Evaluation of Gender Policy Implementation in UNICEF 2007

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"The day when women and girls have equal opportunities to be educated, to participate in government, to achieve economic self-sufficiency and to be secure from gender violence and discrimination will be the day when the promise of gender equality is fulfilled and UNICEF's mission of a world fit for children can be realized."

Ann M. Veneman
UNICEF Executive Director

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List of Acronyms

AfDB	African Development Bank
AIDS	Acquired Immune Deficiency Syndrome
AWP	Annual Workplans
CBO	Community Based Organisations
CCA	Common Country Assessment
CCC	Core Commitments to Children
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CIDA	Canadian International Development Agency
CO	Country Office
CPD	Country Programme Document
CPAP	Country Programme Action Plan
CPD	Country Programme Document
CPR	Country Programme Recommendation
CRC	Convention on the Rights of the Child
DAC	Development Assistance Committee
DDC	District Development Committee
DDR	Disarmament, Demobilization and Reintegration
DFID	Department for International Development (UK)
EMOPS	Emergency Operations Division - UNICEF
EPRP	Emergency Preparedness and Response Plans
ESARO	Eastern and Southern Africa Regional Office
FGM/C	Female Genital Mutilation/ Cutting
GBV	Gender-based Violence
GE	Gender Equality
GEHRU	Gender Equality and Human Rights Unit - UNICEF
GFP	Gender Focal Point
HQ	Headquarters
HRAP	Human Rights-Based Approach
HRBAP	Human Rights-Based Approach
IASC	Inter-Agency Standing Committee
IDP	Internally Displaced People
ILO	International Labour Organisation
IMEP	Integrated Monitoring and Evaluation Plan
LFA	Logical Framework Analysis

MDG	Millennium Development Goal
M & E	Monitoring and Evaluation
MPO	Master Plan of Operations
MTSP	Medium-Term Strategic Plan
NORAD	Norwegian Agency for Development Cooperation
NCW	National Commission on Women
NGO	Non-Governmental Organisation
ODA	Official Development Assistance
OLDS	Organizational Learning and Development Section
PERs	Performance Evaluation Reports
PPPM	Programme Policy and Procedure Manual
ProMS	Programme Manager System
PRSP	Poverty Reduction Strategy Paper
RBM	Results Based Management
RO	Regional Office
SICs	Specific Intervention Codes
SITAN	Situational Analysis
SitReps	Situation Reports (Emergencies)
SPLA	Sudan People's Liberation Army
SPLM	Sudanese People's Liberation Movement
SPO	Senior Programme Officer
SSDDRC	Southern Sudan DDR Commission
SWAp	Sector Wide Approaches
TACRO	Latin America and Caribbean Regional Office
TORs	Terms of Reference
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNGTG	United Nations Gender Task Group
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
USAID	United States Agency for International Development
UXO	Unexploded Ordnance
WEEF	Women's Equality and Empowerment Framework

Executive Summary – Evaluation of Gender Policy Implementation in UNICEF

Overall Assessment

UNICEF has failed to implement its 1994 gender policy systematically due to the way UNICEF has chosen to implement gender mainstreaming, as opposed to any inherent weakness in gender mainstreaming as an approach. The failure has been in the organization's understanding of what is actually required to mainstream gender equality in a development programming and emergency context. Despite the multiple institutional weaknesses identified by the evaluation, UNICEF has still been able to generate many good practices in gender equality programming. However, these tend to be the result of individual efforts and there is no system in place to ensure that they are shared throughout the organization or scaled-up beyond a national level.

Context and Purpose

It is not possible for UNICEF to achieve its core goals without addressing gender inequality at multiple levels. There is a strong correlation between increased gender equality and the achievement of MDG 4 (to promote early child survival) and other MDGs. In recognition of this, UNICEF's 1994 gender policy notes that, "*the social economic situation of women, as de facto managers of households, income earners, caregivers of family health…profoundly affects efforts [in] infant and child mortality and nutrition*".[1]

UNICEF commissioned a global evaluation of UNICEF's gender policy in March 2007. UNICEF's Evaluation Office managed the evaluation and was supported by a reference group led by Deputy Executive Director Kul Gautam. The evaluation's purpose was two-fold: firstly to identify the organization's strengths and weaknesses in relation to the integration of gender equality in UNICEF's programming; and secondly, to identify good practices in gender equality upon which UNICEF could build effective future programming. The evaluation represents the second step in a three-part process. The first, also led by the Evaluation Office, was a self-assessment of UNICEF's gender policy implementation in five Country Offices (CO) and one Regional Office (RO).[2] The third step will be a consultative strategic planning process based on the evaluation results and the priorities for change that UNICEF identifies. This latter process will be led by the Gender and Human Rights Unit.

This global gender policy evaluation takes place in the context of the UN Reform process and at a time when many multilateral and bilateral institutions are reconsidering their gender mainstreaming and integration processes. *Gender mainstreaming* here refers to the process of assessing the implications for women, men, boys and girls of any planned action, policies or programs, in all areas and at all levels to make women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres with the goal of achieving gender equality.

[1] "Gender Equality and Empowerment of Women and girls: A Policy Review" (E/ICEF/1994/L.0005),
[2] The self-assessment exercise took place in five country offices and one regional office: Barbados, Egypt, Kenya/ESARO, Pakistan and Turkey

A recent NORAD study, which summarises the conclusions of gender equality evaluations from nine different aid agencies, found that gender mainstreaming has not been particularly effective due to lack of priority, resources and accountability; insufficient institutionalisation and poor systematic reporting of gender equality results. In addition, the new aid modalities have diverted attention away from gender equality issues.[3]

Similarly, UNICEF's self-assessment exercise found that the gap between policies and their implementation at country level is partly due to a lack of financial and technical resources; insufficient capacity and tools within the organisation; and unclear systems of accountability for implementing the gender mainstreaming strategy at all levels. Furthermore, there has been no clear corporate strategy for mainstreaming gender equality, which has often led to ad hoc and individual approaches causing inconsistent integration of sex-disaggregated data and use of gender-sensitive language.

UNICEF therefore requested that the Evaluation Team seek evidence to confirm (or otherwise) the conclusions of the self-assessment exercise, the NORAD study, and the additional issues identified during the Inception phase of the evaluation. To do this, the evaluation collected evidence on UNICEF's gender policy implementation from interviews at UNICEF Headquarters, telephone interviews with Regional Offices and other international staff, an intranet discussion and two institutional surveys. The Evaluation Team also conducted six in-depth country case studies in Jordan, Moldova, Uganda, Mali, Nicaragua, and Nepal. This was complemented by an extensive document review to analyze how UNICEF's gender policy has been applied in both development and emergency programming. The Evaluation Team provided an institutional analysis from the perspective of organizational commitment, accountability, capacity and funding.

1994 Gender Policy

Overall the evaluation found that UNICEF has not been implementing its gender policy either systematically or effectively. Many UNICEF staff either have not read the policy or are not aware that it even exists. Those who have read the policy, found that it was not readily accessible to either UNICEF staff or the public and that it is not easy to read or well presented.

On the more positive side, the evaluation confirmed that the gender policy adopted in 1994 still contains core elements that remain relevant for UNICEF. These include the promotion of a gender equality approach, support for the continued need for gender-specific interventions in some contexts, special attention to the girl child and the promotion of women's rights and empowerment. It is still however necessary for the policy to be updated. From a conceptual perspective, revision to make the policy more inclusive of the gender-based needs and vulnerabilities of men and boys, as well as consider how men and boys' roles and status interact and affect the situation of women and girls would be advisable. The gender analysis model the policy promotes, while highly innovative in 1994, therefore needs to be adapted to reflect this more inclusive approach. To help staff interpret how to apply and operationalise the policy, it also needs to be accompanied by an operational framework and set of gender analysis tools

[3] NORAD. 2005. Gender and Development – a review of evaluation reports 1997-2004.

focused on the different contexts and sectors in which UNICEF works.

Although the policy explicitly states that UNICEF staff should promote women's rights and empowerment, this principle has not been communicated clearly to staff by senior management. Therefore many staff report confusion about whether they should be focusing their work solely on children's rights, or on both women's and children's rights. Some were also unclear about the links between the Convention on the Rights of the Child (CRC) and the Convention on the Elimination of Discrimination Against Women (CEDAW) in their work and would like clarification of UNICEF's position on these issues.

Some staff also do not distinguish between UNICEF's gender policy in programming and its staff gender parity policy. There is also a degree of backlash associated with the staff parity policy and this has negatively affected the implementation of the gender equality programming policy in some cases. UNICEF could address these problems by clarifying the different rationale of the staff gender parity and gender equality programming policy to its staff more clearly. In particular, UNICEF management needs to state the business case for its 1994 gender policy and highlight the links between increased gender equality, the achievement of UNICEF's core mandate and the MDGs.

Commitment
The evaluation found that UNICEF staff have a strong commitment to social justice. For some individuals this also encompasses a similar commitment to gender equality. This, however, is not an automatic set of values that are fully internalized within UNICEF personnel. Instead, the Evaluation Team found individual pockets of excellence in each CO visited, which has led to an ad hoc implementation of UNICEF's gender policy.

Staff interviewed at all levels had serious concerns about whether the individual staff commitment to gender equality encountered by the Evaluation Team was shared by UNICEF's most senior management. They repeatedly stated that they felt this institutional executive commitment was both essential and was currently missing.

As an example, several staff noted that gender equality is not clearly visible in the current MTSP. This is primarily as it is not integrated into any Focus Areas – except education. There are, however, some key performance indicators related to gender assessment and the MTSP also includes a key strategic approach that links rights-based approaches and gender equality. Nevertheless, the lack of an explicit integration of gender equality into all of the Focus Areas makes it more challenging for the Regional Offices to provide effective oversight of the integration of gender equality in programming at the CO level.

In addition, while ten years ago UNICEF was perceived as a leader in the promotion of gender equality within the UN system, there has been considerable slippage over the past decade. For example, while UNICEF is still active in promoting gender equality in some inter-agency task forces, there are currently significantly less resources allocated to gender staffing, and the shift of GEHRU to Policy from Programmes has weakened its link to programme staff at the CO level – and almost to the point that the Unit is invisible at the field level. The Unit itself is significantly under-resourced, particularly in comparison to other UN agencies with a significant gender equality mandate. In the words of one Regional Advisor, "*gender has been mainstreamed into invisibility*".

Challenges of Applying a Gender Mainstreaming Approach

Gender mainstreaming is not an easy strategy to implement. Therefore to ensure its systematic implementation UNICEF needs to reiterate its commitment to gender mainstreaming frequently. Otherwise, the strategy readily gets lost among competing priorities in favour of those that take less time to implement, or for which there is either a more pressing requirement to comply or greater institutional rewards. Some staff also reported that they feel stigmatized when they promote increased gender equality and that they do not perceive it to be an institutional priority.

Other challenges include the fact that gender mainstreaming requires that each programme conduct a sophisticated analysis of complex social and economic relations at multiple levels of society, which goes well beyond counting numbers of male and female participants. This takes time, expertise and money. If any of these factors are missing, this limits the effectiveness of the gender mainstreaming process. In UNICEF the time to conduct gender analysis is scarce and there are almost no specialized gender positions to support the process in the organization. Funding for gender equality inputs in programming is less of an issue, but it does remain vulnerable to reallocation to other budget lines. These patterns are also a reflection of UNICEF's limited institutional commitment to its own gender mainstreaming strategy and policy.

Another factor contributing to the poor implementation of a gender mainstreaming strategy is that the analytical process required in gender analysis often indirectly leads to having to examine one's own personal values and relationships from a gender lens. As this touches people at a highly personal level, it leaves some feeling threatened or uncomfortable. An effective gender integration process also challenges existing power relationships and asks staff to actively develop a means to change these. Consequently, none of these are easy processes to implement. Some staff also regard the promotion of increased gender equality as a form of cultural interference. This begs the question of why it is acceptable for UNICEF to support many other development interventions which are also based on the need to change cultural beliefs and practices. There is also a belief among some staff that gender analysis is a luxury that can be addressed only after all the other programme priorities have been taken care of. The other challenge is that for many people gender as a term has come to be associated solely with 'women and girls' and they do not see the connection with the situation of men and boys.

Capacity

Limited Capacity in Gender Equality

Currently, because UNICEF's commitment to gender equality is more at the individual than institutional level, it has not translated into the allocation of adequate specialized human and training resources. As a result, UNICEF's capacity in gender equality programming is quite limited. The organization has only a tiny handful of programme staff with a specialized background in gender equality (two at the P3 and P4 level at HQ in GEHRU, and half a position in the American and Caribbean regional office). This, and the lack of a critical mass of general programme staff who understand how to integrate gender equality into programming, means that UNICEF does not currently have sufficient resources in place to support the implementation of its gender policy.

Staff Understanding of Gender Equality Concepts and Processes

Gender mainstreaming approaches are based on the premise that all staff members are

responsible for ensuring that gender equality is integrated into their specific areas of work. In UNICEF however, less than half of the programme staff have received gender awareness or gender analysis training. The training that they have received has also not been sufficient to give them the skills they need to integrate gender equality into programming. They are also struggling to integrate gender equality effectively into UNICEF's other programming approaches (Human Rights-Based Approaches and Results Based Management). The complexity involved in addressing all these processes at the same time, combined with the perception that gender equality is not a strong institutional priority, has contributed to gender equality issues being neglected in programme proposals, work plans and monitoring.

