to achieve positive gender equality outputs at the field level is the UNEP-UNDP *Poverty Environment Initiative* (PEI), implemented in 22 countries. This addresses a nexus that is not only an important priority for UNDP, but also one in which gender relations are particularly significant. The Initiative tries to ensure that environmental mainstreaming tools and methodologies are gender sensitive.<sup>42</sup>

112. At the community level a major success story addresses the same nexus of poverty, environment (energy) and gender. In Mali, the *Multi-Functional Platforms Initiative* provides small platform-mounted diesel engines to villages. The engines can be hooked up to equipment to give a variety of services, including grinding, milling, husking, pumping water, charging batteries, running lights and powering tools such as sewing machines, welders and saws. By

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<sup>39</sup> The UN Framework Convention on Climate Change, 16<sup>th</sup> Conference of the Parties, Cancun Mexico. Nov–Dec 2010

<sup>40</sup> *Annual Report to the GSIC* Environment, Energy and Sustainable Development Group 2010. Interview with Global Practice staff Jan 2010

<sup>41</sup> *Implementing the Gender Equality Strategy in 2010*: background paper for the annual oral report to the executive board January 2011. p. 12

<sup>42</sup> *Annual Report to the GSIC*. Environment, Energy and Sustainable Development Group 2009

providing a cheap and simple source of energy for rural homes and enterprises, the platforms have improved the quality of people's lives and created new income-generating opportunities for both men and women. They have also reduced the time devoted (mainly by women) for care-related activities.

113. On a much larger scale, and at this point more in the area of potential than result for gender equality, UNDP is also working with UNEP and FAO through the UN collaborative programme *Reducing Emissions from Deforestation and Forest Degradation in Developing Countries* (UN-REDD Programme), to ensure that gender equality is reflected in its overall strategy. REDD+ is foreseen to be a growing area for UNDP and also involves the World Bank and major bilateral donors. Over US\$ 4.5 billion has been pledged to date for REDD readiness and it is estimated that US\$ 20 billion could flow annually to developing countries. An initial study by the UN-REDD Programme, *The Business Case for Gender in REDD+ (working title)*, and associated guidance note will be released in August 2011. This first step will be complemented by a framework for gender in the UN-REDD Programme and REDD+ in general. Considering the size of the programme and the importance and complexity of interaction between activities in and around the forestry sector and gender relations, it will be important for UNDP to monitor this programme closely to ensure that its potential to contribute to gender equality is maximized.

114. The Global Environment Facility (GEF) is one of UNDP's principal environment and development partners. A significant number of staff interviewed found GEF funding procedures to be restrictive from a gender perspective.<sup>43</sup> In June 2011, the GEF Council approved a policy on gender mainstreaming which supplements existing guidelines on gender. The UNDP-GEF team has monitored and reported on the gender aspects of its portfolio of GEF financed projects since early 2010. In 2010, 288 environment-related country projects with GEF financing reported on the gender relevance of their work as part of the annual project implementation review process. This represents an important step forward, which must be continued and expanded.

115. The GEF *Small Grants Programme* (SGP) has long been reporting good results on gender issues. This fund has established multiple measures to make it inclusive of women, and results have been positive. In 2009 more than 15% of the country-level Small Grants Projects were specifically designed to foster women's empowerment, and 72% proactively sought to contribute to gender equality.<sup>44</sup> These are considerably more than the UNDP total disbursements of 4% and 36% respectively.<sup>45</sup>

116. Staff reported to the Review that they find entry points for gender equality are easier to identify in projects that function at the community level, including with regard to energy and water services. Such projects, while making a definite contribution to increased gender equality in service-related areas, nevertheless comprise a relatively small area of UNDP's energy and environmental activities.

117. As with all the other Practices, significant progress, led largely by the Gender Team, has been made at the policy level, and there are examples of strong results in global, regional and

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<sup>43</sup> 10 interviews with global Practice, Regional and Country Office programme staff (July – August 2010)

<sup>44</sup> *Annual Report to the GSIC*. Environment, Energy and Sustainable Development Group 2009

<sup>45</sup> See Table 1

country programmes. However, overall field performance on gender mainstreaming in energy and environment programming could be strengthened, particularly in light of both the funds available and the centrality of environment and energy issues to both women and men.

118. A critical factor for the remainder of the cycle will be the energy with which this issue is pursued, the consistency of the monitoring mechanisms set up, and the urgent need to strengthen knowledge and understanding of gender mainstreaming among all staff working on energy and environment across all programme areas.

## **2.2. INSTITUTIONAL ARRANGEMENTS**

### **2.2.1. INSTITUTIONAL AND INDIVIDUAL CAPACITY**

119. The UNDP Gender Architecture is the framework around which the organization's work for gender equality is anchored. It operates at global, Regional and Country Office levels, facilitating and supporting the entire organization. The architecture comprises a global hub in BDP (the Core Gender Team), which has grown from five to 23 posts since 2005 (four of which are currently vacant).

120. The global hub is supported by Regional Practice Leaders, also funded by the Global Gender Programme, in the six Regional Centers (Bangkok, Bratislava, Cairo, Dakar, Panama, Pretoria), although Cairo is currently vacant. In some cases, such as Bangkok and Panama, the Practice Leaders are supported by teams of specialists funded by the Regional Bureau, and this is regarded by the Review as best practice.

121. Complementing this structure, Country Offices are required under the GES to establish cross-unit Gender Focal Teams (GFTs), under the leadership of a member of senior management. Just over a third of COs (38%) comply with this requirement, and in all regions there is a need to accelerate the formation of GFTs, so that they exist in all Country Offices before the end of 2011.

122. Slightly less than one-third of Country Offices (30%) have appointed a Gender Adviser. The optimum situation is to have a Gender Adviser supported by a cross-unit Gender Focal Team. In this way insights from the multiple sectors affected by gender inequality can be brought to bear on programming in a fully meaningful way, with potential for greatest result.

123. In addition, at the headquarters level, all Regional Bureaux except Arab States, plus BCPR and OHR have appointed Senior Gender Advisers at the P5 level, and others have appointed Gender Focal Points. However, other units (such as the Evaluation Office, Communication Office, the UN Development Group, Office of Audit and Investigations and the Operations Support Group) have neither a Gender Advisor nor Gender Focal Point.<sup>46</sup> Among the Practices, only the HIV Group has appointed a Senior Gender Adviser, with very positive results. Others have Gender Focal Points.

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<sup>46</sup> UNDP Gender Team. *Baseline Report on Learning and Capacity Development for Gender Equality Strategy 2008-2011*. Aug 2009

124. The work of the Global Gender Team has grown since 2005 in terms of numbers and the responsibilities assigned to it. Its mandate is to support staff throughout the organization to implement the GES in their respective technical areas. The greater part of its work is to provide services to Regional Bureaux and Practice Groups, and to develop corporate policy, monitoring and capacity development mechanisms.<sup>47</sup>

125. The Gender Team does this through two broad streams of activity. It supports programming through policy research, policy advice, advocacy, piloting new approaches, methodologies and tools, the development of partnerships and the development of knowledge management products and mechanisms. It develops UNDP's institutional capacity to support national partners through organizational policy setting, establishment and management of accountability mechanisms, and internal capacity building.

