UNITED NATIONS
MONTENEGRO

GENDER MAINSTRAMING GUIDELINES

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INTRODUCTION

Integrating gender and diminishing inequality between women and men contributes to, and is essential for, achieving sustainable development. The 2030 Agenda[1] aims to underline the principle of gender equality and women's empowerment that is grounded in the norms and standards promoted by the United Nations in their mandate.

The UN programmes in Montenegro clearly focus on the most vulnerable social groups and marginalized communities, with a particular emphasis on gender inequality as a frequent cause of multidimensional social exclusion. The UN in Montenegro is applying a gender-based approach to ensure that the human rights and particular needs of women and girls are taken into account when designing interventions and programmes, specifically addressing issues of gender equality and women's empowerment.

The UNDAF 2017-2021[2] articulates the UN's assistance to Montenegro by addressing key national priorities. The document provides a jointly agreed plan to support the country in the thematic areas of Democratic Governance; Environmental Sustainability; and Social Inclusion and Economic Governance.[3] It is of the greatest importance that all aspects of planning, implementation, and

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[1] https://www.un.org/ga/search/view_doc.asp?symbol=A/RES/70/1&Lang=E.

[2] https://www.unece.org/fileadmin/DAM/operact/Technical_Cooperation/Delivering_as_One/UNDAF_country_files/UNDAF_files_2015-2020/Montenegro-UNDAF-2017-2021-Final.pdf

[3] See more: https://unsdg.un.org/sites/default/files/UNCT-Montenegro-Gender-Scorecard-Assessment-Report-and-AP-FINAL.pdf

evaluation of the mentioned areas include strengthening the gender dimension. That said, the gender mainstreaming is recognized as a very important segment of UN's assistance to Montenegro and is one of the most important cross-cutting issues.

In addition, the UN has developed the SWAP-Scorecard (UN Country Team Performance Indicators for Gender Equality and the Empowerment of Women "Gender Scorecard").[4] Its aim is to establish better accountability for stronger planning, programming and results in gender equality and women's empowerment at the national level.

There is an on-going need within the UN to improve their capacity to fulfil commitments to gender equality and women's empowerment. A survey conducted in 2017 showed an adequate level of gender awareness and knowledge among the UN staff in Montenegro, while indicating a need to increase staff confidence in order to implement that knowledge. Gender assessment implemented within the scope of work of international gender consultant underlined the importance for practical training in gender mainstreaming, combined with training based on gender equality concepts, gender-based discrimination and sexual harassment.

The goal of these gender mainstreaming guidelines is to give short and specific guidelines to integrate the gender perspective into UN programmes.

Gender mainstreaming

The ECOSOC[5] defines gender mainstreaming as a ***strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally, and inequality is not perpetrated.*** Its goal is to achieve gender equality[6]. A proper gender analysis could reveal differences in the status of women and men in different contexts.

In the context of UNDAF, gender mainstreaming involves advocating, planning and programming - in order to target gender equality issues, as well as integrating gender equality concerns across all areas of the UNDAF[7]. Gender mainstreaming is the main instrument, and is a dedicated transversal theme in all interventions with specific actions addressing gender gaps, inequalities, discrimination and anchoring gender in the organization.
In projects and programmes, gender mainstreaming can occur through the "specific gender output" option, or be incorporated through all project outputs. In order to achieve its purpose, gender

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[4] https://unsdg.un.org/sites/default/files/UNCT-Montenegro-Gender-Scorecard-Assessment-Report-and-AP-FINAL.pdf
[5] The Economic and Social Council
[6] Gender mainstreaming, as a strategic approach for achieving the goal of gender equality, has been mandated in the UN system since the Beijing Platform for Action (1995) and the 1997/2 agreed conclusions of the Economic and Social Council(ECOSOC1997/2), and subsequently across all of the major areas of work of the UN system.
[7] https://unsdg.un.org/resources/resource-book-mainstreaming-gender-un-common-programming-country-level

mainstreaming MUST be included in all phases of the project cycle, which is primarily achieved through planning, gender analysis, and proper and timely establishment of gender indicators.