UNICEF's programme documentation, particularly those components related to results statements and key performance indicators, tends to aggregate 'children', 'adolescents', 'community members', etc. instead of disaggregating each of these categories by sex. Without this differentiation it is not possible for UNICEF staff to measure the impact of the programmes it supports on specific groups of men, women, girls and boys. The other conceptual challenge is that many UNICEF staff believe that since UNICEF programmes directly target "women and children", they automatically promote increased gender equality. However, unless a programme has analyzed the underlying structural and cultural reasons for gender disparities for both sexes and has designed initiatives that specifically address these, there is no guarantee that UNICEF programming will not be reinforcing or even contributing to existing inequalities.

Effective gender integration processes require sufficient resources to build staff capacity for gender analysis, as well as a systematic way to capture and share successful experiences related in gender equality programming. UNICEF staff indicated that they were quite open to learn more about how to integrate gender equality in programming. Those interviewed repeatedly pleaded for any future gender equality guidance to focus on practical tools that are easy to use, such as how to develop qualitative, gender-sensitive monitoring indicators.

Human Resource Challenges

Another systemic challenge is that UNICEF staff are overstretched and a great deal is expected of them in a fairly process-heavy mode of operation. In this context, many staff fear that integrating gender equality in programming more systematically will increase their workloads.

Therefore UNICEF needs to develop and implement a systematic programme to increase general staff capacity in gender analysis and gender-sensitive monitoring and build the capacity of its managers and programme staff to mainstream gender equality effectively. UNICEF also needs to support this process by hiring additional internal gender expertise, at a minimum at the HQ and regional levels.

The caveat here is that UNICEF cannot expect to turn its staff overnight into gender experts through their participation in short two to four day gender analysis workshops, anymore than it would be possible to turn it programme staff into water, HIV, health, nutrition, child protection or policy advocacy experts with such limited training. Instead, and since the integrating gender equality in programming is a crosscutting issue, staff need to be able to (at the very least):

- Conduct a basic gender analysis in their sectors of responsibility
- Recognize when they need to call upon more in-depth gender expertise for support of the gender analysis and gender integration process in programming
- Identify strategic entry points in the programming process to integrate appropriate gender inputs and know how to apply the results of gender analysis to programming
- Develop results statements and performance indicators that are genuinely gender-sensitive and go beyond counting male and female participants
- Advocate gender equality issues effectively with national partners.

Accountability

There is a general lack of accountability for implementing UNICEF's gender policy. Managers at all levels do not consistently enforce or provide support for the integration of gender equality in programming. In general, UNICEF defines staff responsibilities to support gender equality quite vaguely. This is the case even for staff who serve as Gender Focal Points who, except at the HQ level, do not have clear Terms of Reference and little or no clarity about what is expected of them.

Few managers or programme staff include gender equality as a key assignment in their annual objectives unless they are Gender Focal Points. Nor is the understanding of, or experience in, gender equality considered as a factor in the recruitment of most staff. This lack of accountability has contributed to there being few cases where UNICEF has used strategic programming to address gender equality issues.

Consequently, UNICEF urgently needs to address the accountability issue at all levels and have its senior managers send a clear message that they will be holding all staff accountable for integrating gender equality into their particular areas of responsibility. A mechanism that has proven effective for doing this in other institutions is to institute a gender equality sign-off system in which funding for programming is not approved unless the programme design shows clear evidence of being based on the results of a gender analysis and includes relevant gender equality inputs with explicit performance indicators that will measure the programme's impact on gender equality in a particular context. UNICEF also needs to start holding its national partners accountable for integrating gender equality in UNICEF-supported programming in a more systematic way.

Funding

The evaluation found that it was not possible to track the amount of funding spent on gender equality initiatives readily within UNICEF's existing financial tracking systems. While these systems could be adapted to achieve this, it would require a significant investment by UNICEF. Any such reform process would also need to be linked to the tracking of gender equality results at both the qualitative and quantitative levels.

Another funding challenge is that some staff reported that funding allocated to support the type of social and attitudinal change and/or advocacy initiatives often associated with increased gender equality initiatives are sometimes vulnerable to reallocation to other budget lines. This is due to the length of time it takes to achieve results in this type of initiative. Therefore UNICEF needs to rethink its approach to the funding of gender equality inputs in programming and make longer-term commitments to these processes.

At the CO level, in general, adequate funding is being provided to support increased

gender equality in programming. As an institution however, UNICEF has seriously under-resourced its gender mainstreaming strategy. This has contributed significantly to both the dearth of gender equality expertise within UNICEF staff globally, and the organization's poor implementation of its gender policy.

Programming Processes in Development

The evaluation's CO level programming processes review confirmed that UNICEF has an important role to play in the integration of gender equality in the Common Country Assessments (CCAs). It also found that where SitAns have been implemented, this has contributed to a better gender analysis at country level. The recent revision of SitAn guidelines offers a strategic opportunity to further strengthen gender analysis at country levels early on in the programming process. This is because gender analysis in the CCA tends to be less in-depth than in the SitAns. In those CCAs where the gender content is more descriptive than analytical, the evaluation also found that it is likely to lead to a similar weakness in the UN Development Assistance Framework (UNDAF).

The CCA and UNDAF processes do, however, provide a good opportunity for UNICEF to promote increased consultations with national partners and advocate for the inclusion of priority gender equality inputs in this process. Currently UNICEF is not doing much in this regard as the emphasis is more on involving government partners. UNICEF could, however, work more with the specific ministries it supports to help bring an increased gender dimension to these processes. It could also advocate for increased consultations with civil society organizations, particularly those with a good understanding of gender equality issues in the country concerned. Where UNICEF is the lead organization for the CCA/ UNDAF process it could also advocate that its UN partners support this approach.

In general, the evaluation found that gender equality issues are insufficiently addressed in CPDs and CPAPs, although there are cases where they show a distinct improvement from one programme cycle to the next. Gender equality inputs in annual work plans and in monitoring and evaluation documents tend to be even weaker and are reported on inconsistently in Annual Reports even within the same Country Programme. Where the Annual Reports do report on gender equality results, the focus tends to be on participation levels of boys and girls or women and men. These weaknesses are linked to weak staff capacity in gender equality and a general lack of understanding of how to apply a gender mainstreaming approach within programming processes.

Even more importantly, the evaluation found that within specific programmes there appeared to be little analysis of whether programme activities would affect girls and boys, men and women differently due to their different conditions and status in life. In particular, there was limited analysis of the underlying causes of gender inequality and how these should be addressed in UNICEF programming.

Programming Processes in Emergency Contexts

The integration of gender equality in UNICEF's overall work in emergencies, while stronger in advocacy at the HQ level, at the field level is weak in terms of commitment, human and institutional capacity, accountability and the allocation of dedicated human and financial resources. Limited capacity is a particular challenge and there is a belief among some UNICEF staff that integrating gender equality in many types and phases of emergencies is a luxury, since the primary focus is "on saving lives". Many emergency preparedness plans are not informed by a prior gender analysis, and emergency staff

noted that unless this was done it was unlikely that gender equality issues would be addressed significantly in many types of emergencies - and particularly those with a rapid onset. There is also a tendency for UNICEF staff to see vulnerable groups such as women and boys and girls as groups that require services as opposed to their being actors in the emergency response process. This is compounded by the fact there is a general scarcity of personnel with expertise in gender equality in an emergency context, a problem not restricted to UNICEF.

The inter-agency approach used in emergencies poses particular challenges for the gender equality integration process. Currently at the field level UNICEF staff do not feel empowered to address the gaps in this process that exist in the main service providers in humanitarian assistance, nor do they generally have the capacity to do so. This is an area where UNICEF could take a much stronger leadership role and provide clear guidance for its field staff so that it becomes an institutionalised expectation.

EMOPS has been proactive in trying to address the many challenges UNICEF staff encounter in integrating gender equality in emergency programming. UNICEF supported the development of the 1999 IASC Gender Policy and the recently published handbook on gender in emergencies, and allocated a staff member to document good practices in gender equality in an emergency context). There are, however, sufficient gaps and weaknesses in this area to warrant UNICEF seriously considering a separate evaluation to provide a more comprehensive assessment and more in-depth guidance on areas where UNICEF could direct future efforts to strengthen the integration of gender equality in emergency programming.

Partnerships

In general, UNICEF has established a good relationship with its national, UN and donor partners. Indeed, one of UNICEF's key strengths has been its ability to foster these relationships and to act as a convenor among the multiple stakeholders involved on gender equality and other issues. UNICEF still, however, tends to limit accountability of its national partners on gender equality to reporting on male/ female participation.

There is also a general lack of clarity among the different UN partners about where the points of overlap are with regard to gender equality programming. In some countries, this is especially acute for UN agencies interacting with UNIFEM, as both UNIFEM itself and the other UN partners – including UNICEF – are not always clear who is "in charge" of the gender agenda for the UN at the national level. UNIFEM, while having considerable expertise in this area, does not have the resources to support significant national programming and consequently has focused on supporting innovative pilot programmes and encouraging other agencies to fund these initiatives. At the HQ level, UNIFEM sees UNICEF as a critical partner whose real strength is in policy advocacy.

To help address this 'mandate overlap', UNDP, UNFPA, UNIFEM and UNICEF have recently prepared a 'complementarities' paper on cooperation in gender equality. The paper was presented to the executive boards of each agency to accompany their draft strategic plans. It outlines a shared understanding of the common objectives and individual contributions of each agency with regard to gender equality results. To build upon this work, the four agencies are now developing common gender training materials to promote coherence at field level and have made a commitment to take further steps to work towards greater complementarity.

Another mechanism UNICEF could use to facilitate joint country level efforts is the UN Gender Theme Group (UNGTG). An important first step would be for these diverse agencies to develop a consensus on which agency is responsible for what at both the HQ and CO.. For example, while it is clear that UNICEF is supposed to be working with the girl child, there is potential overlap with the UNFPA in reproductive health for male and female adolescents and with UNIFEM for programmes that promote a reduction in gender-based violence or increased rights for women. These agencies could discuss how to address this division of labour within the context of the UNGTG and develop specific joint programming initiatives based on their mutual strengths.

Good Practices

Despite the multiple institutional weaknesses identified by the evaluation, UNICEF has still been able to generate many good practices in gender equality programming. However, these tend to be the result of individual efforts and there is no system in place to ensure that they are shared throughout the organization or scaled-up beyond a national level. This is not a failing peculiar to gender equality, but as the recent organizational review pointed out, a more generic weakness of UNICEF.[4]

The evaluation found that the most effective good practices in gender equality are those which stress a strategic approach that is inclusive of men and boys, and which advocates evidence-based policy informed by community level needs and priorities. They also include a range of initiatives designed to address both strategic gender interests and service delivery that addresses relevant basic needs. These initiatives focused on strengthening the rights of boys, girls, men and women, and early gender socialization and adolescent empowerment appear to have been particularly effective in increasing gender equality in diverse contexts. Good practices related to integrating gender equality in processes within UNICEF have focused on ensuring that the responsibility for gender equality is allocated to more than one person within a CO or RO, where senior staff help coordinate this process and ensure accountability.

The evaluation also identified good practices related to the integration of gender equality in emergencies context, particularly with regard to addressing gender-based violence issues. Many of these practices were undertaken in the 1990s and had not been documented, and like the good practices in development programming, were not necessarily a systematic part of current practice. Chapter 3 in the Appendices provides a summary analysis of these good practices in both development and emergency programming.

Conclusions

> **"Gender Mainstreaming** is a globally accepted strategy for promoting gender equality. Mainstreaming is not an end in itself but a strategy, an approach, a means to achieve the goal of gender equality."

[4] Giving Works. 2007. UNICEF Organizational Review – Synthesis Report: Findings and Summary Recommendations.

Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI), United Nations[5]

UNICEF has failed to implement its 1994 gender policy systematically due to the way UNICEF has chosen to implement gender mainstreaming, as opposed to any inherent weakness in gender mainstreaming as an approach. The failure has been in the organization's understanding of what is actually required to mainstream gender equality in a development programming and emergency context. Consequently, UNICEF has significantly under-resourced the gender mainstreaming process and has not built in effective accountability mechanisms. This problem has become worse in the past ten years and the organization's commitment to gender mainstreaming at the most senior levels has either flagged or has not been communicated effectively to managers and programme staff at the regional and country levels.

The main consequence of this failure is that UNICEF is not achieving the optimum results it could and faces the prospect of some programmes either reinforcing existing gender inequalities or else failing to meet their objectives. If UNICEF continues to implement its gender policy with the same ad hoc approach in the future, it will further undermine programming effectiveness and waste a significant amount of institutional resources. It will also cost lives.