126. The skill mix of the team is also evolving away from generalist knowledge of gender issues to a greater emphasis on gender expertise in the context of specific technical specializations, such as economics, law, governance and human rights. It encourages this approach in the recruitment of personnel across the house.

127. The Regional Practice Advisers have the twin responsibilities of managing regional gender programmes and providing expert technical support to Country Offices in the region. They have identified multiple ways to work with the Country Offices of their respective regions, including periodic missions, convening annual or biannual GFP meetings or, as in the case of the Panama Center, monthly videoconferences.

128. Overall the Review finds this to be a robust, viable and effective structure which should be maintained and strengthened, along the lines discussed below. Consideration could be given to the location of the Gender Team within the overall UNDP structure to ensure that it is best enabled to support the accountability mechanisms as well as Practice Areas and Regional Bureaux. In addition, there is need to consider the adequate and ongoing financing of a robust team.

129. In terms of Country Office capacity, the Review found a direct correlation between strong gender equality programming results and the presence of a full-time Senior Gender Advisor. While financial constraints do not always permit the recruitment of such personnel, a range of alternative options may be considered. The principal option is to outsource expertise when needed, especially for critical and strategic tasks such as the development of a UNDAF, country programme or the planning of large projects and evaluations. The flexible availability of gender expertise as needed is a viable alternative to full-time expertise, where there is also sufficient leadership drive to ensure the needed recruitment.<sup>48</sup>

130. The Pacific Center has achieved strong gender equality results across the range of thematic areas without a dedicated gender specialist. Rather, they have recruited thematic specialists who

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<sup>47</sup> See Table 5: 2010 Global Programming Staffing and Funding Allocations by Practice. Section 2.2.7

<sup>48</sup> There are several options for developing flexible forms of expertise, including: a system in which each project allocates a small percentage of its budget to a gender equality technical assistance fund; hiring shorter-term specialized gender consultants familiar with UNDP's procedures for each Focus Area as needed, retainer arrangements and sub-contracts with research or academic institutions. Larger projects should be expected to hire their own project-specific Gender Advisors as a matter of course.



also have gender expertise. Moreover, the Manager of the Pacific Center was very supportive, and the office worked in the context of an overall gender equality strategy. The Review finds this to be an example of good practice that could be emulated widely.

131. There is need for all Bureaux to work towards establishing the optimum enabling environment for gender mainstreaming in each of their offices. The common elements of an enabling environment for successful gender mainstreaming identified by the Review are:

- Actively and openly supportive and enabling senior management;
- A cross-sectoral Gender Equality Strategy for the office;
- Committed mid-level management to drive the process at the operational level with commitment to gender equality (not necessarily expertise) and very strong coordination, networking and communication competencies;
- Full implementation of the corporate accountability and tracking mechanisms;
- Access to technical gender expertise as and when needed; and
- Relevant financial resources

132. An enabling national environment is also extremely important, in which national counterparts are aware of the salience of gender equality to overall development goals, or are at least open to the possibility of such a connection. Where such an environment is absent, the strategic priority for the Country Office must be to put effort into developing the needed understanding, so that the foundations of long-term improvement in performance are established and developed cumulatively over time.

133. In all areas, staff capacity remains a serious bottleneck, and must be addressed as a matter of urgency. Despite increased awareness of the importance of gender equality to the MDGs and attainment of UNDP goals, as well as of their own responsibility to contribute to gender equality results, most personnel remain uncertain of how to do this. Moreover, it appears that most supervisors do not know how to exercise their responsibility to monitor staff performance in this area. This Review has identified weakness in staff capacity as being a bottleneck to performance in each Focus Area.

134. Most personnel are required to learn the needed skills for gender mainstreaming “on the job”. A clearly defined strategy to strengthen this form of capacity development may be the best way for UNDP to move forward, given the generally poor results obtained from formal gender training in many institutions. This would involve guidance and support to supervisors, and the establishment of clear incentives for staff to learn. UNDP has several excellent knowledge products that support on-the-job learning and have been evaluated highly by staff; these should be systematically updated wherever necessary.

135. Evidence emerging from the Democratic Governance Practice indicates that training technical specialists (in this case electoral experts) to add gender to their portfolio of expertise leads to robust and grounded competency for gender mainstreaming in that area. The Review therefore suggests that UNDP focus on the recruitment and development of personnel with gender expertise in specific areas rather than generalists.

136. Competence in gender mainstreaming is rarely assessed in recruitment processes, and this shortcoming should be rectified urgently. Gender mainstreaming competence (as already defined by the organization) should be included in the Organizational Competency Framework, and used to screen applicants for posts and as guidance in staff development plans.

### **2.2.2. ACCOUNTABILITY: ENSURING RESULTS**

137. UNDP has methodically developed its accountability mechanisms over the reporting period. The Review finds that they are now a coherent whole, and represent a model that could be adapted by other entities. It is necessary to replicate this structure in all regions within UNDP in order to support consistent monitoring for gender-responsive programming results.

138. The key components of the accountability framework are an overarching high-level monitoring mechanism, a programme management tool and a performance management tool. Together with four other instruments not included in this review, these accountability mechanisms now provide 15 explicit gender indicators on which UNDP staff report.<sup>49</sup>

139. Although improvements are still necessary, especially at the level of consistent supervision, it is now possible to monitor aggregate and country-level programme performance, and to hold staff accountable for the integration of gender equality into programming. This is a major achievement of the GES. Each of these mechanisms is reviewed in turn.

#### ***The Gender Steering and Implementation Committee (GSIC)***

140. The flagship entity of the accountability framework is the GSIC, which is the highest decision-making body on gender equality, chaired by the Administrator or Associate Administrator. Its members are Bureau Directors, with the mandate to set policy on gender mainstreaming and gender parity within the organization, hold senior managers accountable for achieving gender equality results and monitor organizational investments in the GES. It is in effect a senior management peer review committee to which each Regional Bureau and the four Practices report annually on their programme and institutional results, and the Office for Human Resources (OHR) reports on the implementation of the Gender Parity Action Plan. The GSIC reports annually to the Management Group and the Executive Board.

141. The Review believes that the GSIC is a powerful process for monitoring gender equality results that, if fully exploited as discussed here, could become an effective accountability mechanism and advance programme results exponentially. Key aspects of its importance can be summarized as follows:

- The leadership of the Administrator and/or Associate Administrator in this process is vital to its success.

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<sup>49</sup> The Global Staff Survey, UNDP Partner Survey, Gender Parity Reports and the Balanced Scorecard.

- The personal participation of Bureau Directors offers a unique forum for discussion at the highest level on the relationship between gender inequality and the development challenges that UNDP faces.
- It includes a results-based mechanism—the Compact system.<sup>50</sup>

142. However, the Compact mechanism appears to have lapsed, having been in place during 2006 and 2007, before the period covered by this review. The Review finds that the role of the chair in defining with members the level of individual performance required, and holding them to it, to be an important aspect of meaningful accountability, and that it would be beneficial to reinstate the Compact mechanism.