Within projects and programmes, gender mainstreaming runs through the following phases:
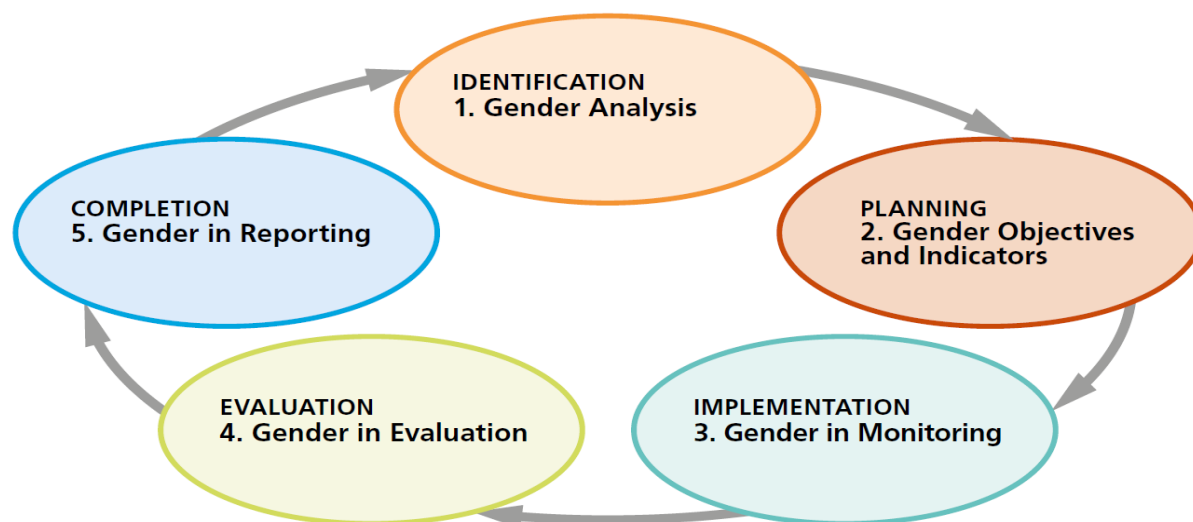
What does Gender analysis look like?

Gender analysis[8] is the process of assessing the implications of activities, project, programmes or investments on women and men, girls and boys. It reveals the differences in rights, roles and responsibilities of women and men and girls and boys in a particular context and promotes alternative courses of action. Gender analysis provides an answer to how the gender perspective should be addressed throughout the project, particularly in terms of setting relevant gender equality objectives and indicators, planning concrete actions to reach those objectives, monitoring, and conducting evaluations.

Gender analysis helps us evaluate and construct the whole project according to gender equality principles – from mission and vision, through outputs and outcomes, goals, activities, indicators, risks, and sources of verification. *In other words, gender analysis is the starting point for gender mainstreaming.*