The specific challenges that UNICEF faces in implementing its gender policy and applying a gender mainstreaming approach include the following:

- A perception on the part of UNICEF staff that there is a lack of clear political will to support increased gender equality at senior management levels.
- Staff are not being held systematically accountable for integrating gender in programming in either a development or emergency context.
- Many gender integration inputs in programming processes are inadequate to the task required or are not applied by staff in a systematic way where the existing guidelines or procedures are adequate and clearly stated.
- Limited staff capacity in gender equality, particularly gender analysis.
- Limited staff access to specialized gender expertise.
- Limited institutional rewards for promoting gender equality in programming.
- Lack of communication within the institution about what is UNICEF's position on the promotion of women's rights within the context of a child-focused organization.
- Lack of clarity regarding the role of gender focal points at all levels.
- Lack of clarity within UN organizations regarding which ones should be responsible for which types of programming related to women's rights and empowerment and where UNICEF fits in this spectrum.

The root causes of these challenges include:

- The overall complexity of implementing gender mainstreaming strategies which to work effectively, call for a significant transformation in the way an institution works and a major allocation of human and financial resources
- Difficulty in maintaining the momentum and interest generated by the 1995 World Conference on Women in Beijing for more than ten years
- Low levels of training of UNICEF staff in gender analysis

[5] http://www.un.org/womenwatch/osagi/gendermainstreaming.htm December 2007.

- A system-wide tendency to reward administrative efficiency over innovative and substantive programme content
- The fact that each programme requires an individual, customized solution to promote increased gender equality within the specific sectoral and cultural context
- The fact that gender equality programming often needs a long-term view and funding commitment and that many of the funders of UNICEF programming only provide funding for three to five year periods of time
- Gender equality programming, since it explicitly seeks to change cultural values and power relationships often encounters more resistance than economic development programming (even when the latter has a similar effect).

On the plus side however, the Evaluation Team still concluded that UNICEF has a much stronger base on which to build more effective gender equality programming than many other multilateral and bilateral institutions. This is due to:

- High credibility among partners, public and donors and a strong relationship with civil society organizations.
- A strong field presence that contributes to collection of sex-disaggregated data and a greater understanding of the local conditions that help determine the gender equality programming inputs needed.
- High staff commitment to promoting social justice in programming, with many staff being open to working more actively to promote increased gender equality.
- UNICEF's life cycle and right-based approaches that could be readily adapted to be more inclusive of gender equality issues.
- A strategic approach to programming which can lead to innovative programming that addresses some of the underlying causes of gender disparities.
- A critical mass of individual leaders and managers who promote the integration of gender equality in programming.

UNICEF is also in a unique position in that its staff have to address gender equality issues to fulfil the organization's mandate as it is not simply not possible to improve children's quality of life in a sustainable way without actively working to increase gender equality. This applies to both female and male children as both sexes face different gender-based challenges at different stages of their lives. It is also not possible to address the problems facing children without understanding and addressing the primary gender equality issues confronting their parents. This is because these issues affect the ability of mothers and fathers to act as effective parents and as parents stand as role models for their children. Thus if mothers are perceived to have less rights than the fathers and sons in the family, both sexes of next generation grow up internalizing that this is an acceptable way to treat women and girls and that it is normal for boys and men to dominate both at the household and societal level. Men and boys also pay a high price for this imbalance in terms of higher levels of stress-related diseases due to the general perception and pressure that they have to serve as the family breadwinners.

UNICEF's 1994 gender policy was unique in that it combined a focus on increased equality in programming with a life cycle and rights-based approach. While the policy needs to be updated in some areas, the real problem does not lie with its main tenants and principles. Rather the situation is that UNICEF needs to recognize that to fulfil its core mandate its gender policy has to be one of its priority focus areas and for the organization to treat its operationalization accordingly.

Recommendations

The challenge that lies ahead is how to harness the tremendous work being done to promote gender equality by a talented group of individuals within UNICEF and how to find ways to ensure that this becomes part of the normal operating standards and ethos of the organization for which all staff are held accountable. To do this UNICEF needs to seriously consider the following recommendations:

Policy

It is recommended that:

1. UNICEF maintains the core elements of its 1994 Gender Policy (promotion of gender equality, continued support for selected gender-specific programmes, special attention to the girl child), but update the policy to also reflect:
    a. A clear rationale and business case for UNICEF continuing to promote gender equality in its programmes
    b. Reiteration of UNICEF's position on the promotion of women's rights and empowerment
    c. The need to include gender issues affecting men and boys
    d. A conceptual framework that clearly outlines and analyzes the complementarity with HRBAP, RBM and gender equality, including the interface between the CRC and CEDAW and gender equality
    e. UNICEF's position on integrating gender equality within emergency contexts
    f. A requirement for an annual report back mechanism to the Executive Board

    To help operationalise the policy, it also needs to:

    g. Be translated into all of the UN official languages
    h. Be accompanied by operational guidance by sector
    i. Provide operational guidance on gender equality issues within both the development programming sectors and in emergency contexts
    j. Include an updated approach to gender analysis in programming that is rights-based, inclusive of men and boys, and takes a life cycle and settings approach
    k. Be produced in two versions: i) a short version that states core principles and serves as a fundamental platform statement, and; ii) a longer version that explains the policy in more detail to capture the complexity and importance of UNICEF's gender equality work.

2. UNICEF seriously considers adopting new language and terminology which reflects exactly what UNICEF is trying to achieve with its gender equality policy, e.g., speak about increased equality between women and men and boys and girls in specific contexts as opposed to using the more generic term "gender equality".

Strategy

3. UNICEF's Executive Director restate UNICEF's commitment to promoting increased gender equality and communicate this message clearly to UNICEF staff, particularly

senior management, and establish a senior-level Gender Policy Revitalization Task Force with the authority to make significant changes as needed, accompanied by adequate funding and human resources.

4. UNICEF's Executive Board ensures that gender equality is visibly and explicitly integrated as a crosscutting issue in the MTSP in all focus areas and relevant indicators as a part of the 2008 mid-term review process.
5. The Executive Board agenda includes gender equality as a regular agenda item on which different UNICEF actors are required to report regularly.

Accountability

6. UNICEF builds in significantly stronger accountability systems at all levels for integrating gender equality into its programming and for the achievement of gender equality results – including potentially a mandatory gender equality review and sign-off system for the approval of programme documents and funding.
7. UNICEF instructs its managers to ensure that the PERs of each person they supervise include gender equality program skills development and key assignments related to gender equality integration as appropriate for the specific position and that senior management hold its managers accountable for doing so.

Staffing and Gender Expertise

8. UNICEF appoints a full time Regional Gender Equality Advisor position in each Regional Office and ensure that they have at least some expertise and awareness of gender and emergencies, plus reinstate the biannual regional gender focal point meetings and builds the capacity of all Regional Advisors to provide feedback on gender equality issues to the COs for their sector of responsibility.
9. UNICEF adds at least three senior gender specialist positions to the Gender Equality and Human Rights Unit, including one with particular expertise in gender and emergencies, and upgrades the position of its head to the D1 level.
10. Strengthens gender capacity in an emergency context substantially in EMOPS HQ/RO and COs, including appointment of a Senior Gender Advisor (P-5) within and by embedding gender capacity in the different clusters.
11. That UNICEF revises its generic job descriptions to explicitly include responsibility for gender equality in programming; ensures that recruitment processes include questions about candidates' understanding of and experience in gender equality; and makes staff performance on gender equality one factor to be considered in decisions about promotions.
12. UNICEF develops a roster of male and female regional and national gender specialists with gender expertise in specific areas (e.g., gender and emergencies, gender and water and sanitation, gender and nutrition, gender and education, etc.) who could be called upon to support the ROs, COs and national partners.
13. UNICEF strengthens its Gender Focal Point system by developing a clear set of TOR that focus on the GFP role in disseminating gender-related information to their colleagues and by both the Regional and Country Offices adopting a gender task force model which calls for a GFP in each programme area who would report to a lead GFP at the Deputy Representative or Deputy Regional Director level.

Capacity Building and Training

14. UNICEF develops a comprehensive gender equality capacity building programme for its staff at all levels, including mandatory on-line training on gender analysis, gender in emergencies for all programme staff and managers, as well as the reinstitution of an introductory corporate gender training programme and the revision of training for senior managers to ensure that it includes relevant gender equality components.

15. UNICEF revises its existing gender tools and checklists for integrating gender equality into development and emergency programming and where there are gaps, develops easy-to-use sector-based guidance, tools, checklists, and performance indicators on gender equality in programming and distributes these to staff at all levels.

16. UNICEF captures, validate and share lessons learned, good practice and experience in gender equality programming in both development and emergency contexts by setting up diverse knowledge management systems, e.g., conducting exit interviews with outgoing staff to ensure that corporate memory related to good practices gender equality is not lost; establishing an active intranet peer self-help discussion group (possibly in collaboration with the UNDP); working closely with other UN agencies to exchange good practices and strategies; asking GEHRU and EMOPS to disseminate this information regularly to the Executive Board, member states, ROs, and COs.

Development Programming

17. Makes gender analysis a mandatory element to inform both development and emergency programme planning processes.

18. UNICEF undertakes a review and revision of the PPPM, SitAns, and Mid Term Reviews to ensure that the gender equality guidelines are effective tools to help guide the integration of gender equality into all programming processes and documents.

19. UNICEF assesses key gender disparities affecting men and boys within the context of its mandate and ensures that country programmes address these issues as needed.

20. The ROs work with COs to develop regional and sub-regional gender equality strategies and action plans, and that each Country Programme Document contain an explicit and funded strategy as part of UNICEF's contribution to gender equality as part of its approach to development cooperation and humanitarian assistance.

Integrating Gender within an Emergency Context

21. UNICEF undertakes a more in-depth evaluation of the organisation's work integrating gender in emergency programming to serve as a comprehensive diagnostic of the gaps and challenges and provide the foundation for the formulation of a forward-looking strategy focused on UNICEF's specific needs in this area.

22. Reviews and revise the CCCs and the *Emergency Field Handbook: a Guide for UNICEF Staff* to ensure they provide effective guidance on integrating gender in the different phases and types of emergencies – especially with regard to how to conduct gender analysis to support emergency preparedness and assessment processes; how to consider gender equality issues in the cluster approach; and how to explicitly identify vulnerable groups by sex and age groups within diverse emergency contexts.

23. UNICEF makes the decision to act as an advocate for the integrating of gender equality in the different types and phases of emergencies with its inter-agency partners and provides its field staff with clear directions on how they could be playing a leadership role

within the coordination process required for this to be effective, e.g., by holding stakeholder consultations on the recently released IASC *Gender Handbook on Humanitarian Action*.

Financing Gender Mainstreaming

24. Ensures there is a dedicated core resource budget allocation to bolster UNICEF's gender mainstreaming processes and to demonstrate its commitment to this process by limiting external funding to no more than 50% of the total. Given the scope of gender mainstreaming as a crosscutting strategy and the serious weaknesses in UNICEF staff capacity in this area, UNICEF should consider developing a major capacity-building initiative for gender equality similar in scale to the *DFID-UNICEF Programme of Cooperation to Strengthen UNICEF Humanitarian Response Capacity*.

UN Coherence

25. UNICEF should work more actively at the UNCT levels to develop a common approach to gender equality, including increased support for joint initiatives such as the CO-based UNGTGs, e.g., UNICEF could commit more significant and stable human and financial resources to the UNGTGs to support the implementation of an annual workplan that goes beyond organizing International Women's Day activities to include tasks such as monitoring gender equality inputs in the CCA and UNDAF.

Engagement with Partners

26. Reviews the track record of its partners and their expertise in gender equality and map potential new "gender" partners to involve in UNICEF's planning and programming processes at the global, regional and national levels.

27. Considers working with donor and UN partners to use its DEVINFO and other field-based data collection systems to help monitor the gender equality impact of direct budget support as one means of reversing the trend of the new aid architecture's shift away from attention to gender equality issues.

UNICEF EVALUATION OF GENDER POLICY IMPLEMENTATION – MAIN REPORT

"Gender has been mainstreamed into invisibility."
UNICEF Regional Advisor

CHAPTER ONE: BACKGROUND & METHODOLOGY

1. Introduction

It is widely recognised that there is a strong correlation between gender equality and development outcomes. The World Bank, in particular, has documented the strong correlation between increased gender equality and increased GDP and the corresponding drop in maternal and infant mortality.[6] Their work has also noted the high cost of intra-family violence on national productivity and family income, both factors that affect child survival and development.[7] Similar correlations can be found at the community level.

Foremost among the costs of gender inequality is its toll on human lives and the quality of those lives:

- There are 60-100 million fewer women and girls alive today than there would be in the absence of gender discrimination
- Mothers' illiteracy and lack of schooling directly disadvantages their children. Low schooling translates into poor quality of care for children and then higher infant and child mortality and malnutrition.
- Mother's with more education are more likely to adopt appropriate health-promoting behaviors, such as having children immunized.
- As with mothers' schooling, higher household income is associated with higher child survival rates and better nutrition.
- Putting additional incomes in the hands of women within the household tends to have a larger impact than putting that income in the hands of men.

Source: World Bank. 2001. *Engendering Development through Gender Equality in Rights, Resources and Voice,* Oxford University Press, Oxford

Gender inequalities also impose costs on productivity, efficiency and economic progress. By hindering the accumulation of human capital in the home and labour market, by systematically excluding women or men from access to resources, public services or productive activities, gender discrimination diminishes an economy's capacity to grow and to raise living standards for men, women, girls and boys. These conclusions are supported by careful analyses of household survey data that accounts for other factors.