143. Furthermore, the role of the Chair in ensuring accountability could be greatly strengthened if the GSIC functioned as an internal audit mechanism, with the Chair producing written comments on each report, following the practice of CEDAW and other oversight mechanisms. Bureau reports to the GSIC tend to be descriptive of action rather than result, and formal responses of this nature would generate a useful probing of issues and a deeper and more meaningful process.

144. Finally, a systematic mechanism through which GSIC discussion and decision is shared with Country Offices is an essential part of corporate learning, and should be instituted. The means of doing so is currently determined by individual Directors: some report back directly; some leave this to the regional Gender Practice Leaders; and some do not share GSIC outcomes with the field at all.

### ***Results-Based Management and the Gender Marker System<sup>51</sup>***

145. The UNDP Gender Equality Evaluation of 2005 underscored that gender mainstreaming in UNDP was inadequately resourced. It also noted that UNDP did not have appropriate mechanisms for monitoring investments on gender equality and women's empowerment. Since then steps have been taken to improve tracking and reporting on investment and gender equality results.

146. In 2008, UNDP incorporated gender equality considerations in its Results-Oriented Annual Report process (ROAR), to which the GES contributed a range of gender outcomes and indicators in its Results Framework. This system requires programme managers to specify gender-related outcomes and indicators in their documentation, and enables tracking of the designated outcomes by Focus Area and region. However, there remained a challenge in tracking gender-related outputs that were not flagged as contributing specifically to gender equality. For example, investments in discussions of gender budgeting in the transport sector could be overlooked if the designated outcome of the project was an updated national transport plan.

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<sup>50</sup> Whereby Bureau Directors define specific goals (such as programme outcomes, improved gender parity among Regional Coordinators, inclusion of gender discussion in cluster meetings), which are monitored by the Administrator or Associate Administrator through the annual bureau reports to the GSIC

<sup>51</sup> The Gender Marker and its findings are described fully in Section 2.2.7. Here the focus is its role as part of UNDP's gender equality accountability system.

147. In 2009 UNDP introduced the Gender Marker to address this deficit, following an extensive two-year pilot process. It is based on the OECD/DAC Gender Marker, and allows UNDP to track allocations and expenditures for gender equality results through its Atlas financial management system. The Secretary General has cited it as a good practice to be emulated across the entire UN system, and UNDP is currently collaborating with several entities as they install similar mechanisms.

148. Under the system, every project is rated against a four-point scale. Country Offices and Practice Groups report annually on these scores, and the allocations and disbursements of the projects to which they apply. These are aggregated centrally so that cross-thematic, cross-bureau and cross-practice time series of data can be developed, allowing the first ever comparison among units and over time.

149. The Gender Marker is proving to be an effective planning and reporting tool to build capacities and ensure that UNDP staff are gender aware, and their projects reflect this. It also reinforces recognition that gender mainstreaming is an inherently results-based process. For example, in Nepal, staff reported that the Gender Marker has contributed to an increased focus on gender equality in the office, and a transition from opportunity-driven programming to a result-oriented design and implementation process.

150. However, UNDP will need to put more effort into ensuring that there is sufficient understanding and awareness of the tool across UNDP. Discussions of its use have major potential as means to capacity development. There have been consistent reports from Country Offices of the need for more information and guidance on results management tools from central units (the Core Gender Team, Bureaux, Regional Centers and Practices) to Country Offices.

151. The Review feels that the Gender Marker is a major achievement for UNDP, and anticipates that as it is tested and refined in practice it will provide an increasingly accurate picture of progress, and shows great promise as a fully-fledged management tool for use at all levels of the organization to assist decision-making and reporting. In particular, it is likely to fulfill the need for an audit mechanism to ensure the objective accuracy of Gender Marker designations.

### ***Enhanced Results and Competency Assessment (RCA)***

152. Since December 2008, the RCAs of managers have included achievements in gender equality and gender parity as one of five mandatory Key Result Areas (KRA). The expectation is that they in turn will place gender-related requirements on the performance of their teams, so that a cascade of growing capacity and accountability is established. There have been preliminary discussions on the possibility of removing this KRA, which would be a serious regression. Rather, managers should be given support and guidance in implementing it to the full.

153. The Review found that, to date, managers have tended to include in their RCAs results related to gender parity in attendance at training workshops or similar activities, and in staffing, rather than gender equality in programming results. This shows that they still understand the task to be principally numerical: counting the participation of men and women in various activities rather than tracking and reporting upon the impact of their programming activities on gender equality in programme countries. There is need for further strengthening of the RCA mechanism

through clarification of this misunderstanding, meaningful monitoring by supervisors, and consequences for any managers who do not meet their result targets.

### 2.2.3. COMMUNITY OF PRACTICE AND KNOWLEDGE MANAGEMENT

154. The Evaluation of 2005 identified several limitations in UNDP's gender Community of Practice, in its knowledge products and the quality of its e-discussions. These have all been systematically rectified and new knowledge management tools developed, all to a high standard. This is a considerable achievement.

155. In August 2010 a *Products and Services Survey* assessed the relevance, timeliness and results orientation of three categories of knowledge project provided by the Community of Practice. It found that in all categories upwards of 84% of staff, and in half of the cases well over 90%, find these products and services to be satisfactory and above. These are remarkable results in such a short time, and for a Team with limited human resources.

156. At the global level UNDP has consolidated its gender-related knowledge management mechanisms into three instruments: the corporate website, *Genderne*, and *Teamworks*. *Gendernet* is the expanded Community of Practice, which has been considerably upgraded with several new service lines and regional sections in Asia-Pacific, Europe and Latin America, of which the latter, *America Latina Genera*, is highly innovative and a global good practice. *Gendernet* now has about 2,000 members, and rich e-discussions take place regularly. Consolidated outcomes of these discussions, a regular newsletter and periodic briefings from conferences are transmitted by email.

**Box 4: America Latina Genera** ([www.americlatinagenera.org](http://www.americlatinagenera.org)).

This innovative regional project services Latin America and Caribbean Country Offices and their stakeholders. It has generated a wide range of knowledge products (conceptual frameworks, toolkits, rosters, Virtual Communities of Practice, Knowledge Fairs and documents for the debate). It is the UNDP regional gender portal, and is used as a core resource and reference point for the Spanish-speaking Governments, Country Offices, civil society organizations and academic centers of the region. The platform is designed in such a way as to greatly facilitate accessibility and understanding of the contents.

157. *Teamworks* is the new corporate platform combining social networking and knowledge management, which will gradually expand and add new services. Its gender pages include news, individual discussions, workspaces and status updates. The site also acts as a depository for all documentation. Knowledge products have also been developed on emerging topics relevant to enhanced implementation of the GES, and include policy briefings, guidelines and reviews.

158. Further benefits could be achieved by expanded consultation with Country Offices to ensure that all products are driven by their needs (already rated highly), and that they are accompanied by roll-out processes to ensure maximum awareness of their relevance and use.