It is important to emphasise that gender analysis should not only describe the current state of affairs, but should also explore the causes and effects of gender disparities on the target population. Looking at the reasons behind inequalities and discrimination helps to set relevant and targeted objectives to
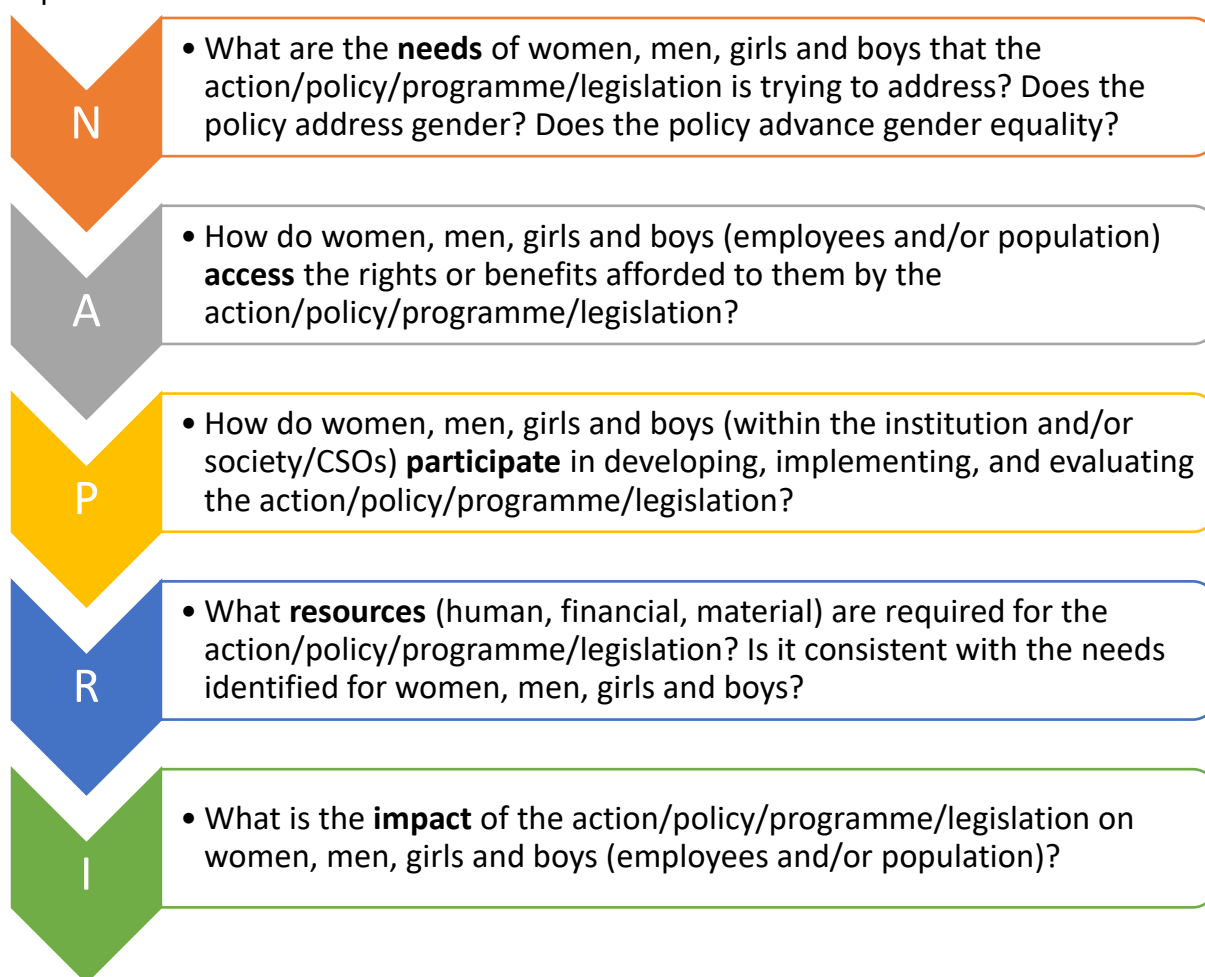
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[8] This section is taken from the UNCT SWAP Gender Equality Score card to ensure same understanding for UNCTs https://undg.org/wp-content/uploads/2018/06/UNCT-SWAP_Gender-report_Web.pdf

resolve them and determine what activities can contribute to eliminating such inequalities (e.g. position of Roma women and historical discrimination). If differences between women and men are found, they must be analysed to establish their causes and effects - to ensure that relevant gender issues, gaps, and inequalities in the area of intervention are included and integrated into the full problem analysis.

Note: Every project, goal and activity must be evaluated in a unique way, and different perspectives, circumstances and personal perceptions play a role in the analysis and perceiving of gender equality principles.

One of the most effective tools used in the process of Gender Analysis is NAPRI TOOL, which navigates the analysis through the following elements: Needs, access, participation, resources and impact.