Gender equality is also crucial to the fulfilment of UNICEF's mandate and programming, and UNICEF's key objectives cannot be achieved without a corresponding increase in

[6] World Bank. 2003. Challenges and Opportunities for Gender Equality in Latin America and the Caribbean. Washington D.C.

[7] A study in 1997 Nicaragua found that all forms of domestic violence reduced women's earnings by $US29.5 million. This corresponds to 1.6% of the 1996 GDP (not including the multiplier effects of lost earnings). World Bank. 2003. op. cit.

gender equality for both sexes. For instance, even a cursory review of the Medium-Term Strategic Plan (MTSP) shows that for UNICEF programming to be effective, gender equality is an important consideration in each focal area:

- ***Young child survival and development:*** There tends to be to higher mortality rates amongst male babies under the age of one. Plus, in some cultures, there are clear differences in the nutritional levels of boys and girls under five; whether a poor family decides to allocate scarce family resources for health care for young male or female children may be determined by the perceived value of that child to the family in the long-term (e.g., Will a boy be expected to contribute to family support? Will a girl's future labour be "lost" to marriage and integrated within another family?).
- ***Basic Education and gender equality:*** While gender differences in enrolment are dropping rapidly at the primary school level, there remain quite severe at the secondary level. In middle income countries, boys are rapidly falling behind girls in terms of overall performance.
- ***HIV/AIDs and children:*** Older girls in families where the parents have died are at particular risk of being pulled out of school to help care for their siblings, plus older boys tend to have to work to support the family. Also, HIV symptoms often emerge differently for male and female, and consequently, may not be detected as soon in girls as they are for boys. This can lead to delayed treatment and higher female mortality rates.
- ***Child protection from violence, exploitation and abuse:*** More girls are trafficked for purposes of sexual exploitation than boys; and while both boys and girls are at risk from family violence, incidents of violence for boys may be more brutal with girls more physically vulnerable to serious injury.
- ***Policy advocacy and partnerships for child's rights:*** All advocacy efforts need to take into account the fact that boys and girls may have different access to and awareness of their rights due to their relative status in society.

> We could be, and could have been, much more effective in dealing with HIV/AIDs if we had taken the view that patriarchy is a major factor in the spread of the pandemic. It is probably the single most important reason why there are so much higher rates of infection in Eastern and Southern Africa.
>
> Senior Manager - UNICEF

Given the strong link between increased gender equality and the achievement of Millennium Development Goal (MDG) 4 (i.e. to promote early child survival) amongst others, UNICEF decided to conduct an evaluation to assess the effectiveness of its gender policy in programming and programming processes. The evaluation was commissioned and managed by UNICEF's Evaluation Office (EO) and funded by the Division of Policy and Planning. The evaluation represents the second step in a three-part evaluation and reflection process. The first step, led by the Evaluation Office, involved a self-assessment exercise in five Country Offices (CO) and one Regional

Office (RO).[8] The third step is a strategic planning process that will follow the global evaluation.

The Evaluation Team was requested by UNICEF to confirm the main issues identified by the self-assessment exercise. These include several key challenges that are currently faced by UNICEF:

- The existing gap between corporate policies and their practical implementation at the Country Office level is partly due to a lack of financial and technical resources.
- Support for gender mainstreaming is often hampered by the perception that it is a complex and a redundant strategy in the face of high workloads.
- The unconditional support of senior managers at the CO level is necessary for effective implementation of the policy.
- Accountability for implementing the gender mainstreaming strategy at all levels is not clearly or explicitly defined in job descriptions, Performance Evaluation Reports (PERs) and Terms of Reference (TOR).
- CO strategies do not exist for implementing UNICEF's institutional policy; therefore, individual and ad hoc strategies are utilized and have led to the inconsistent integration of sex-disaggregated data and gender-sensitive language.
- The gender mainstreaming tools and guidelines currently available are not meeting the needs of COs.
- Capacity building and knowledge management systems for gender mainstreaming are not providing enough information to build staff competency to effectively implement the policy.
- Interactions with national counterparts, the UN system, donors and civil society provide opportunities to promote, advocate, coordinate and build Gender Equality (GE) capacity to realize national level GE results and learn from the gender mainstreaming experience of others.
- Not all staff understand that gender mainstreaming is an institutional strategy.

This evaluation also follows a series of gender audits of programming supported by the World Bank, Sida, UNDP, ILO, DFID, the European Commission, and the OECD from 1997 to 2004. These audits found that gender mainstreaming strategies have not been sufficiently effective because:

- Work on institutionalizing gender equality has had low priority.
- Insufficient resources were allocated to implement gender policies and strategies.
- The focus in these institutions has shifted to other areas.
- There is no systematic reporting of gender equality results.
- The decentralization of aid to embassies or country offices and the new aid modalities that focus on harmonization and budget support have diverted attention away from gender equality issues.[9]

[8] The self-assessment exercise took place in five country offices and one regional office: Barbados, Egypt, Kenya/ESARO, Pakistan and Turkey.
[9] NORAD. 2005. Gender and Development – a review of evaluation reports 1997-2004.

At the time of commissioning this gender policy evaluation, UNICEF was not expecting markedly different findings to those from either its own self-assessment exercise or the recent NORAD study. However, the EO and Gender Equality and Human Rights Unit (GEHRU) decided that an evaluation was necessary to further identify the UNICEF's institutional strengths and weaknesses with regard to integrating gender into programming. This more in-depth understanding could then be used as a foundation for developing ways to more effectively address specific issues, as well as provide an informed basis for the upcoming Strategic Gender Equality Action Plan.

The findings from this evaluation are presented in this report as follows:

Main report:
- Chapter One: Background and Methodology
- Chapter Two: Major Findings and Recommendations

Appendices:
- Chapter Three: Good Practices in Gender Equality Integration in Programming
- Chapter Four: Country Case Studies and Emergency Programmes Review
- Annexes (detailed methodology, people interviewed, etc).

The Major Findings section of the main report is divided into several parts: (i) an analysis of UNICEF's 1994 Gender Policy; (ii) an institutional analysis of UNICEF's strengths and weaknesses with regard to gender in programming; (iii) a review of UNICEF's programming processes from a gender perspective, and; (iv) the report's conclusions and recommendations. The "Good Practices" and "Country Case Study and Emergency Programmes Review" chapters are designed to complement the report's major findings and provide a more in-depth analysis of the key issues within those contexts.

1.1. UNICEF Gender Policy

Since the creation of the United Nations (UN) in 1945, the equality of women and men has been a core mandate. The Preamble to the Charter of the United Nations sets as a basic goal "*to reaffirm faith in fundamental human rights, in the dignity and worth of the human person, in the equal rights of men and women*".[10] These principles are further supported by the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and the Convention on the Rights of the Child (CRC), as well as the Declaration on the Elimination of Violence against Women and the Declaration on the Right to Development. Taken together, these core documents have helped enshrine a rights-based approach at the heart of UNICEF's mandate. The Millennial Declaration (2000) further supports these core documents, with a new commitment of Member States to GE through the MDGs. Indeed, gender crosscuts each of the MDGs.[11]

[10] See also commitments embodied in the Beijing Declaration, Fourth World Conference on Women, 1995, see http://www.un.org/womenwatch/daw/beijing/beijingdeclaration.html, paragraphs 8-10: 8.
[11] See also http://www.un.org/millenniumgoals

Historically, UNICEF has been at the forefront of pledging corporate attention to Gender Equality and the advancement of women in its policies and programmes. UNICEF was among the first UN agencies to adopt a specific policy for the advancement of women and girls in 1985.[12]

In the period just prior to the planning of the Fourth World Conference on Women in Beijing (1995) and growing global recognition of the gender dimensions of social and economic development, UNICEF's Executive Board called for a review of its Policy on GE and the empowerment of women and girls.[13] In response, UNICEF developed E/ICEF/1994/L.5, "Gender Equality and Empowerment of Women and Girls: A Policy Review". The Board adopted this review as UNICEF's official policy in 1994. It identified gender mainstreaming as the main strategy to achieve gender equality and women's rights,[14] and still serves as UNICEF's current gender policy in programming.

1.2. Human Rights-Based Approaches

In general, Human Rights-Based Approaches (HRBAP) require a shift away from direct service delivery towards supporting individuals to realize their rights and strengthening duty-bearers to fulfil their obligations. UNICEF requested that the Evaluation Team assess if this approach was compatible with a Gender Equality approach that requires the development of a continuum of support ranging from direct service delivery to advocacy at the national level. Capacity building is a case in point: Capacity building under Human Rights Based Approach refers to creating the conditions that must exist for both rights holders and duty bearers to realize their rights.[15] Capacity building under a Gender Equality approach requires providing boy and girls, men and women with the tools and capacities they need to reduce gender disparities in all spheres of human activity - social, economic, political, cultural, etc. These apparent differences are not mutually exclusive and a strong argument can be made that if human rights are not supported actively it is not possible to achieve full gender equality and vice versa. Therefore, the challenge faced by UNICEF is to determine why their promotion of rights-based approaches has not led to the systematic inclusion of gender equality issues into programming.

To assess UNICEF programming impact on women's rights and empowerment, the Evaluation Team reviewed UNICEF's processes, alongside a representative sample of programmes, to determine whether they demonstrated any evidence of change in:

- The universality and indivisibility of women's human rights

[12] The policy on women in development approved by the Executive Board in 1985 (E/ICEF/1985/L.1) recognized that women should be the focus of attention in UNICEF cooperation with Governments (E/ICEF/1985/12, paragraphs 90-94). See Para 2, in UNICEF's (1994) Gender Policy entitled "Gender Equality and Empowerment of Women and girls: A Policy Review" (E/ICEF/1994/L.0005), hereafter referred to as 1994. All paragraph references are to this document.
[13] See previous footnote 2 and Executive Summary, 1994.
[14] UNICEF's commitments regarding gender equality are set out in the UNICEF Intranet at http://www.intranet.unicef.org/PD/genderequality.nsf/bebddba2e89ddfb685256fa500598afe/24f600403645473e8525713300563404?OpenDocument
[15] UNIFEM. Dec. 2003. UNIFEM and HRBA – An Introduction. Workshop. Integrating Women's Human Rights into Results-Based Management Frameworks. Biskek, Kyrgyzstan.

- The creation of an environment that promotes equality and non-discrimination on the basis of sex
- Nation states taking increased responsibility for respecting, protecting and fulfilling women's human rights
- The development of an evolving understanding and definition of gender equality within a human rights framework.

The Team also examined the question of whether there are any gender disparities that are the result of factors that are not rights-based.

2. The Evaluation Design

2.1. Objectives of the Evaluation

As outlined by the TOR, the evaluation objectives are to:

1. Assess the relevance of UNICEF's **policies, strategies, approaches** and intra- and inter- institutional arrangements for promoting and achieving gender equality and women's rights at the country, regional and global level.
2. Assess to what extent UNICEF has the **institutional capacity** to plan for, advocate for, achieve, monitor, and report on gender equality results and determine what action would concretely strengthen this capacity.
3. Assess the extent to which UNICEF staff at all levels (both international and national) are knowledgeable of gender equality concepts and have a commitment to gender equality as a guiding principle for programming.
4. Assess how effective UNICEF has been in establishing **partnerships and developing counterpart and partner capacities** for promoting and integrating gender equality and women's rights.
5. Assess the effectiveness of UNICEF's **work in promoting and achieving gender equality** at community level, using a case study approach.
6. Identify and document **good practice examples** of gender mainstreaming within UNICEF and within other agencies from which the organisation can learn and improve practice.

2.2. Evaluation framework

The evaluation framework was developed following an Inception mission to UNICEF Headquarters (HQ) and consultations with the evaluation's Reference Group. The Reference Group consisted of a representative group of UNICEF stakeholders drawn from HQ, Regional Offices and Country Offices. The Inception mission and Reference Group processes were used to help refine the evaluation TOR, as well as to get feedback on the methodology proposed. Several members of the Executive Board were also consulted (see Annex 4 for a full list of Reference Group members). The findings from these initial consultations and the proposed evaluation methodology were set out in the Inception Report.

During the Inception mission, UNICEF staff requested that the Evaluation Team also assess a number of important concerns including:

- The perception that UNICEF has slipped in terms of its performance and advocacy in gender over the past ten years.
- Staff felt that UNICEF may be achieving significant gender equality results, but is not reporting them very well.
- Staff find gender terminology confusing and the gender policy somewhat inaccessible.
- Staff have serious concerns about gender parity issues and as they strongly associate gender parity in staffing with gender mainstreaming in programming. This blurring of lines is thought to be one factor that is blocking progress on increased gender equality in programming.
- There is some confusion about how to integrate gender equality into a Human Rights-Based Approach (HRBAP). In particular, there is lack of clarity about whether UNICEF is emphasizing women's rights as a key part of HRBAP.
- There is a need to strengthen accountability systems for gender mainstreaming and gender equality results at the management level.