#### 2.2.4. LEADERSHIP

159. In 2005, the Evaluation identified three levels at which leadership would be critical in advancing gender equality considerations in the organization: the Administrator and Associate Administrator, Bureau Directors and Resident Coordinators.

160. **The Administrator and Associate Administrator** have both played important roles as champions for gender equality. In advancing the cause of accelerated MDG achievement, the Administrator has consistently underlined the role that gender equality plays in progress towards each one. When on mission to Country Offices she makes a point of meeting with women's organizations whenever possible. The Associate Administrator has advanced gender-responsive results-based management and championed progress towards gender parity in staffing. Her insistence that UNDP's own practices should model those priorities it supports others to achieve is exemplary. In deputizing for the Administrator as chair of the GSIC, the Associate Administrator has ensured a high profile for the group.

161. **Bureau Directors** have a major role to play in ensuring that all units under their management are addressing the priorities set out in the GES, and reporting meaningfully on results. In the case of Regional Bureau Directors this is particularly critical because Country Offices fall under their aegis. Bureau Directors set the regional and other priorities: if they include gender equality as one of these, the Review found that there is enhanced uptake and a clearer focus in the office on gender equality results. However, the actual picture is that gender equality is rarely included in regional programmes,<sup>52</sup> and there are regional and other knowledge products in which gender equality is not mentioned at all.

162. A particular responsibility of Regional Directors is to set up accountability systems so that they can track performance. Here the GSIC is a proven corporate model, and there is good practice in Asia-Pacific in establishing a regional GSIC like that used in headquarters. Other Bureaux could consider similar structures. Directors can also play an important role in the establishment of an enabling corporate environment for gender mainstreaming, and in gender parity in leadership, in which there remain marked shortfall for the organization as a whole.

163. Overall, the Review has been made aware that there is too much discretion on the part of Bureau Directors (and Resident Coordinators and Country Directors) as to which aspects of UNDP's gender equality policy and strategy their offices address, if any, and this plays out in the diverse treatment of the gender equality mandate. There is need for the existing accountability structures to be exercised fully at this senior level, and for Bureau Directors to hold the managers reporting to them accountable, in accordance with the corporate requirements.

164. The role of UNDP's Practice Directors is critical to ensuring gender equality results, given their responsibilities for delivering policy advisory services, sharing knowledge and promoting capacity development. By providing quality assurance of knowledge products and Country Programme documents, Practice Directors are critical to and must be held accountable for contributing to gender mainstreaming throughout the organization.

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<sup>52</sup> *UNDP Gender Equality Institutional Assessment*. CIDA, June 2009

165. **Resident Coordinators (RC) and Country Directors (CD)** also have a major role to play in ensuring that their offices contribute to improved gender equality results, based on careful strategic planning and ensured availability of needed resources and expertise. By the end of 2009 the cumulative effect of earlier investments was that 53 Country Offices (38%) had a Gender Focal Team and 89 (63%) were members of an active Gender Theme Group, with a joint work plan and regular meetings.<sup>53</sup> These are somewhat modest achievements, especially as the GES requires all offices to establish Gender Focal Teams, under the leadership of a member of senior management.

166. The argument is sometimes made that in being guided by national priorities, Country Offices must concede when these priorities do not include gender equality. However, all governments have signed global commitments, and UNDP can and should support national partners in implementing these agreements. Responsibility for advocacy of this kind falls most directly, although not exclusively, to leadership at the Country Office level. There is room to improve the consistency with which gender equality considerations are raised with partner ministries, especially in countries where the enabling environment for this issue is weak.

167. Where there is strong leadership on gender equality in Country Offices, with active advocacy of the issue including time and resources earmarked for it, there are markedly richer results on gender equality. The most important leadership tasks are to provide an enabling framework for gender mainstreaming in the office (as described in paragraph 131), to advocate actively for gender equality and to model good practice in accordance with corporate requirements.

### 2.2.5. PARTNERSHIPS

168. **Government:** UNDP's principal partners in advancing gender equality at the country level are the wide array of government institutions of all types and at all levels. The scope of these relationships places UNDP in a strong position to support comprehensive cross-sectoral action for gender equality, especially through its powerful convening capacity. Many national partners indicated in the *Partnership Survey* that UNDP's support to gender equality is invaluable, particularly with regard to raising sensitive issues that no other entity can readily address.

169. National machineries for women are important partners for UNDP in over 80 countries. In Liberia, for example, UNDP assisted the Ministry of Planning and the Ministry of Gender and Development in harmonizing their planning cycles so that gender equality priorities could be incorporated more smoothly into national plans. In Latin America, UNDP provided support to the Council of Ministers of Women's Affairs of Central America (COMMCA) for institutional strengthening and implementation of its gender mainstreaming strategy in the Central America Integration System (SICA). Work with these machineries provides important opportunities for national capacity development.

170. **Civil Society:** UNDP acts closely on gender equality issues with civil society at global, regional and national levels. The Review noted that the extent and scope of these partnerships has expanded during the review period to include a range of private sector actors (companies,

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<sup>53</sup> *Implementing the Gender Equality Strategy*: Background Paper for UNDP's Oral Report to the Executive Board 2011.

entrepreneurs, associations), a range of faith-based organizations (churches, mosques, temples, associations, traditional healers and faith leaders), and a range of media-related groups, including television and radio, the press and advocacy groups, as well as traditional authorities and organizations in sports, community development, the arts and other areas. Work with traditional leaders, particularly in areas such as access to justice and alignment of national practice with global norms, is an innovative area of intervention with much potential because these leaders have both a major impact on women, especially at the grassroots level, and a voice in national dialogue.

171. This very comprehensive engagement with civil society has enabled UNDP to play a richer role in brokering collaborative activities. For example, at the global level, UNDP typically facilitates the participation of a large number of women's groups in the deliberations of the Commission on the Status of Women, and the Global Climate and Gender Alliance stands out as having an impact on policy dialogue. At the country level UNDP has a long history of fostering dialogue among women's groups, the private sector and government, and is able to ensure that women are brought into policy dialogue. It is of critical importance that UNDP exercises this capability to the full.

172. There are some indications that relationships with women's organizations may treat them as executing agencies, rather than as equal partners to advance gender equality. While this may provide useful funds to the organizations involved, such a strategy lacks the overall policy dialogue and national capacity development impulse that these relationships should have.

**The UN Country Team:** Since the UN Reform Process was initiated in 1998, UNDP has worked to integrate gender equality considerations into activities of the various Theme Groups that were established then, and to support the establishment and smooth functioning of the Gender Theme Group (GTG).

173. The Review found that in four of the five countries visited there was a clear improvement from one UNDAF to the next from a gender perspective. UN partners attributed much of this change to the UNDP's highly qualified Gender Advisors, combined with strategic support from the Resident Coordinator. Funds to support these advisers are frequently drawn from the UNDP Gender Thematic Trust Fund, indicating that consistent investments have contributed to steady improvement in field capacity and result, and must be continued.