N
- What are the **needs** of women, men, girls and boys that the action/policy/programme/legislation is trying to address? Does the policy address gender? Does the policy advance gender equality?

A
- How do women, men, girls and boys (employees and/or population) **access** the rights or benefits afforded to them by the action/policy/programme/legislation?

P
- How do women, men, girls and boys (within the institution and/or society/CSOs) **participate** in developing, implementing, and evaluating the action/policy/programme/legislation?

R
- What **resources** (human, financial, material) are required for the action/policy/programme/legislation? Is it consistent with the needs identified for women, men, girls and boys?

I
- What is the **impact** of the action/policy/programme/legislation on women, men, girls and boys (employees and/or population)?

Sex-disaggregated data

Collecting and analysing sex-disaggregated data is an important part of every gender analysis and it is a powerful tool for identifying quantifiable differences between women and men, and girls and boys.[9] Achieving real inclusion requires a significant improvement in the availability of data disaggregated by gender, age, and other important attributes.

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[9]USAID,2014.

Ideally, collecting sex-disaggregated data should occur at the very beginning of a program monitoring activity. Without sex-disaggregated data, vital information is missed about existing differences and gaps between girls, boys, women, and men, and important opportunities to adapt programs to meet their unique needs to improve outcomes can be overlooked.

Gender Statistics capture the specific realities in the lives of women and men: distribution of wealth; use of state programmes and opportunities; use of natural resources; use of time; exposure to violence; intra-household inequalities; and specific health concerns.

Gender statistics should not be equated with women's statistics. Demand for data and indicators on women came from women's organizations and women's advocates, who needed statistics to support new policies and programmes oriented towards reducing the disadvantages faced by women. In terms of statistics, the situation of women could be effectively described and analysed only by comparing it to that of men. Also, statisticians have recognized that improvement is needed in the area of statistics on men[10]. Specific issues related to men's lives, such as alcoholism and smoking, greater risk of accidents or injuries, and access to legal remedies, have increasingly been taken into account and covered by gender statistics.

When conducting gender-disaggregation of data in any project or programme, it is recommended to disaggregate date in following categories:

- Sex (and gender identity)
- Age (older/younger population)
- Location (beyond urban/rural)
- Migratory status (how recent, proxy variables)
- Education and employment status
- Ethnicity (group's sample size)
- Wealth (income or wealth index?)
- Managerial level (beyond senior/not)

Gender sensitive indicators

Gender-sensitive indicators, which measure changes in the status and role of men and women over time, are central to the monitoring and evaluation of programs. Gender-sensitive indicators measure gender gaps, different roles, responsibilities, and access to resources for different members of society. Gender indicators are crucial to demonstrate the impact of change in power relations between women and men. The inclusion of explicit gender equality objectives and indicators at the planning stage also strengthens accountability in terms of the progress made on gender equality issues.

Gender-sensitive indicators have the special function of pointing out how far and in what ways programs have met their gender objectives and achieved results related to gender equality. It can also alert staff to any unintended consequences of an improvement effort by showing whether any aspects

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[10] Hedman, Perucci and Sundström, 1996).

of the program benefit one gender more than another, or create/increase negative results for one social group.[11]

By defining gender indicators in projects and programmes, we achieve the following:

- Following progress towards achieving gender equality goals;
- Collect and utilize data disaggregated by sex, age and other variables;
- Support integration of gender equality in project and programmes - from the planning of a policy, programme or project, to the implementation, monitoring and evaluation processes, as well as reporting.

Indicators could be qualitative or quantitative, and both are crucial for determining gender mainstreaming effectives.

For each Project, indicators should be carefully chosen by respecting the following questions:

- Did you respect the participatory approach when defining the indicators, and did you consult available experiences and knowledge from previous projects?
- Are the indicators relevant for project/programme beneficiaries?
- Are indicators based on available statistics and evidence-based?
- Do the defined indicators tell us anything? What? How will it contribute to the quality of project implementation?
- Will the defined indicators improve the reporting process?
- Are the indicators sufficiently clear and understandable?
- Can they be implemented in a simple and cost-effective way?