2.2.1. Evaluation Criteria

The Team used a Policy Characteristics Framework as a guideline to assess the actual policy at the HQ level. To ensure consistency across the six country case studies the Evaluation Team developed the following methodology:

- An **Institutional Assessment Framework** (IAF) which included a set of institutional assessment indicators related to the integration of gender equality in programming based on four primary categories of analysis: a) Commitment; b) Accountability; c) Capacity; and d) Funding. This framework was based on the McKinsey Capacity Assessment Grid and adapted to include the standard the assessment criteria used in an institutional gender audit adapted to fit with UNICEF processes.
- A **Rights and Results assessment framework** and set of criteria to identify the types and scope of gender equality results being generated by UNICEF programming.
- A uniform set of criteria for reviewing programme-related documents at the country programme level.
- Application of an **Indicative Evaluation Framework** to help apply standard DAC evaluation criteria to the evaluation findings.

The Evaluation Team developed a set of semi-structured interview question that were directly based on these indicators and assessment tools. These questions were used in all interviews and focus group discussions to obtain the raw data against which to compare indicators and assessment criteria, as well as form the basis of the analysis that followed. This was supplemented by a detailed review of CO programme documentation based on the criteria outlined in the Rights and Results Assessment Tool and the document review section. Copies of these assessment tools can be found in Annexes 5 to 10.

2.2.2. Evaluation Questions

The key questions on which the evaluation focused are outlined in the Indicative Evaluation Framework (see Annex 10). They include a comprehensive list of questions related to UNICEF's gender policy and strategy in terms of its history, clarity, purpose, the interface between rights-based approaches and gender equality, as well as the appropriateness of gender mainstreaming as a strategy. The questions on the programming process addressed a more detailed examination of the integration of gender into UNICEF's programming processes, ranging from the MTSP and the Policies, Programmes and Procedures Manual (PPPM), to country level development and emergency programming.

Questions on leadership and management focused on senior management commitment to, and effectiveness in, implementing UNICEF's gender policy. These were tied to questions about accountability that analyzed UNICEF's effectiveness in establishing accountability systems for gender equality integration at the HQ, RO and CO levels.

Staff capacity questions concentrated on staff knowledge re: gender equality, and the related organizational structures, human resources allocated, training approaches used and the impact of UNICEF's internal capacity development activities. Closely related to these were questions about the adequacy and cost effectiveness of funding to support gender equality in programming.

The Evaluation Team was also expected to consider UNICEF's interaction with its partners in terms of gender integration in programming and the appropriateness of the partners with which UNICEF works. UNICEF's role with its UN partners was also a theme for analysis and discussion, particularly within the context of UN Reform processes. Finally, the TOR required the Evaluation Team to identify examples where UNICEF has made a significant contribution to gender equality, and then to determine relevant lessons learned for wider application (i.e. based on analysing the enabling factors and processes that led to the particular gender equality results).

2.3. Methodology

2.3.1. Methods for Data Collection and Analysis

The Evaluation Team consisted of an eleven-person team drawn from different regions of the world (see Annex 1 for a full list of the team members, including an outline of their specific roles). The evaluation itself involved eight missions, two to UNICEF HQ, and six country case studies (Jordan, Moldova, Uganda, Mali, Nicaragua, and Nepal).

A total of 710 people were interviewed as a part of the case study missions. This included 78 UNICEF programme staff and managers, 8 regional staff, 129 government and NGO partners, 25 donors, 28 members of the UNCT, and 442 project beneficiaries. The HQ missions involved 35 interviews with UNICEF and other UN agency staff.

This data was supplemented by two on-line surveys, one for programme staff and (69 respondents), and the other for senior managers (104 respondents). The results of these surveys are detailed in Annexes 2 and 3. Further data was obtained through 16 telephone interviews with Regional Office (RO) and other programme staff and senior

managers who had requested a follow-up interview through the on-line surveys. UNICEF's Evaluation Office (EO) also hosted an intranet discussion with questions supplied by the Evaluation Team. Following the collection and analysis of all of this data, the EO hosted a synthesis workshop to assist the team in verifying the evaluation findings with a representative sample of UNICEF staff from the HQ, regional and CO levels.[16] As the Evaluation Team was also asked to focus on analyzing where in the programming process UNICEF's gender policy was being applied, the team also undertook an extensive document review. These diverse data collection processes took place from April 23, 2007 to October 30, 2007.

The Team Leader and Deputy Team Leader took the lead role in the overall assessment and at least one of them participated as a team member in five of the six country case study missions. They also worked together on the Inception mission, the team methodology and analysis meetings, and on the production of the final report. Where appropriate, other team members were brought in to work on the country case studies and the synthesis workshop. ITAD provided technical assistance for the design of the on-line surveys, as well as inputs into the team methodology and analysis meetings, and quality control on all reports, plus logistical support.

The selection criteria for the six countries that participated in the country case study part of the evaluation included:

- A representative mix of middle and low-income countries and fragile states.
- Representation from the different regions.[17]
- A mixture of countries where there was a track record of good practices in gender equality with countries where there is a more general approach to programming.
- A mixture of countries that focus on development programming with at least two which regularly experience complex humanitarian emergencies.[18]

The overall approach to the country case studies was to request that participating COs develop mission itineraries based on the following criteria:

1. Selection of the two principal programme areas in the country programme from the five focus areas outlined in the Medium Term Strategic Plan (MTSP):
   - Young child survival and development
   - Basic education and gender equality
   - HIV/AIDs and children
   - Child protection from violence, exploitation and abuse
   - Policy advocacy and partnerships for child's rights

2. At least two project site visits from the two principal programme areas (as identified above). The projects selected were required to have the following characteristics:

[16] Regional Office staff were also invited to participate but were not available.
[17] As there were to be only 6 country case studies, one region was going to be missed out. In this case, it was EAPRO.
[18] By coincidence the Evaluation Team arrived in Nicaragua just as Hurricane Felix hit. As a result, the Team were actually able to assess three countries that were addressing emergency conditions (Uganda, Nepal and Nicaragua).

- One project that does *not* target gender issues as its main focus
- One project that does target gender issues as a significant focus.
- Projects that are not located in the capital city

3. Focus group discussions with male and female project beneficiaries (6-8 people) with the male and female project beneficiaries representing different age groups, with the male and female discussion groups held separately where feasible. The project site visits also included interviews with the UNICEF partners associated with the project.

4. Where the CO had identified a particularly good programme practice, they also had the option of including this as a project site visit, even if the programme was not a part of the two main focus areas identified.

5. Within the CO, individual interviews were requested with:
   - The Representative and Deputy Representative or Senior Project Officer
   - As many programme staff as were available, including the Planning, Communications and Monitoring and Evaluation Officers, Gender Focal Point.

6. ithin the two countries where there is an Regional Office, interviews were also requested with:
   - The Regional Director/Deputy Regional Director
   - Programme staff from each focus area
   - The Regional Gender Focal Point

7. Focus Group Discussions with government and NGO partners.

8. Individual meetings were requested with donors, a representative from the national women's ministry (or equivalent), and the UN Resident Coordinator.

9. A meeting was also requested with the UN Gender Theme Group and with individual UN partners (e.g., UNFPA, UNDP, UNIFEM).

Furthermore, the Evaluation Team requested copies of the following documents for the review:

- The Common Country Assessment (CCA)
- Any existing Situational Analyses (SitAns)
- Country Programme Action Plan (CPAP)
- The Country Programme Document (CPD)
- The Country Programme Management Plan (CPMP) or Master Plan of Operations (MPO)
- The Annual Report for the past two years
- Any specialized reports on gender equality issues produced by CO in the past three years, including evaluation reports.
- For all projects in the two programme areas identified:
  a. The annual workplan (AWP) for the past year
  b. The Integrated Monitoring and Evaluation Plans (IMEP) for these projects/programmes.
- Research reports, evaluations or studies completed in the past three years

A detailed description of the different analytical frameworks used by the evaluation to assess the policy, institutional strengths and weaknesses, strategic and programming processes and good practices are outlined in Annexes 5 to 10. These include the evaluation questions listed in the TOR for this evaluation (Annex 10).

2.3.2. Stakeholder Participation

The evaluation has been conducted as an interactive process to enable stakeholders to contribution and feed back at all levels, from headquarters to regional offices, country offices and communities participating in UNICEF supported initiatives.

The Evaluation Team participated in two missions to UNICEF HQ where they met with a wide range of UNICEF personnel in Policies, Programmes, Human Resources and Organizational Learning and Development Section (OLDS). The Team Leader also participated in three meetings with a senior level reference group comprised of key UNICEF staff, including three Board members (refer to Annex 4 for Reference Group members list).

At the beginning of each country visit, the Evaluation Team held an introductory meeting with all Programme Staff, in which they:

- Discussed the purpose of the evaluation, and the methodology being used
- Gained a common understanding of the key terminology being used (e.g., the difference between gender equality in programming and staff gender parity issues)
- Obtained staff inputs on what they thought were the priority gender issues in the country and discussed gender equality programming approaches.

The country teams obtained additional inputs from UNICEF stakeholders by interviewing a wide range of UNICEF national partners, donors and UN organizations, with which UNICEF operates joint programmes. The Team visited at least two initiatives within each country programme to obtain direct feedback from male and female project beneficiaries at community levels. At the end of each country visit, the Team presented preliminary findings and recommendations to UNICEF CO staff to obtain feedback.

Throughout the process, the Evaluation Team were in close communication with the Evaluation Office and the Reference Group. The culmination of this process was a synthesis workshop attended by representatives from Headquarters, and four of the Country Offices that participated in the evaluation.[19] The Team used the additional feedback from this workshop to inform and refine the findings in this final report.

[19] The COs that were able to participate included Jordan, Moldova, Mali and Nicaragua.

2.3.3 Limitations of the Evaluation

Approach to Impact Assessment
The Evaluation Team applied the standard evaluation criteria outlined by the Development Assistance Committee (DAC) of effectiveness, efficiency, and sustainability to the way in which UNICEF's gender policy has been implemented within programming and the related programming processes.

The DAC criteria for 'impact' is defined as, "*the positive and negative changes produced by a development intervention, directly or indirectly, intended or unintended*". In this case the TORs for the evaluation called upon the Evaluation Team to assess the impact of the policy on how gender equality has been integrated in strategic and programming processes; as opposed to assessing the actual impact of programmes on gender equality. The TORs explicitly state that, "*the evaluation is not designed to provide a comprehensive global assessment of UNICEF's impact on gender equality goals"*.

The reasons for this are twofold. Firstly that the extent and depth of data collection required to assess programme impact was beyond the timeframe, resources and scope of the six country visits. Secondly, there was a concern that if UNICEF's gender policy had not been systematically integrated into the organization's strategic and programming processes then the attribution between policy and programme results would be weak.

UNICEF did ask the evaluation to identify "good practices" in each country visit, although the evaluation team describe the good practices outlined in the report as 'results observed' rather than definitive and measurable gender equality results. The general lack of gender-sensitive indicators in UNICEF programme documents meant that the Evaluation Team often had to base many conclusions upon observed results which were supported by direct feedback from focus group participants, the interviews with UNICEF programme staff and UNICEF partners, as well as the Evaluation Team's own observations. Where possible, the Team used programme documentation and baseline data to corroborate and triangulate the observed results and to document these good practices.

Availability of Staff for Interviews, etc.
Each country case study was ten days in length, with the exception of Nepal where it was 11 days. In some countries it was not possible to meet all of the senior management staff as they were either on leave or on another mission. In Uganda, neither the Representative nor the Deputy Representative were available for the wrap-up session in which the evaluation results were presented. In Nicaragua, the timing of the evaluation mission coincided with the first day of Hurricane Felix. This led to many of the Team's interviews that were originally scheduled for the first week, being either postponed or cancelled. In Nepal, a political protest led to the Team members spending a day on a blockaded road and limited their programme site visits as well as some follow-up interviews with UNICEF programme staff.

Use of Interpreters
An additional limitation is that in three countries, the focus group discussions with project

beneficiaries were conducted with the assistance of interpreters. This meant that some nuances of the participants' responses may have been lost in translation.

Assessment of GE in Emergency Processes
Three of the country case studies (Uganda, Nicaragua and Nepal) also involved an assessment of how gender equality is integrated into emergency processes. However, given UNICEF regulations the Evaluation Team was only allowed to go to countries that were operating at a Level 2 state of emergency. This meant that they could only review documentation to assess UNICEF's gender integration processes for higher levels of emergency situations.

Country Case Study Selection
As half of the countries UNICEF selected for the country case studies were those where there was a recognized track record of good practices in gender equality, their inclusion in the evaluation may have created a positive bias in the evaluation process. This may have been the case with regard to the assessment of staff commitment to gender equality as it was clearly stronger in country programmes known for their good practices in this area.

2.4. Gender Terminology

As there are multiple interpretations of gender terminology, the Evaluation Team made a point of establishing common definitions with key UNICEF stakeholders, particularly during the introductory workshops in the Country Offices. The definitions used in this context were as follows:

Gender: the roles, responsibilities, rights, relationships and identities of men and women that are defined or ascribed to them within a given society and context, and how these influence men and women's behaviour, rights, decisions and conditions in life.

Gender equality: equality between men and women and boys and girls with regard to their rights, basic needs, opportunities, decision-making control over resources, and conditions in life.

Gender equity: the process of being fair to women and men and boys and girls, a process which often requires different solutions for boys and girls or men and women.

Gender equality inputs: any kind of resource, technical assessment or analysis, or activity included in the planning or implementation of development or emergency programming to help achieve increased gender equality.