174. When UNW is present it will have the leadership role within the GTG and in the overall coordination of gender-related issues. In this new circumstance it will be important that UNDP continues to play a strong role as participant in these mechanisms, contributing in areas in which it has the potential and comparative advantage to make a difference. The existence of UNW does not relieve UNDP of its responsibility to mainstream gender across all of its mandate areas: indeed UNW provides a strong partner and opportunity for an increase in these efforts. UNDP's wide field presence and its specific areas of comparative advantage place it strategically as a robust partner for UNW.



## 2.2.6. FINANCIAL OVERVIEW

### *The Gender Marker*<sup>54</sup>

175. The Gender Marker was developed and piloted by UNDP during the first two years of the GES implementation (2008–2009) and finally rolled out and made mandatory in 2010. Thus, Gender Marker data findings were only available for the scored projects for the year 2009 as of the writing of this report. Nonetheless, these findings yield important indicative results from which some trends are apparent.

176. As Table 1 shows, out of 5,820 projects scored, totaling \$3.3 billion in programmatic expenditure, 36% were found to be in the higher two categories of making either a “significant contribution to gender equality” or had “gender quality as its principal objective”. 23% of the rated budget was found not to make any noticeable gender equality contribution: there is room for considerable improvement.

**Table 1: Number of Projects and Expenditure by Gender Marker, 2009**<sup>55</sup>

Rating	Description	No. of Projects		Expenditure	
0.	No noticeable gender equality contribution	1,759	30%	765,960,786	23%
1.	Some contributions to gender equality	2,419	42%	1,349,090,259	41%
2.	Significant contributions to gender equality	1,299	22%	1,072,031,411	32%
3.	Gender equality is principal objective	343	6%	129,657,425	4%
	<b>Total</b>	<b>5,820</b>	<b>100%</b>	<b>3,316,739,881</b>	<b>100%</b>

177. Gender Marker results by region demonstrate that only RBAP had more than 50% of its investments significantly contributing to gender equality. Both RBLAC and RBAS have more than 70% of their scores in the lowest two categories. (Table 2)

<sup>54</sup> The role and structure of the Gender Marker as a component of UNDP’s Gender Equality Accountability Framework is discussed in Section 2.2.2. Here the focus is the findings of its first year of operation.

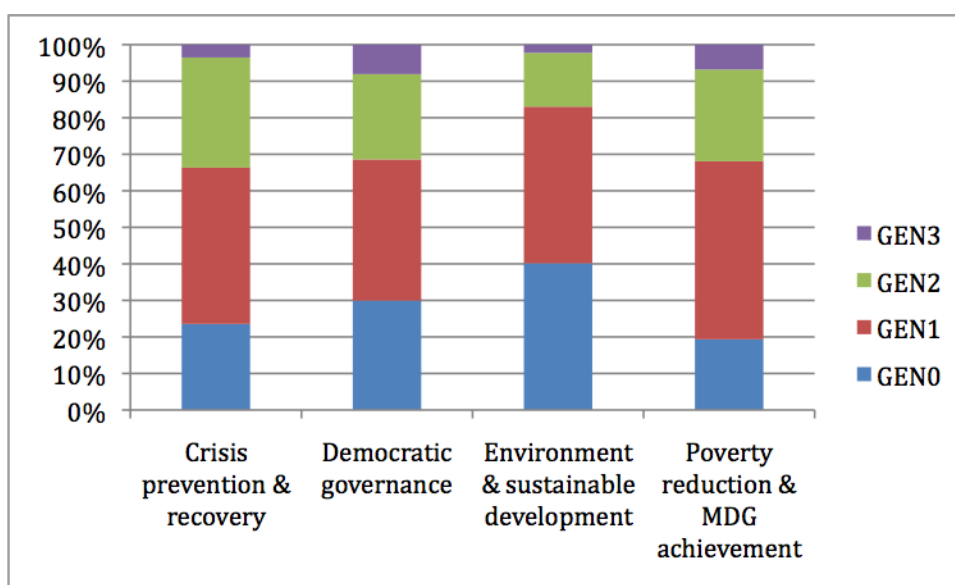
<sup>55</sup> Source: Gender Marker Analysis March 2010.

**Table 2: Gender Marker by Region**

Region	GEN0	GEN1	GEN2	GEN3
RBA	18%	43%	34%	4%
RBAP	8%	35%	51%	5%
RBAS	31%	42%	22%	5%
RBEC	31%	51%	16%	2%
RBLAC	49%	36%	13%	1%

178. Gender Marker results analyzed by Focus Area reveal that across all themes there are few interventions designated as principally contributing to gender equality (Graph 2). The Environment and Energy Development Practice was found the weakest in addressing gender equality: over 80% of its expenditure falls in the lowest two categories. A full 40% of the expenditure in this Practice Area is rated as having no noticeable gender equality contribution.

**Graph 2: Gender Marker by Focus Area<sup>56</sup>**



**Central Funding for Gender Equality Programming**

179. **Core resources** for gender equality programming are provided through two main mechanisms: (1) the Core Allocation provided specifically for the Gender Team—referred to as the *Gender Mainstreaming Initiative (GMI)* and (2) *Global Programme Funding*.

<sup>56</sup> Four-point scale: 0 for “not expected to contribute noticeably to gender equality” to 3 for “gender equality as a principal objective”.

180. The GMI declined significantly during the reporting period. Following the 2005 evaluation, the Administrator made a commitment to provide \$5 million annually for two years (2006, 2007) to implement the Gender Action Plan (which preceded the GES). When the Gender Equality Strategy was subsequently rolled out in 2008, a commitment was made to provide \$12.8 million for the four years of the Strategic Plan (2008–2011), an average of \$3.2 million a year (representing already a significant decrease from the years 2006–2007). With the overall shrinkage of core resources, UNDP has applied reduction measures across all core management and development budget since 2010. That resulted in the reduction of GMI resource for the remaining four years of the extended Strategic Plan (2011–2013) to \$10.975 million. Table 3 presents these GMI allocations for the years 2006–2010 and estimated allocations for 2011–2013, the latter based on early indications from the Office of Budget.

**Table 3: Annual Allocations for Gender Mainstreaming Initiatives**

<b>Year</b>	2006	2007	2008	2009	2010	2011	2012	2013
<b>\$ US Millions</b>	5.0	5.0	3.2	3.2	3.2	2.8*	2.46*	2.415*

\* Actual revised figures based on the RRF

181. The other central earmarked resources for gender mainstreaming come from the *Global Programme*. The *Global Programme* supports the Practice Architecture, hence the Gender Advisory Posts at both HQ and the Regional Centers. In addition, it provides some programme funding. A review of the programme funding provided by the Global Programme to the Gender Team for the period 2008–2011 is provided in Table 4 below. It demonstrates a fairly constant trend in programme financing, consistent with other practices in terms of the basic allocation. Table 6, however, shows that in 2009, other practices have augmented resources either in the form of alternate contribution or special allocations.