Gender sensitive monitoring and evaluation

Gender-sensitive monitoring and evaluation is a method used to assess whether projects/programmes address the different priorities and needs of women and men, and to determine the gender aspects that need to be integrated into monitoring and evaluation systems. The implementation of gender monitoring is closely related to the effective establishment of gender indicators.

Gender-sensitive evaluations represent an objective assessment of the design and planning (objectives, results pursued, activities planned), the implementation, and results of an ongoing or completed activity, project, programme or policy from a gender perspective.

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[11] https://www.usaidassist.org/resources/gender-considerations-monitoring-and-evaluation

When performing gender monitoring and/or evaluations, it is important to pursue the following questions:

Gender monitoring questions	Gender evaluation questions
- Is the project/program gender relevant? - Are activities/interventions developed to achieve greater levels of gender equality? - Do we measure gender-specific outputs? - Do we track the progress of gender-specific elements? - Do we collect and analyse gender desegregated data? - Does collected data and information give information on attitudes and behaviour that reflect gender norms? - Who benefits from project implementation? - What changes can the project influence for women and men?	- Has the program reduced power differences in relations between men and women? - Is the position of women/men preferable to the beginning of the project implementation? - Did the project contribute to the fulfilment of international and national gender related obligations? - Has the removal of gender-based constraints contributed to improving the position of both women and men? - Were gender equality issues logical and coherent throughout the implementation phase? - Were different gender perspectives taken into account? - Have the results for women and men been achieved at a reasonable cost, and have the costs and benefits been allocated and received equitably (gender responsive budgeting)? - Have the results contributed to the achievement of planned results and outcomes, and have the benefits favoured male and/or female target groups? - Did stakeholders benefit from interventions in institutional capacity-building, specifically with gender mainstreaming and the development of gender competence among staff members? - Are achievements in gender equality likely to be sustained after funding ends?

Gender and partnership

Building strategic partnerships with governments, the private sector, civil society, including women's organizations, international organisations and other stakeholders, serves as a visible demonstration of the organisation's commitment to mainstreaming equality. Establishing a mission for the partnership which member organizations can rally around is essential for its success. It allows members with diverse agendas, skills, and experiences to focus their energy and resources. A partnership should have specific goals that need to be quantified, time-bound, and specific to enable progress monitoring and avoid changes in scope.[12]

Partnership can be an important tool for gender mainstreaming, but cannot be implemented without respecting the specific needs and characteristics of each partner. Government is, and should be, the most important partner in integrating gender, and any activity needs to be based on the establishment of a sustainable system (e.g. development of systematic trainings, further implementation by the state institutions, trainings and employment of staff that will be appointed latter as state officials, etc). Further, active involvement of the senior-most leaders of the constituent organizations helps to ensure that the partnership has the resources and momentum needed to make progress.

To be successful, partnerships need to have clearly defined strategic priorities for each organization from the early beginning. These conversations establish what value each partner is likely to derive from being involved in a particular role. Forcing members into roles that are not suitable for them will undermine their motivation to engage and can derail the long-term success of a partnership.

Every partnership possesses distinctive strengths, types of expertise, and resources that unlock the power of the collaboration. While access to diverse skills often arises naturally when partners come from different sectors (government, nonprofit, for-profit sectors, and so on), or from different industries (financial services and consumer products, for example), identifying opportunities to combine those skills in a complementary way requires careful planning and initiative design.[13]

To be successful and productive, partnerships need to include frequent meetings and conference calls to coordinate communications to sustain among partners at all levels, and follow-up to ensure that partners take action. The Coordination Board of representatives (government, international organisations, private sector - or representatives of different program sectors) need to be established if there is a project of a bigger scope in question. All potential Bodies need to have determined a clear set of responsibilities, as a formalized "secretariat" that may be independent and dedicate most, or all, of their time to managing and mobilizing activities.