Gender equality result: refers to any effect of a programme/project that reduces gender disparities regardless of whether gender equality was explicitly integrated into the documented programming or related results framework.

The official definition of gender mainstreaming for the UN system is outlined in the 1997 Economic and Social Council (ECOSOC) resolution, which states that:

> *"Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programs, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres so that women and men benefit equally. The ultimate goal is to achieve gender equality." (Conclusion 1997/2).*

As a term, gender mainstreaming often causes confusion. It is also difficult to translate in many languages. Therefore the Team has generally avoided the use of this term, preferring instead to use 'gender integration' to refer to the process outlined in the ECOSOC definition above. Similarly, the Evaluation Team recommends that UNICEF considers adopting this more simplified term in the future.

CHAPTER TWO: FINDINGS AND RECOMMENDATIONS

3. Major Findings

3.1. Relevance of Gender Policy

Evaluation Finding 1: The strategies included in the 1994 policy remain relevant. The Policy officially confirmed UNICEF's shift from a women in development approach to one that focused on gender equality and the empowerment of women and girls.

A detailed review of the core elements of the 1994 policy led the Evaluation Team to conclude that these remain very sound. This can be seen from UNICEF's (1994) statement of its three, complementary 'major operational strategies' as: (i) mainstreaming gender concerns; (ii) promoting gender-specific programme activities targeted at girls and women, and; (iii) giving special attention to the girl child".[20] The gender mainstreaming approach was based on the premise that all UNICEF staff would be responsible for promoting increased gender equality through their work. The three operational strategies outlined in the 1994 policy were supposed to contribute to the overall objective of, "*eliminating gender discrimination and improving the status of women*".[21]

Taken together this represented a major shift in both UNICEF and global thinking related to gender and development. Most importantly the Gender Policy (1994) acknowledges a shift from a Women in Development approach to one focused on Gender and Development.[22] The three major operational strategies include:

1. The need to pay attention to the gender dimensions of all of UNICEF's policies and programmes.
2. A need to also have programmes that were gender-specific and that would specifically target women and children when needed. Thus, although the policy promotes an adherence to gender equality, "*it does not exclude specific programmes and projects for women, where circumstances make it necessary, as a means of enabling women to participate in mainstream social and economic development*".[23]
3. The need for special attention to the girl-child. In promoting the universal rights of children and placing children first on the human development agenda, the World Summit for Children, in September 1990, singled out the situation of the girl child

[20] See 1994, Para 12.
[21] Para 12.
[22] Para 41 of the Beijing Platform for Action explains that: "The advancement of women and the achievement of equality between women and men are a matter of human rights and a condition for social justice and should not be seen in isolation as a women's issue. They are the only way to build a sustainable, just and developed society. Empowerment of women and equality between women and men are prerequisites for achieving political, social, economic, cultural and environmental security among all peoples." See Economic and Social Council Resolution 1997/2 for the definition of gender mainstreaming as the strategy promoted by the UN to achieve GE reaffirmed by EcoSoc Resolution 2001/4.
[23] See Para 13.

> and called for support for her development. The World Declaration states that, "*Girls must be given equal treatment and opportunities from the beginning*" [Paragraph 3]. Plus, "*The focus on the girl child and on the pattern of neglect that impedes her normal growth and development at different stages of life led to the adoption of a 'life-cycle' framework for analysis and action*" [Paragraph 4].

The life cycle approach developed by UNICEF examines the different priority needs of children, adolescents and adults at different stages of their lives (e.g., 0 to 5 years, 6 - 12 years, 12 – 18, 19 – 50, above 50). The situation of male and female groups in each group are then analyzed to determine their respective needs and to identify key gender disparities and gaps.

UNICEF's adoption of a focus on the girl child and the promotion of gender equality and empowerment for women in its 1994 policy is in contrast to UNICEF's early thinking on the role of women as `mothers, child caretakers and home-makers' and the 1994 policy explicitly states that UNICEF's policy is to support women's rights in general and not just as mothers. As such, the 1994 policy recommends that UNICEF support the social and economic development of women in its country programme strategies, both as a goal in itself and as key to Child Survival and Development (CSD).[24] It also

Evaluation Finding 2: There is a need to update the current Policy to address programming challenges and to be more attentive to the needs and roles of boys and men and the interaction of these needs and roles with those of women and girls in development analysis and programming strategies.

In the context of current global thinking on gender and development, the core content of UNICEF's 1994 policy and approaches remain fundamentally important. There is however a strong case to be made for the current policy to be updated. This is especially in light of the new thinking in gender and development that highlights the need to be more attentive to the needs and roles of boys and men, male roles and masculinity - both in development analysis and attendant programming strategies. Additionally, there has also been global concern since Beijing (1995), that an exclusive attention to only promoting gender equality and the related gender mainstreaming processes as an operating principle has led to the slippage and sometimes the marginalization of the specific development challenges faced by women and girls.

Thus current UN system thinking retains both the importance of the general promotion of gender equality between men and women and girls and boys, and the advancement of women and girls as a twin and inter-related goals. This is captured well in the current mission statement of the UN Division for the Advancement of Women, which states that, "*advocates [for] the improvement of the status of women of the world, and the achievement of their equality with men – as equal actors, partners, and beneficiaries of sustainable development, human rights, peace and security*". It is this mutuality of women and men, boys and girls that is often lost in development analysis and programming.

In the late 1990's, a UNICEF working group produced a seminal work on, "The Role of Men in the Lives of Children" to address key gender issues from a male perspective

[24] See Paragraph 2.

within the context of UNICEF programming. This work represented a fairly advanced approach at the time as it looked at male participation as an essential part of the solution to gender disparities as opposed to blaming men for the problem. Since then UNICEF has published additional studies related to the needs and roles of boys and men in a development context. Nevertheless, this body of work has not been picked up in a significant way by UNICEF staff, with the exception of efforts to encourage men to take a more active in parenting programmes.

Therefore, in general, there is a need to update and clarify UNICEF's gender policy and to communicate the key messages of the policy to staff. In particular, there is a need to understand how the overarching UN goal of achieving gender equality and the advancement of women relates conceptually to UNICEF's programming for children. The policy needs to clearly explain how gender equality is integral to overcoming the development problems of both male and female children, and how this translates to programming and the achievement of developmental results, whether in the context of the MDGs, or in the broader context of human and social development. The policy also needs to address how the traditional roles of adult men and women (as the primary caregivers) and structural gender disparities between men and women significantly impact the survival and development of girls and boys.

3.1.1 Gender Policy Relevance, Accessibility, and Operational Guidance

Evaluation Finding 3: Country Office staff feel that the 1994 Gender Policy is not sufficiently accessible and needs to be accompanied by an operational framework to help guide programming.

While most staff interviewed identified with advocating for the rights of boys, girls and women, and perceived this as central to UNICEF's work, the actual Gender Policy appears to have become somewhat distant from their daily work. This appears to be due more to the fact that many staff find the Policy difficult to get hold of, with many not having even read it, rather than just the relative inaccessibility of its actual content. Those who had read the policy found it too lengthy. Still others did not even know it existed. One staff member also observed that the only copy available on UNICEF's intranet has handwritten comments on the front page; the font is difficult to read; it is clearly a copy of a copy and so the print is starting to become fuzzy; and it is completely inaccessible to the general public since it is not posted anywhere else.

In terms of content the policy includes a review of past efforts such as UNICEF's contribution to the 4th World Conference on Women, and while this sets the context, is does also gives the impression that the policy is out of date. The policy does not always clearly explain the gender terminology being used. Many of the country programme staff who had read the policy observed that they found it challenging to translate the Policy into everyday programming guidance. Instead their approach was to apply their own interpretation of what is expected in terms of integrating gender equality into UNICEF programming. This interpretation, as it is based mainly on what they think UNICEF expects of them as opposed to the actual policy, is somewhat mixed and there is confusion about what approach should be taken. The evaluation found that current staff thinking is that UNICEF programming approaches should be paying attention to:

- '***Women and children'*** - promotion of the rights, well-being and empowerment of male and female children and of women in their own right.
- '***Children and mothers'*** - support for women as mothers in order to enhance the well-being and rights of male and female children.
- '***The equal participation of girls and boys'*** - promotion of a gender equality approach with a focus on achieving more equal participation.

The evaluation also found confusion about whether programme staff should be targeting the girl child versus the boy child, or children versus women and so on. The source of this confusion seems to stem from a lack of clarity by UNICEF staff about whether they should be promoting women's rights and empowerment as objectives in themselves or solely to ensure that children are better served. This is in part due to most staff having not read the policy as well as in part due to the policy position not being communicated clearly to programme staff by senior managers. Consequently, as the self-assessment exercise concluded, many staff are not aware that gender mainstreaming is an institutional policy. The majority of staff interviewed thought that the promotion of women's rights should continue as a core value to be integrated in UNICEF programming. However, they also felt that they needed to hear this stated clearly from UNICEF Headquarters along with the rationale for such an approach.

In addition, some CO staff strongly felt that there was a need for clearer operational guidance in how to integrate gender equality issues in their day-to-day work. Other staff felt that they needed sector-specific guidance on gender equality, e.g., what are the primary gender equality issues in Water and Sanitation and how does one integrate gender equality inputs into programming in this area?

Example of Good Practice in an Institutional Gender Policy

Danida's gender equality and women's empowerment policy provides a potential model of good practice for updating UNICEF's own policy. This is because:

- It is readily accessible and easy to read.
- It includes a clear rationale for the policy (i.e., makes the link between increased gender equality and the achievement of Danida's development objectives). It clearly states on its front page that "gender equality between men and women is neither social nor cultural cosmetics; rather it is an economic, political and democratic necessity".[1]
- The policy includes an outline of the methodology needed to integrate gender equality and the empowerment of women in Danida-funded programming (i.e., provides an operational framework) which addresses the need to collect and analyze sex-disaggregated data, ways of working in strategic partnerships on gender equality issues, and guiding principles for working on these issues at the country level.
- The requirement that all Danida programmes provide an annual monitoring report on progress made on gender equality through Danida support that will be presented to their International Board of Directors, and as such builds in a high level of accountability into the policy.

Evaluation Finding 4: Gender mainstreaming is still a valid approach to integrating gender equality in programming, but has aspects that are often challenging to apply.

As such, gender mainstreaming requires constant reinforcement through the organization's commitment to this process, to ensure its systematic implementation. Otherwise gender mainstreaming readily gets lost among competing priorities in favour of those that take less time to implement or for which there is either more pressure to comply, or greater institutional rewards. Some staff also reported that they feel stigmatized when they work to promote increased gender equality and that it is not an institutional priority.

Other challenges include the fact that gender mainstreaming requires that each programme conduct a sophisticated analysis of complex social and economic relations at multiple levels of society, i.e., that goes beyond counting the number of male and female participants. This takes time, expertise and financial resources. If any of these factors are missing, it limits the effectiveness of the gender mainstreaming process. In UNICEF the time to conduct gender analysis is largely absent and there are almost no specialized gender positions in the organization. Funding for gender equality inputs for programming is less of an issue, but it does remain vulnerable to reallocation to other budget lines. All of these are a reflection of UNICEF's limited institutional commitment to its own gender mainstreaming strategy and policy.

Another factor that has contributed to the poor implementation of UNICEF's gender policy is that the analytical process required in gender analysis can make people feel uncomfortable, as it often indirectly leads to them having to examine their own personal values and relationships from a gender lens. As this affects staff at a highly personal level, some people feel threatened by gender mainstreaming processes. An effective gender integration process also challenges existing power relationships and asks staff to actively develop a means to change these. None of these are easy processes to implement given their close association with cultural values. Some staff also regard the promotion of increased gender equality as a form of cultural interference. This begs the question of why it is all right for UNICEF to support other development interventions that have an impact on cultural beliefs and practices and not those which affect gender relations in the family or community? There is also a belief among some staff that gender analysis is a luxury that can be addressed only after all the other programme priorities have been taken care of. At the end of the day, it comes down to whether the organization values women and girls and their rights, and is able to translate this core value and commitment to their rights into effective programming.

3.1.2 Interface with Staff Gender Parity Policy

Evaluation Finding 5: There is some confusion among staff between the 1994 Gender Policy and UNICEF's staff gender parity policy.

Some of this confusion stems from the fact that many staff mix up UNICEF's gender policy in programming with the organization's gender policy in staffing. The latter focuses on the achievement of increased gender parity among UNICEF staff, particularly at the senior management levels. The TORs explicitly state that this evaluation's purpose was to assess UNICEF's gender policy in programming and only comment on the staff gender parity policy where it impacts on the implementation of UNICEF's gender mainstreaming approach. Other staff, while not confusing the two policies, felt strongly that UNICEF would continue to be challenged in integrating gender equality effectively in programming if the staff gender parity issue is not resolved. They did not see how UNICEF could practice gender equality externally in its programmes without also practicing it internally. They also noted that UNICEF is not a particularly child or family-friendly organisation for staff, citing long work hours as a challenge for those with children or other family responsibilities and that there is little attention to the work-life balance throughout the organization.