**Table 4: Programme Resources allocated to the Gender Practice by the Global Programme**

<b>Year</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011*</b>
<b>\$ US</b>	600,000	600,000	750,000	600,000

\*Indicative

**Table 5: Number of Posts funded from Global Programming Staffing by Practice**

Practice	No of Posts funded from GP (core Practice Architecture)	
	2009	2010
Poverty	25	23
Democratic Governance	21	20
HIV and AIDS	9	8
EEG	17	15
Gender	10	9
Capacity Development	12	11

**Table 6. Global Programming Funding Allocations by Practice in 2009**

	Basic Allocation	Thematic Center	Special Allocation	Total
Poverty	750,000	1,000,000	250,000	<b>2,000,000</b>
Democratic Governance	800,000	1,000,000	255,000	<b>2,055,000</b>
HIV and AIDS	750,000	-		<b>750,000</b>
EEG	800,000	1,000,000		<b>1,800,000</b>
Gender	600,000	-		<b>600,000</b>
Capacity Development	800,000	-	1,100,000	<b>1,900,000</b>
Knowledge Management	630,000	-	410,000	<b>1,040,000</b>
<b>TOTAL</b>	<b>5,130,000</b>	<b>3,000,000</b>	<b>2,015,000</b>	<b>10,145,000</b>

182. **Non-core resources** have also been instrumental in advancing UNDP's gender equality work at the national, regional and global levels. These include the *Gender Thematic Trust Fund*, the *Japan Women in Development Fund* and the Spanish *MDG Acceleration Fund* which finance Joint UN programmes and have a gender window.

183. The Gender Thematic Trust Fund played an important role in supporting gender capacities at country level in 2006 and 2007 through a grant from the Dutch Government totaling \$5.5 million. It has subsequently supported catalytic interventions in more than 70 countries through support from the Government of Spain in 2007, totaling \$2.5 million. Feedback on the Fund is reported to have been universally positive. UNDP's call for gender proposals in 2007 resulted in funding requests for over \$26 million by the programme countries, far exceeding the \$3.3 million available at the time.

184. Since 2008, the Finnish and Danish have been providing earmarked funding support through the Gender Thematic Trust Fund for UNDP Gender and Climate Change work, totaling

\$2.7 million. At present there are no additional non-earmarked funds for the “open” aspect of the trust fund, which countries have come to rely upon. Reasons for the reduction in “open funding” by donors include requests from the donors that their allocations to the Democratic Governance Trust Fund and the Crises Prevention and Recovery Trust Fund should mainstream gender equality considerations. The final evaluation of the GES must assess how far this has taken place.

**Table 7. Thematic Trust Fund Expenditure, 2010**

<b>TTF</b>	<b>Available Resources</b>	<b>Expenditures</b>
Democratic	91,529,723.72	25,349,168.38
Environment &	28,641,861.03	11,248,336.83
Poverty Reduction	19,189,088.35	10,250,510.77
Gender	3,702,522.96	1,546,580.55
HIV/AIDS	3,305,342.54	1,607,764.53
ICT	8,013,083.88	1,092,215.651

*Source: 2010 BDP Annual Report*

185. Compared to other thematic trust funds the GTTF has limited resources (\$3.305 million in 2010). Nevertheless, it receives requests for funding from all Focus Areas (Table 7). Unlike the Democratic Governance Group, which has been able to use its trust fund to hire much-needed expertise and develop a high standard of delivery in the elections and access to justice areas, the GTTF has had few resources upon which to call—outside its climate change work, which has separate funding streams derived from environmental sources. Despite the call for gender mainstreaming in UNDP’s Strategic Plan, the other thematic trust funds have not yet systematically integrated gender in their allocations.

### ***Resource Mobilization***

186. The Review found that there is a growing donor expectation that UNDP itself will take increasing responsibility for funding gender mainstreaming in its programme operations from its core resources. Data from the Gender Marker demonstrates that this is not yet happening.

187. UNDP may be able to tap emerging donors for increased support for gender equality, particularly for the GTTF. To do this UNDP would have to ensure that consideration of gender equality is included in the related strategic papers being developed for each of the eight new countries being considered as emerging donors (China, Russia, South Africa, Brazil, Turkey, Bahrain, India and Saudi Arabia). It will therefore be important to ensure gender equality issues are highlighted in the related discussions and to sound out if there is an interest in the possibility of advocacy and new donor support for gender equality programming.

188. The private sector also represents an untapped area with regard to funding to support gender-related outcomes. However, this would require senior managers to develop a specialized campaign and outreach programme. There are also multiple foundations that could possibly be contacted to determine if they might consider providing this kind of support. The Review observed that most of the COs surveyed focused their resource mobilization efforts mainly on

bilateral donor agencies that traditionally support gender equality. More creative efforts will be needed.

### PART III: CONCLUSIONS AND RECOMMENDATIONS

189. UNDP responded forcefully to the findings of the 2005 Gender Equality Evaluation, systematically putting in place the approaches and leadership noted then as being lacking. The responses include the establishment and strengthening of programme tracking and monitoring mechanisms and the development of an overall strategic framework (the GES). The strengthening of the Gender Team was also important as organizational and individual capacities have improved considerably. While both remain a continuing challenge, especially in Country Offices, there have been advances, and the means to address the remaining problems are now clear and remain only to be implemented and monitored.

190. The most obvious achievement is that UNDP is now a gender-aware organization. Personnel at all levels know that there are clear linkages between gender mainstreaming and stronger development results. They also know that they are required to integrate this operating principle into their work. The senior and middle management of the organization has grown increasingly clear and effective in championing the issue both internally and through external policy dialogue and advocacy.

191. This has resulted in significant programme successes, principally in the three areas of comparative advantage identified in the GES, and set out in paragraph 6 of this report: the development of gender-relevant inputs into policy and planning systems and financial frameworks; a range of interventions in supporting women's political and economic empowerment; and greater availability and use of gender-relevant data.

192. However, while important gains have been made, their full realization in project and programme activities remains patchy, uneven and *ad hoc*: in other words, the "islands of success" identified in the 2005 Evaluation remain. While understandings and frameworks have been developed at the corporate level, the capacity needed for implementation, especially but not only at field level, is more uneven: strong in some areas, weak or non-existent in others and not all managers have taken up their gender mainstreaming responsibilities with optimal vigor.

193. UNDP is at an important and critical point in its trajectory towards meaningful results in gender equality and the empowerment of women. The needed organizational structures are known, and at the global level and some regional levels are largely in place. Effective action has been demonstrated in several offices, and good practice has also been identified, but actual programme performance and results could be further improved.

194. A principle task for the remainder of this cycle is to consolidate the gains made, and translate them into the consistent programme results that are demonstrably possible. The following recommendations are designed to enable this.

## Programme

**Conclusion 1: UNDP has developed a range of innovative gender mainstreaming tools and methodologies for gender integration in economic planning processes as well as in policy dialogues (GEPMI, the Gender Needs Assessment Tool, disaggregated statistics, gender budgeting and others). These have tremendous potential to achieve solid impact in national planning processes and accelerating progress of MDGs. However, there is still a lack of prioritization, application, resources and monitoring.**

At the Country Office level several interventions addressing women's livelihoods, gender budgeting, the care economy and the collection, analysis and use of disaggregated and gender statistics appear to be useful but are relatively limited in scale. Such activities are inherent in UNDP's strategic vision on the role of women in poverty reduction and MDG achievement, and there is a need to upscale and coordinate them systematically with macro-planning processes.