Gender responsive budgeting (GRB)

Gender Responsive Budgeting is a tool for mainstreaming gender in public finance. In other words, GRB is an application of gender mainstreaming in the budgetary process – covering gender-based assessments of budgets, incorporating a gender perspective at all levels of the budgetary process and restructuring revenues and expenditures in order to promote gender equality.[14] GRB does not ask for separate

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[12] https://www.mckinsey.com/industries/public-and-social-sector/our-insights/partnering-for-parity.

[13] https://www.mckinsey.com/industries/public-and-social-sector/our-insights/partnering-for-parity

[14] Council of Europe 2015.

women's budgets, but that general budgets include a GE perspective. This means that differential needs and interests of women and men are used as a basis of revenue-raising and public spending. Importantly, GRB acknowledges the relevance of unpaid work, especially care work, that is disregarded in national accounting systems and the GDP.[15]

GRB links policies and budgets which are usually not well-linked, by restructuring expenditure and its impact on the lives of women and men. It increases social accountability and transparency and challenges the tradition of how budgets are to be done. Gender budgeting initiatives can be located inside or outside government structures: inside government, specialized sections, for gender equality, or sectoral line ministries can initiate a GRB process.

HOW WE CAN INTEGRATE GENDER SENSITIVE BUDGETS INTO PROGRAMMES AND PROJECTS?

Question: How are women and men affected differently by the kind of revenues raised by governments such as direct (income, corporate taxes) and indirect taxes (value added tax) in a specific sector?
Question: Could you estimate the specific programme/project's expenditures on women and man?
Question: How are women and men benefiting from expenditure on public services, e.g. education, health, or agricultural extension services?
Question: In what ways are the policies and their associated resource allocations likely to reduce or increase gender inequalities? How do specific policies and programmes reflect women's and men's different needs and priorities?
Question: Did the project/programme you are working on addressed GRB issues?
Question: How do expenditures impact women's and men's time use differently?
Question: Does the government provide information on actions to reduce gender inequalities in the annual budget statements?

ANNEX: GENDER MAINSTREAMING OF JOINT PROGRAMS[16]

Background:

The UNSDCF is operationalized by joint workplans. In preparing and reviewing joint workplans, UNSDCF results groups may identify the need for increased joint delivery through one or more joint programmes (JPs). A joint programme is a set of activities contained in a joint workplan and funding framework, involving two or more UN entities contributing to the same UNSDCF outputs. Pooled funding or other funding mechanisms can be used for joint programmes. Other stakeholders can be engaged as implementing partners. JPs identify and build on complementarities between participating UN agencies and their partners to tackle complex development challenges and help achieve greater coherence in support of national priorities.

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[15]https://www.entwicklung.at/fileadmin/user_upload/Dokumente/Publikationen/Downloads_Themen_DivBerichte/Gender/CHECKLIST_12032009_barriere.pdf

[16] With thanx to UNCT in Albania. Proposed Gender mainstreaming tool is based on a tool developed by their UN Gender Thematic Results Group

Gender equality is among the five key cross-cutting issues that a Joint Programme should address. And there are very specific criteria on measuring the success, outlined in the SWAP criteria, as follows:

INDICATOR 2.1 | JOINT PROGRAMS CONTRIBUTE TO REDUCING GENDER INEQUALITIES		
Approaches Minimum Requirements	**Meets Minimum Requirements**	**Exceeds Minimum Requirements**
a) Gender equality is visibly main- streamed into at least 50 percentof JPs operational at the time of assessment. **or** **b)** A Joint Program on promoting gender equality and the empowerment of women is operational over current UNDAF period in line with SDG priorities including SDG 5.	**a)** Gender equality is visibly main- streamed into **all** JPs operational atthe time of assessment. **and** **b)** A Joint Program on promoting gender equality and the empower-ment of women is operational over current UNDAF period in line with SDG priorities including SDG 5.	Meets minimum requirements **and** **c)** A system is in place to ensure gen-der mainstreaming in JPs.