There also appeared to be some male staff who feel threatened by the staff gender parity policy as it limits their opportunities for promotion. Since such staff do not clearly distinguish between gender equality in staffing and gender equality in programming, they are less than supportive of promoting increased gender equality in programming. This group, while a small minority, nevertheless still represents a resistance to the staff gender parity policy – and one that is also negatively affecting the implementation of UNICEF's gender equality in programming policy.

UNICEF could address this problem by clarifying the rationale of the staff gender parity policy to its staff, and by communicating clearly the different purposes of the two policies. In particular, UNICEF management needs to state the business case for its gender policy in programming and to highlight the links between increased gender equality and the achievement of UNICEF's mandate. It would also be helpful if UNICEF could identify and support the work of male gender champions in the organization and to profile their work in this area. This would help both strengthen the credibility of the message and create greater awareness that it is not a question of one's sex that makes one gender-sensitive, but rather the approach taken by staff to promoting gender equality in programming. This applies equally to both women and men.

3.1.3 Gender Policy in an Emergency Context

UNICEF bases its gender work in emergencies on both its own 1994 Gender Policy and on the Inter-Agency Standing Committee (IASC) 1999 Gender Policy to which UNICEF contributed. The key gender issues highlighted in the IASC policy include:

- Complex emergencies and natural disasters have a differential impact on men and women, which often negatively affects the realization of their rights.
- In complex emergencies, men account for the largest numbers of combatants while women and children comprise the largest section of civilians affected by conflict. In addition, up to 66% of the internally displaced persons and refugees around the world are women and children.[25]

[25] Synthesis Workshop Participant. Statistics Unit.

- Emergencies lead to a dramatic increase in the number of women heads of households with responsibilities and high demands for meeting the needs of both children and aging relatives, abrupt changes in women's roles and increased workloads, combined with significantly reduced access to and control over the benefits of goods and services.
- The human rights of women, men and children are often directly threatened in emergency contexts, i.e. the right to physical integrity and to lead a life free of violence, and women and girls and boys become more exposed to violence, especially sexual violence.
- In emergency situations the nutritional and health needs of women, including their reproductive and sexual health needs, and of pregnant and nursing mothers and their infants, are often overlooked or neglected;
- Well-documented field practice has shown that gender-sensitive humanitarian assistance can help mitigate the different and negative effects of complex emergencies and natural disasters on men and women.[26]
- Humanitarian aid can also be more efficient and have a greater impact if opportunities for positive change in gender roles created by crisis situations are enhanced and sustained during the emergency and post-conflict phase.

UNICEF's mandate as part of the UN system is to integrate a gender equality perspective into all stages of an emergency from preparedness to post-emergency reconstruction and rehabilitation. Gender equality has to be at the heart of UNICEF's core mandate in emergencies - the survival, protection and development of millions of girls, boys, women and men.

3.1.4 Institutional Guidance on Gender Integration in Emergencies

Evaluation Finding 6: The real problem is not just insufficient, inaccessible and unclear guidance on how to integrate GE into emergencies, but also insufficient use of current documents and expertise within UNICEF.

UNICEF staff indicated that the guidance on gender equality in emergencies is scattered throughout diverse documents as opposed to being centralized in one document. This makes it difficult for them to access and use even the existing tools. The different guidance documents include the UNICEF 1994 Gender Policy, the IASC 1999 Gender Policy, the *Core Commitment for Children in Emergencies* (the CCCs), as well as various guidelines, and programme planning documents, including the SITAN guidelines that indicate how to do a social gender analysis. As the examples below demonstrate, there is a need to strengthen these different sets of guidance from a gender equality perspective. This includes ensuring that they address economic as well as social issues since differences in gender roles, etc. generally have a significant economic impact on both sexes.

CCCs

UNICEF's primary response to emergencies is provided in its CCCs. Guidance for UNICEF's operational work can be found in the *Emergency Field Handbook: a Guide for*

[26] IASC Gender Policy 1999

UNICEF Staff.[27] Additionally UNICEF uses UN Security Council Resolution 1612 (2005) as a framework to monitor and report on the protection, rights and well-being of children in armed conflict with special attention to the issue of child soldiers. UNICEF also reports on the framework provided by the UN Security Council Resolution 1325 (2000) on Women, Peace and Security. The IASC with the support of UNICEF recently published a Gender Handbook in Humanitarian Action, "*Women, girls, boys and men: Different needs – Equal Opportunities*" (Dec 2006) upon which UNICEF can draw.

Despite this diverse guidance, the country case study and telephone interviews with other UNICEF emergency personnel indicated that there is considerable confusion among staff about the gender dimensions of UNICEF's emergency work. In general, the CCCs do not mention gender equality and tend to institutionalize a 'women and children' approach that focuses on service delivery to these and other vulnerable groups. This is as opposed to taking a more gender equality or rights-based approach that incorporates the promotion of increased gender equality and women and girls' rights within the delivery of services. This is critical when analyzing which groups have access to emergency services.

Unless there is explicit guidance regarding the need to conduct gender analysis that assesses the roles, rights, needs and desires of men, women, boys and girls in an emergency context, the effectiveness of service delivery to the most vulnerable groups can be limited and there will be many missed opportunities to use emergency services to support increased gender equality and rights. For example, in Uganda it was found that the maintenance of a borehole in an IDP camp was much improved when the main users of the borehole (in this instance, women) were given the responsibility for its financial management.

Emergency Field Handbook: a Guide for UNICEF Staff

While guidance on how to integrate gender equality issues into UNICEF's action in emergencies has been woven into the different sections of the Emergency Field Handbook, it is fairly sparse. Gender equality issues also lack strategic visibility in this document and the approach taken is not consistent throughout the document. For example, there is a fairly comprehensive guidance note on integrating gender equality in the water and sanitation section:

> **"***Encourage women's participation in water supply and sanitation programmes wherever possible. The equitable participation of women and men in planning, decision-making and local management will help ensure that the entire group has safe and easy access to water supply and sanitation services, and that services are equitable and appropriate. Put latrines in places that reduce the vulnerability of women and girls to attack, especially at night. Where possible, communal latrines should be provided with lighting or families provided with torches." [p.172]*

The Handbook also highlights the need for sexual protection of women and girls in camp arrangements, conflict and post-conflicting settings quite well [refer to pp.208-209] and briefly mentions the need to maintain a gender balance in technical teams and ensure that rapid assessment teams include personnel with gender analysis skills. There are

[27] See http://www.unicef.org/emerg/index_32032.htmle for UN guiding principles and international law underpinning UNICEF's action in emergencies.

also several calls to attend to the importance of gender-based violence (GBV) [especially pp.207-209].

However, other areas in the Handbook tend to treat gender equality as the targeting women and children as vulnerable populations, as opposed to actors within an emergency context. Within the safe motherhood section, the Handbook also asks staff to pay attention to providing a good diet for girls as this will, in turn, make them healthy mothers [p.163]. The premise behind this statement does not appear to focus on their right to food as individuals, but only in their capacity as future mothers. The Handbook does take more of a rights-based approach with the statement that the privacy, security and dignity of women and girls are to be secured in general, but overall needs to be revised to ensure that this approach is integrated throughout the document.

3.2. Institutional Analysis

The Team based its institutional analysis on the detailed assessment criteria outlined in the Institutional Assessment Framework (Annex 3) compared against the data collected from the HQ missions, country case studies, telephone interviews and on-line surveys with programme staff and senior managers. This framework is based on four categories of analysis: 1) Commitment; 2) Accountability; 3) Capacity; and 4) Funding.

The assessment and rating for the different levels of UNICEF for each set of indicators for the four categories are summarized below for the HQ, RO and CO levels. The ratings for each indicator range from a score of 1, which represents a low level of institutional achievement in this area, to 4 at the high end of the scale. This section summarizes only the key indicators for each category of analysis. More specific details on each indicator are provided in the country case studies (Chapter Four of the appendices).

Each category starts with a summary assessment of the key assessment indicators outlined in the Institutional Assessment Framework. This is followed by a brief analysis of any notable strengths or weaknesses for the category as a whole.

While the institutional analysis refers to the integration of gender equality in both development and emergency programming, the evaluation found that there were technical issues involved in the assessment of UNICEF's emergency programming that went beyond the scope of the general institutional assessment. Therefore while reference is made to emergencies within this framework, the additional issues identified are discussed in more detail in Programming Processes section of the report.

3.2.1 *Commitment*

Evaluation Finding 7: There is strong commitment to promoting social justice among UNICEF staff, and to a lesser degree to increased gender equality at the individual staff level, but this latter commitment is not expressed as strongly at the institutional level.

The Evaluation Team assessed UNICEF's commitment to integrating gender equality from several different perspectives, with a strong emphasis on the role of senior managers. Most staff interviewed at all levels demonstrated a strong commitment to the promotion of social justice. For those who participated in the country case studies this

translated into either taking a proactive approach to integrating gender equality in programmes or else demonstrating a clear openness to do so in the future. However, as the self-assessment exercise indicated, support for gender mainstreaming is often hampered by staff's perception that it is a complex and redundant strategy in the face of high workloads.[28]

In this context, it becomes even more important that senior managers reiterate their commitment to integrating gender equality in programming on a regular basis, including by holding staff accountable for doing so. Currently there is a general perception by many UNICEF staff that at this senior level this political will is not that strong. This is despite the fact that most of those interviewed at the HQ level were strongly supportive of actively promoting increased gender equality in UNICEF programming themselves. In particular, what UNICEF staff would like to see UNICEF's Executive Director champion gender equality more actively and ensure that her other senior staff do so as well. Otherwise they feel that the efforts to promote increased gender equality made by individual managers and programme staff are likely to remain at a more ad hoc, individual level.

This is despite the fact that 85% of the senior managers surveyed thought that increased gender equality is necessary for UNICEF to achieve UNICEF's mandate and the MDGs.[29] This finding is quite significant, even more so as it represents the greatest area of agreement on any point in the senior managers survey. Consequently, it is both disappointing and puzzling to find that this belief and understanding has not translated into an explicit and visible commitment to the implementation of UNICEF's gender policy by senior managers. As the self-assessment exercise noted "*the unconditional support of senior managers at the CO level is necessary for effective policy implementation*".

Staff also reported that UNICEF's commitment to gender has slipped significantly in the past ten years as evidenced by the elimination of the Regional Gender Advisor positions, the regional Gender Focal Point meetings and a perception by UN partners that UNICEF's leadership on gender equality advocacy within the UN system is less active than it used to be.[30]

[28] UNICEF. Dec. 2006. Gender Mainstreaming Self-Assessment: Phase One of UNICEF's Gender Mainstreaming Evaluation: Synthesis Report.
[29] Refer to question 8, Annex 2
[30] Interviews with senior UNICEF staff at HQ and with New York-based UN partner agencies.

Table 1: Commitment to Gender Equality - Headquarters[31]

Indicator and Level (Category numbers refer to the category of analysis numbering in the overall Institutional Assessment Framework found in Annex 3 to allow for easier reference.)	1 Low	2 Fair	3 Good	4 Excel-lent
A1: Board members proactively provide support for gender equality initiatives in UNICEF.				
A2: MTSP integrates gender as a cross cutting issue explicitly in its objectives, and indicators.				
A3: Senior managers allow staff who have a particular interest in promoting GE to do so and provide direction to all programme staff to do so.				
A4: Number of Senior Managers at HQ who have participated in gender analysis or awareness training.[32]	I		S	
A6: Level of staff at HQ with significant responsibility for GE. (N.B. Highest level at Headquarters level is a P5)				
A9: Frequency with which global management and regional management meetings include gender equality issues in their agenda.				

Evaluation Finding 8: Key strategy documents do not reflect a consistent and clear commitment to the integration of gender equality in programming.

The way in which UNICEF has applied gender equality in the MTSP is mixed. Several RO and CO staff observed that gender equality is not that visible in the current MTSP, with several observing that it is a 'gender blind' document.[33] This is primarily because gender equality is not explicitly integrated into any of the focus areas except education. However, the MTSP does include a key strategic approach that links rights-based approaches and gender equality [refer to paragraphs 98–112]. This represents a significant advance, and a potential foundation upon which UNICEF could build its future gender work.[34] Nevertheless, this also raises the following concern:

> *"It is fine to have a foundation strategy that is cross-cutting. The litmus test is in the 5 focus areas - and annex 1 results frameworks… There is great*

[31] The ratings in this table are based on the analysis of data from the two HQ missions and a review of the current MTSP.
[32] I – based on interview resuls. S – based on survey results. There is a discrepancy between the data collected through interviews with Senior Managers at HQ and the Senior Managers survey. The latter indicated that as many as 67% of those who responded had participated in gender analysis or awareness training (and 59% of these had participated in gender training in the past five years). Meanwhile, interviews with managers indicated that almost none of those interviewed had participated in gender training.
[33] Interviews with Regional Programme Staff, MENA & TACRO.
[34] Interviews with HQ Strategic Planning staff.

variation in these and [the treatment of gender equality] is not consistent."