There will be a need for continued capacity building in Country Offices and national counterparts, if the MDG Acceleration Framework pilot process and the Gender Needs Assessment Tool are to be applied. In addition, a means to track the impact of gender integration in economic planning processes should be put in place (the GEPMI programme).

The global, regional and national Human Development Reports continue to exemplify sound gender analysis and are UNDP's leading advocacy tools for women's empowerment and gender equality. However, not all of them address the gender equality considerations of their various themes. A good practice to emulate is RBAP which has used its HDR to systematically suggest areas of programme interventions to promote women's empowerment and gender equality.

UNDP has played a successful lead and co-lead role on gender equality within the UNAIDS Partnership and initiated several innovative programme interventions. The challenge at all levels is maximized synergies between gender and HIV expertise.

### **Recommendation 1**

a) UNDP could seriously consider linking many of its interventions into a systematic and comprehensive programme to support gender integration in governments' economic policy management.

b) National capacity development in disaggregated and gender statistics is critically important, and should be more systematically included in the package of support offered by UNDP in its poverty portfolio.

c) It is important that global, regional and national Human Development Reports address the gender equality dimensions of their individual themes and that all programming units use the findings of these reports to spark programme action at the country level.

d) It is critical that Country Offices continue to implement the UNAIDS mandate on gender. There is a need to develop the capacities and competencies in Country Offices to be able to generate synergies between gender and HIV action.



e) UNDAFs and CCFs provide an important strategic opportunity for advancing gender equality throughout all of UNDP's work at the country level. More efforts must be focused on drawing on gender-disaggregated data and analysis in the preparation of these programming tools and on establishing gender-specific indicators.

**Conclusion 2: UNDP's investment in the political participation of women at all levels throughout the governance cycle is yielding returns, and this work should continue and be expanded. However, gaps still remain in the areas of public administration, local governance, human rights and anti-corruption.**

GPECS is a promising model for women's empowerment, for delivering results in diverse contexts, including an increase in the number of women registered, voting and elected, while GPPS has effectively provided multiple forms of support to women parliamentarians. Activities to develop national capacity to ratify and implement CEDAW, including by aligning legislative frameworks with global norms, appear to be making a useful contribution as well.

However, there remain significant gaps across the pillars of UNDP's democratic governance work. In the areas of public administration and local governance, during the period covered by the MTR, gaps were identified in the systematic integration of gender equality and women's empowerment. In the case of public administration, steps have been taken to develop guidance for Country Offices. In the area of accountability and anti-corruption, while some knowledge products addressed aspects of gender equality, it is necessary to translate the knowledge products into systematic inclusion of gender equality and women's empowerment in UNDP work.

## **Recommendation 2**

a) The GES gives clear and strategic guidance on how to integrate gender across every Practice Area including governance, also providing outcome indicators. GPECS represents a good model on how to integrate gender across a thematic area (elections) using guidance from the GES. It should be a model to promote gender equality and women's empowerment in the areas of public administration, local governance, human rights and anti-corruption.

b) UNDP is undertaking good work to build capacity to advance women's rights, and strengthen legal frameworks, systems and access to justice. UNDP should further develop its work in this area, including supporting consistency between customary laws and informal mechanisms and international norms and standards.

**Conclusion 3: A wide range of actions to address GBV in many countries represents a good start in addressing GBV. However, there is need for a more integrated approach, and more widespread understanding of the linkages among GBV, poverty, HIV, disempowerment and the achievement of the MDGs. The effort would be strengthened by greater strategic framing.**

About one-third of country offices have been engaged in a range of initiatives for both prevention of and response to GBV, especially in developing legislation against gender-based violence and building legal and judicial institutions that increase the security of women and

adjudicate cases in a gender-sensitive manner. Groundbreaking work is underway on partnerships with men in the prevention of GBV, and there is a growing body of work related to the interaction of GBV with incidence of HIV. As with other areas, and perhaps even more starkly in the case of GBV, which is an inherently cross-sectoral phenomenon, multi-sectoral and/or joint programmes bring the best results.

Nevertheless, there are marked weaknesses in UNDP's work in this area. It has yet to be fully embraced as a core theme in justice and security sector reform. Nor have the significant connections between GBV and poverty been sufficiently clearly incorporated into programming. UNDP also has a greater role to play in supporting capacity development for the development and strengthening of indicators and statistics relevant to framing GBV prevention and responses. Overall, UNDP's GBV programming would be greatly enhanced by the completion of its planned overarching strategic framework or guidelines to help shape Country Office priorities.

### **Recommendation 3:**

a) Finalization of the pending corporate guidance for GBV must be regarded as a priority. As GBV is an inherently cross-sectoral phenomenon, inclusion of multi-sectoral approaches and partnerships would be an important part of the approach.

**Conclusion 4: There is now clear recognition within UNDP that the situation of women and girls in post-conflict countries requires specific support, and that it is critical for women to participate in recovery and reconstruction processes. The framework of UNDP's approach is well reflected in the Eight Point Agenda. However, there remain significant gaps in terms of implementation.**

Considerable achievements in increasing women's participation in post-crisis electoral and governance processes have been made. However, significant limitations remain in the areas of Demobilization, Disarmament and Reintegration (DDR) and Security Sector Reform (SSR) and Disaster Risk Reduction (DRR). More attention needs to be given to the gender dimensions of key post-conflict policy issues such as land reform, decentralization and public sector reform, and macro-economic policy. Serious gender mainstreaming shortfalls in planning and executing assessments were also noted. There is absolute need to ensure that specialized gender expertise is included in all such missions. Increasing and strengthening women's participation as well as bringing attention to gender equity in resource allocation for post-crisis interventions are continuing challenges for UNDP.

The Eight Point Agenda, supported by ring-fencing 15% of the budget, has been recognized by the Secretary General as a good practice in linking of budget to policy. However, there is a need to re-conceptualize the ring-fencing policy. The Global Programme on Advancing Women, Peace and Security in Crisis Countries focus on fielding Senior Gender Advisors is a vital component of the Eight Point Agenda for a range of reasons discussed in this report.

A strategic approach to implementing the Eight Point agenda is to be embedded in supporting the development and implementation of National Action Plans on UNSCR 1325. Particularly as

more countries begin to develop and implement National Action Plans on 1325 and related Security Council Resolutions, it is critical that UNDP support national stakeholders in doing so.

#### **Recommendation 4**

a) In implementing the Eight Point Agenda it is necessary to direct much more attention to the areas of deficit in DDR, SSR, Peace-building and DRR. It will also be important to review mechanisms for the provision of human and financial resources to ensure optimal impact. There is a need to take advantage of the Gender Marker as a tool to implement BCPR's ring-fencing policy more accurately. One area of great need is the inclusion of gender expertise in all assessment missions: this must be regarded as a priority.