In order to help enhance gender mainstreaming across the UN Joint Programmes, as stipulated under the ``exceeding requirement`` criteria, the screening tool outlined below is to be used as a self-assessment tool. It is structured around five dimensions to identify the extent to which key GEWE considerations are addressed in the JP.

During the design phase of the JP[17], the programme coordinator/project officer together with the agency Gender Focal Point checks the JP vis a vis the tool, providing a yes/no answer to each question. Once the tool is complete, the programme coordinator/officer and gender focal point can calculate the total score and overall assessment of the JP from a gender perspective.

Dimension1: Joint Program Problem/Context Analysis

Questions	Yes (1)	No (0)
1. Does JP include a gender equality in the context/problem analysis, including presentation of relevant gender equality areas using gender sensitive/disaggregated data?		
2. Does context/problem analysis refers to the key normative standards for gender equality, including CEDAW, the Istanbul Convention, BPfA, SDG5 and other SDGs relevant for gender equality and EU gender equality standards?		
3. Does context/problem analysis refers to the key national gender equality laws and policies?		

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[17] Even though primarily designed for joint programmes, the tool can be used wider, i.e. for gender mainstreaming of single agency programs

Dimension 2: Joint Program Results

Questions	50% or more of the JP outcome/output indicators are gender-responsive (1 point)	At least 30% of the JP Outcome/outpour indicators are gender-responsive (0.5 point)	Less than 30% of the JP outcome/output indicators are gender-responsive (0 point)
1.What percentage of the JP outcome indicators are gender responsive[7], i.e. indicators that measure changes in the situation of women and men and a reduction in the inequalities between them?			
2. What percentage of JP output indicators are gender- responsive?			
3. Does JP Theory of Change define assumptions, causality and chains of intervention effects taking into account gender equality context, factors that might influence achievement of results and impact on gender equality?	Yes (1)	No (0)	
4. Does the goal of the JP focus on gender equality and women's empowerment?	Yes (1)	No (0)	

Dimension 3: Joint Program Partnerships

Questions	Yes (1)	No (0)
1. Are gender equality national and sub-national mechanisms included as project partners, beneficiaries or in some other role?		
2. Are women's, feminists, LGBTI or gender equality included in the JP as partners, beneficiaries or in some other role?		

Dimension 4: Management and JP implementation

Questions	Yes (1)	No (0)
1. Do women constitute at least 40 % of JP steering committee members?		
2. Are JP working groups gender balanced (proportion of women 40-60%)?		

		Yes (1)	No (0)
3. Has the JP staff completed some of the GE trainings during last year prior to JP design?			

Dimension 5: Gender responsive M&E

Questions	Yes (1)	No (0)
1. Does JP monitoring framework include quantitative and qualitative gender disaggregated data to assess progress?		
2. Does JP include plans for carrying gender responsive evaluation?		

Interpreting the results

Maximum possible points is 14. If 7 are achieved it could be estimated as at least basic gender mainstreaming of JP is achieved.

On a gender marker scale, the rating is as follows:

- 0-6 points- gender marker 0 (no contribution to gender equality- the program is gender blind or gender neutral)
- 7-9 points-gender marker 1 (limited contribution to GE)
- 10-12 points-gender marker 2 (significant contribution to GE)
- 13-14 points- gender marker 3 (principal contribution to GE)

How to use the Tool

The Gender Screening Tool should be used by **during the design phase** of the JP, as well as during the review processes conducted at the agency and/or interagency levels during the design of the JPs. While users are encouraged to familiarize themselves at the onset of the design phase with all aspects of the Tool, the final rating and submission can be done at the end of the JP development process. The tool could be taken again if the JP undergoes significant changes in scope or in the results framework.

The primary users of the Tool are the gender equality focal points in UN agencies part of the UNCT, and all UN personnel in charge of the design, implementation and monitoring of the JP. The GHRWG oversees the development of the tool, adapting it as needed and based on feedback from implementation and in line with global guidance.