**Conclusion 5: Despite positive achievements in global climate change policy, and in several pilot and stand-alone national and community-level projects, UNDP still has considerable room to strengthen its commitment, staff capacities and operational frameworks on the integration of gender equality considerations into UNDP environment and energy programme areas, in planning, and in implementation, as well as in monitoring and evaluation of development results.**

Through the Global Gender and Climate Alliance, an innovative partnership between the UN and civil society organizations, UNDP has provided capacity development to governments and civil society in all regions, and ensured women's voices in climate change negotiations. This has resulted in the inclusion of gender equality considerations in agreements, most notably the Cancun Agreement of 2010. This is a very significant achievement that should be continued and expanded into other mechanisms.

UNDP has made initial progress in gender mainstreaming major public climate finance mechanisms, such as the Climate Investment Funds and the Adaptation Fund. The GEF itself has also become more gender-aware, with preparation of gender mainstreaming guidelines and improved reporting. There continue to be several successful women's projects under the GEF Small Grants Programme, whose good results are not known widely enough. However, there is a need to more systematically mainstream gender across the environment and energy Focus Area.

#### **Recommendation 5:**

a) Working in collaboration with member states and partners, UNDP should expand on initial successes made in global climate change policy and finance mechanisms by supporting more comprehensive gender mainstreaming in the operationalization of climate policy and funds at the regional and national level.

b) UNDP should also work through its Country Offices with member states to increase efforts to scale up gender mainstreaming of national pilots and stand-alone initiatives, including in areas of energy, land, forests, water, and low-emission, climate-resilient development strategies, by adapting them to the needs and opportunities in LDCs, MICs, and transition countries.

c) UNDP should continue to develop and roll out tools, methodologies, and technical support to Country Offices and national partners to remove structural constraints and to address gender equality and women's empowerment within environmental programming, including through support to women's full participation in sustainable entrepreneurial activities.

## **Institutional Arrangements**

**Conclusion 6: UNDP now has in place an institutional framework capable of delivering genuinely concrete gender equality results. This includes a Gender Equality Strategy, high quality of technical expertise, a robust accountability framework with tracking mechanisms, and dedicated resources to facilitate its implementation. The leadership of senior management in driving the strengthening of this framework has been critical.**

The UNDP Gender Equality Strategy 2008–2013 adopted two complementary approaches to achieving gender equality: mainstreaming gender and promoting women's empowerment. The strategy provides appropriate guidance on how to integrate gender in programming and institutional issues for achieving gender equality results by all Bureaux, Units and Country Offices across the organization. It provides all Units appropriate guidance. It also sets out a range of gender-responsive outcome indicators that can be integrated into UNDP programmes and projects when implementing the UNDP Strategic Plan.

**The Gender Architecture:** Important progress has been made in the development of an optimal team of experts at global and regional levels, able to support staff in implementing the Gender Equality Strategy. However, not all Country Offices have established Gender Focal Teams. The Review noted the importance of gender expertise for programme success, and noted several options to ensure the availability of such expertise.

**The Accountability Framework** is now a robust mechanism that, if exploited to the full, could lead to marked measurable and transformatory results. The GSIC is the overarching monitoring mechanism, while the Gender Marker provides, for the first time, a basis for tracking and comparing progress in gender mainstreaming across Bureaux and Focus Areas. The improvement in management performance appraisal by inclusion of gender equality KRA is critical. Although the new RCA system has not included the KRA on gender equality, the reform has been embraced by other UN entities (e.g. UNESCO).

**Knowledge Management and Community of Practice:** The global Gender Team is to be congratulated for developing a knowledge platform and Community of Practice that has been surveyed to meet the needs of staff well, in a comparatively short period of time.

**Partnerships:** UNDP is ideally situated to strengthen partnerships with a very broad range of government, civil society and inter-agency partners at the national, regional and global levels on gender equality. The multifaceted nature of gender inequality means that in many cases effective inter-agency and cross-sectoral coordination have been key ingredients for successful programming. The presence of UNW provides an opportunity for UNDP to rethink its commitment to gender equality in its areas of comparative advantage, especially at Country Office level.

**Senior Management:** It has been clearly demonstrated that where senior management provides clear direction and support for implementation of the GES, results improve. However, the role of senior leadership in championing gender equality and women's empowerment considerations in UNDP is uneven.

#### **Recommendation 6**

a) There is a need to strengthen leadership for gender equality strategy for senior managers, giving them support and holding them accountable for delivery of gender equality results. This includes Regional Bureau managers as well as Practice Directors. A second strategy that takes into account achievements and gaps and aligned to the next Strategic Plan should be elaborated during 2012.

c) Building on what is already happening, UNDP should systematically strengthen staff capacities through, *inter alia*, encouraging better on-job learning, rewarding personnel who learn, rewarding supervisors who mentor staff in gender mainstreaming and updating the existing well-used self-learning materials.

d) Noting the important role that the Gender Steering and Implementation Committee (GSIC) has played since its creation, and its potential, all the Regional Bureaux should be required to institute a corporate accountability mechanism that mirrors the functions of the global GSIC.

e) Learning from the good practices of RBLAC and RBAP, it is recommended that every Regional Bureau considers the approach of having a regional gender programme that is aligned with and strengthens gender mainstreaming across all the other programmes.

f) UNDP should consider maintaining and building upon investments it has made in the Gender Team, ensuring an optimal level of skills to match the new strategic priorities of the organization, and adequate resources to perform its multiple functions. The precise functions and strategic central location, along with relevant reporting lines for the Gender Team, should be reviewed within the context of the upcoming corporate change process to ensure that the dual functions of the team (leading gender mainstreaming of development policy and providing institutional accountability and oversight) are effectively executed (see EB Decision, 2011).

g) UNDP should urgently begin discussions with UNW on how to strengthen cooperation and ensure coordination in areas of overlapping mandates. This should be facilitated by UNDP/UNW leadership to ensure the highest level of commitment to effective implementation, and then be brought to UNDG for wider discussion with other agencies which are less affected by the overlap.

**Conclusion 7: The Executive Board has been constant in its demand that UNDP increase its core allocations and improve the tracking of its resources for gender mainstreaming. Non-core resources have been mobilized to support new and emerging areas of work such as climate change and gender, gender and poverty and economic growth. However, the prospects for attracting non-core resources to catalyze new areas of work have remained small. UNDP should demonstrate its commitment through allocation of adequate resources for gender mainstreaming from its core budget. The Gender Marker indicates that UNDP is not investing enough resources in gender mainstreaming.**

**Recommendation 7.**

a) In the current challenging resource outlook, UNDP should increase or at least maintain the level of its total investment in gender mainstreaming across the organization from its core resources.

b) An aggressive resource mobilization strategy to attract resources to build UNDP's competence in new and emerging areas of work, aligned with the new strategic priorities, should be put in place.

d) UNDP should continue to use the Gender Marker to track resources and to champion increased investments in gender mainstreaming at country and regional level.