There is great potential for UNICEF staff to use "Focus area 5 – policy advocacy" to increase its advocacy related to gender equality. To do so more systematically however, will require the inclusion of explicit gender equality inputs in this and the other focus areas in the MTSP, as a part of the mid-term review process. The way in which the current MTSP is formulated presents a challenge for the Regional Offices to provide effective oversight of gender equality issues at the CO level in each focus area. CO staff in particular, noted that this represents a real challenge for them as their programme work is guided significantly by the MTSP.[35]

Gender fares better in programming; in the individual focus area strategies. The UNICEF Water, Sanitation and Hygiene Strategies for 2006-2015, for example, notes the heavy burden on women and girls in the water and sanitation sector and the importance of their involvement in the solutions. The Education Strategy includes a fairly comprehensive set of strategies designed to address girls' education, and also notes that it is important to empower girls in a way that works for boys too and, as such, also recognizes the fact that there are gender-specific issues for boys in education.

Institutional commitment is also expressed in terms of resources allocated and the level of authority assigned to key positions. From this perspective, the focus areas receive more staff resources and are headed by higher level staff (D1s) than the crosscutting issue areas. The staff complement for Education and Child Protection is 12, and for Health and HIV/AIDS it is 20. In contrast, only two of the six staff in GEHRU are gender specialists (one P3 and one P4). The Adolescents/ Participation and Landmines Units have only five staff and they, like GEHRU are headed by a P5 position.[36] While this same differentiation between focus areas and crosscutting issues applies to comparable UN agencies, the table below shows that the other UN agencies most known for working in gender (UNDP, UNFPA, WFP, WHO/PAHO) all allocate significantly more human resources to gender than UNICEF, and especially at the field level.[37]

Agency	Field	HQ	Total
UNAMA	1	0	*1*
OHCHR	1	1	*2*
UNDP	15	4	*19*
UNESCO	1	3	*4*
UNFPA	10	6	*16*
UN-Habitat	0	1	*1*
UNHCR	3	3	*6*
UNICEF	0	2	*2*
UNIDO	0	3	*3*
UNIFEM*	38	26	*64*
UNRISD	0	1	*1*
WFP	19	9	*28*
WHO/PAHO**	2	8	*10*
Total	**112**	**173**	***285***

Source: Scan of Gender Expertise in the UN System, UNIFEM & UNDP. Feb. 2003

The table below provides an indication of UNICEF's commitment to gender equality in programming at the regional level.

[35] Interviews with Programme Staff in Moldova CO.
[36] Interview with GERU staff.
[37] UNIFEM. Feb. 2003. Scan of Gender Expertise in the UN System

Table 2: Commitment to Gender Equality at the Regional Level[38]

Regional Offices	1 Low	2 Fair	3 Good	4 Excellent
A3: Senior Managers provide incentives for staff to champion gender equality issues and processes				
A4: Senior managers have participated in a gender awareness or analysis training recently				
A6: There is significant responsibility for GE at higher management levels.[39]				
A9: Regional Meetings include gender equality issues in their agenda				

Evaluation Finding 9: The Regional Offices are the institutional level most significantly affected by the slippage in institutional commitment to gender equality in terms of resource allocation.

In the late 1990's, there was a decision to eliminate most Regional Gender Advisor positions, with the exception of in TACRO. Instead, this responsibility was allocated to Regional Gender Focal Points. By contrast, Education, Child Protection, HIV, Social Policy, Monitoring and Evaluation, Health and Emergencies all have P5 Specialist Technical Advisors in the regional offices. Even within TACRO the primary duties for Regional Advisor with responsibility for gender equality are to serve as the Regional Adolescent Advisor, and so she has to divide her time between providing regional support on adolescent programming and gender, with the main focus on the former. As gender is effectively a secondary responsibility, the position has not been allocated a budget for this work, forcing the Advisor to seek alternative ways to fund any regional gender work.

The experience of the Regional Office for South Asia (ROSA) demonstrates the significant impact having a Regional Gender Advisor can make. It also provides an example of how ROs can support the COs effectively with regard to gender. In Nepal between 2000 and 2004, a significant effort was made to mainstream GE within the Nepal CO. This came about as a result of the strong commitment and synergy of the country representative, SPO, GFP, staff members and ROSA. This gender mainstreaming effort involved identifying additional GFPs for each sector in the Nepal CO, as well as appointing GFPs in the four field offices. The CO formulated a gender mainstreaming policy formulated in 1999 and created GE checklists for each sector (except child protection, water and sanitation, and emergencies). This group constituted a CO level gender team. The SPO played a major role in institutionalising gender equality and led gender team meetings that were initially held twice a year but later discontinued. Gender

[38] The ratings in this table are based on the analysis of data from interviews with Regional Office Staff in MENA and ROSA and telephone interviews with Regional Office staff from the other five regions.

[39] In ESARO (Eastern and Southern Africa Regional Office) the lead GFP is the Deputy Regional Director. In TACRO (Latin America and Caribbean Regional Office) it is a Regional Adolescent and Gender Advisor. - For the rest of regions it is a Regional Advisor who serves as the GFP.

equality was included in the ToRs of the gender team for the first two years.[40]

With the help of ROSA's Gender and Child Protection specialist (a position that was discontinued in 2002), the Nepal CO was able to offer gender training for their staff, including field office staff and village facilitators and community mobilisers, i.e., the frontline workers. This gender training has been continued on a regular basis with the assistance of a gender consultant.

Evaluation Finding 10: The Gender Focal System needs a substantial overhaul for it to become an effective tool.

The ROs used to hold biennial meetings of national Gender Focal Points to share strategies and approaches to integrating gender in programmes at the CO level. This practice was eliminated along with the Regional Gender Advisor positions. While TACRO still holds regional GFP meetings for CO level GFPs, as many GFPs are at a fairly low level. There is limited participation from Representatives at these meetings.[41]

The Gender Focal Points at both the Regional and CO levels feel quite frustrated in this role due to the relative lack of support and recognition they receive for this work. In one RO, the GFP spoke of the incredible burden of this role and the isolation felt serving as a Gender Focal Point within UNICEF. This sense of isolation was expressed by multiple GFPs. There is also considerable confusion about what the GFPs are supposed to do, with general expectations that they should act as the office contact point to disseminate information about gender, serve as gender "watchdogs" for the CO/region, or provide gender expertise to their colleagues. Few actually have the training or experience to fulfil the latter function and most do not have the authority to review the work of their colleagues. Within the current setup the evaluation concluded that the best and fairest use of the GFP network in the future would be to help disseminate information about gender within their offices, such as good practices.

Good Practices in Gender Focal Point Systems

An approach to the Gender Focal Point system that holds considerable promise to improve effectiveness is the example of the East Asia and Pacific Regional Office (EAPRO) and within EMOPS. In both these offices the responsibility for gender has been allocated to more than one person so that it is actually mainstreamed. In EAPRO there is a GFP in each focus area. The Deputy Regional Representative, as the lead GFP, leads this GFP group. The office has also recently started a new system whereby a CO preparing a CPAP is sent a support team comprising of representatives from each focus area plus a gender specialist. This helps facilitate the integration of gender equality across all the sectors during a fairly strategic point in the planning process. EMOPS have used a similar approach and has nominated a GFP in each cluster area, as well as in policy. This GFP group meets on a regular basis.

The wide range of experience across the Gender Focal Point system, however, highlights the inconsistency that exists at the regional level, with some offices being quite proactive and others doing very little to actively promote CO gender integration in programmes.

[40] Interview with Programme Staff, Nepal CO.
[41] Interview with Senior Manger, Central American CO.

The following table provides a summary of the ratings from the six Country Case Studies. The same format is used in the rest of this section, for Accountability, Capacity and Funding.

Table 3: Commitment to Gender Equality at the CO Level

Country Office Level *(N.B.: The numbers listed under the low, fair, good and excellent categories indicate the number of COs involved in the six country case studies rated at this level. Where there are less than six, this indicates that not all the COs were rated for that particular indicator as either the data was not available for all six countries or else that specific indicator did not apply to all six countries.)*	**1 Low**	**2 Fair**	**3 Good**	**4 Excel -lent**
A3: Senior managers provide institutional incentives for gender equality work and are well informed about relevant gender equality issues		**4**		**1**
A4: Senior managers have participated in gender analysis or awareness training recently.	**6**			
A5: Representatives demonstrate active and visible leadership/championship of GE issues and hold staff accountable, lead by example, ensure adequate resources allocated.		**1**	**3**	**2**
A6: Level of staff with significant responsibility for GE.		**3**		**3**
A7: Monitoring and Evaluation TORS include a review of gender equality responsibilities and concerns.	**2**	**2**		
A10: Clear link between GE inputs in CCA/SITAN, UNDAF programming		**4**	**1**	
A11: UNICEF Leadership role in GE within UNCT and UNGTG clearly visible		**3**	**2**	

Evaluation Finding 11: Individual senior manager commitment to gender equality has translated into strategic programming at CO levels in some cases. However, there are few institutional incentives that support a systemic gender integration approach.

For the COs there were significant differences among the country programmes in some categories. What appeared to make the most difference was the commitment to, and understanding of, gender equality concepts by the respective Country Office senior management teams. In the programme staff survey, close to half of those surveyed clearly indicated that they felt that their managers were committed to supporting their work of integrating gender into programming,[42] while one-third only slightly agreed that this was the case. However, the Evaluation Team also found that not all senior

[42] 35% Agree; 10% Strongly Agree – Refer to question 13 in Annex 3.

managers were able to translate their commitment into strategic gender programming. This is in part due to the role of the Deputy Representative or SPO - who is a key determinant of the degree of management support for the gender agenda since this position holds the main responsibility for operationalising UNICEF's mandate into programming. Interviews with programme staff indicated that the majority of them are quite open to working on gender equality in the future. They did, however, feel that they needed the support of their senior managers to achieve this, as well as more guidance in how to operationalise gender equality.

In both interviews and the survey, the majority of senior managers noted that there are no real institutional rewards for promoting gender equality within a programming context.[43] In general, they observed that UNICEF tends to reward its senior managers for being efficient in addressing administrative as opposed to substantive issues.[44]

3.2.2 *Accountability*

Evaluation Finding 12: UNICEF does not hold its managers or staff accountable for supporting gender equality in a systematic way

Accountability is a particularly weak area for UNICEF, with regard to the implementation of its gender policy. Overall the Evaluation Team found that UNICEF does not systematically hold its managers or staff accountable for integrating gender equality in programming. This is a consistent finding at all three levels (HQ, regional, country), as well as within both development and emergency programming processes. For emergency programming, if anything, the accountability for integrating gender was even lower than for development programming. This is in part due to more limited staff capacity related to gender equality in this area.

Table 4: Accountability at CO Level

Indicator and Level	1 Low	2 Fair	3 Good	4 Excel-lent
B1: Lines of accountability for gender equality inputs are clear and enforced.	1	5		
B2: Senior managers have gender equality as one of their key assignments and hold staff accountable for including GE in their key assignments.	5	1		
B3: Job descriptions do not include relevant tasks related to gender equality	6			
B4: Existence of TORs for Gender Focal Points.[45]	5	1		

A review of UNICEF's programme design, monitoring, implementation and reporting

[43] Refer to question 10 in the senior managers' survey in Annex 2.
[44] Interviews with senior management at CO level and participants in the Evaluation Synthesis Workshop.
[45] GFP TORs only exist at the HQ level and are fairly general in nature.

processes indicates that executive instructions related to gender equality and HR accountability do not adequately ensure that UNICEF managers are consistent in holding programme staff accountable for integrating gender equality into programming. This is, in part, because some guidelines for integrating gender equality into programming processes do not go into sufficient depth. Plus, even when there is sufficient guidance, some senior managers noted that without a strong impetus from the top, it takes time for staff to adopt the new instructions - or in some cases, they are selective in regarding which instructions they should follow, depending on their own perceptions of institutional priorities and the time available. In the 2001-2005 MTSP, for example, there was an explicit stipulation that all COs should conduct a gender assessment at least once in the programming cycle and the MTSP included this as a Key Performance Indicator. In 2004, after three years of this instruction being in place, there was still less than five percent compliance. By 2005, however, the compliance rate had increased to 13% and by 2006 to 27%.[46] This reinforces the importance of management commitment to ensure that staff are held accountable for implementing the gender integration processes outlined in the PPPM and MTSP.

Evaluation Finding 13: Responsibilities for gender are not clearly assigned. Almost no managers have included gender equality as a key assignment in their annual objectives, nor do they ask this of the staff they supervise unless they are serving in the Gender Focal Point role.

The Evaluation Team consistently found across all six-country case studies and in the HQ and the Regional Office interviews that accountability for implementation of UNICEF's gender mainstreaming strategy is not clearly or explicitly defined in job descriptions, PERs and TORs. This confirmed a similar finding of UNICEF's self-assessment exercise. There was however, a significant discrepancy between the results of the face-to-face interviews and the results of the senior managers' survey in which approximately one quarter of the respondents clearly indicated that gender equality was strongly incorporated in their annual objectives as found in their PERS. *However,* the only managers interviewed by the Evaluation Team who indicated that this was the case for them were the tiny handful who were also serving as their office's GFPs.[47]

This discrepancy also existed when the same managers were asked if gender equality was strongly incorporated in the PERS of the staff they supervise. Those interviewed directly stated that none of their staff beyond the Gender Focal Points had gender responsibilities as a key assignment, but close to one-third of the managers surveyed stated that their staff did have gender incorporated as a key assignment.[48] The fact that the survey question did not exclude GFPs from this consideration may explain the latter discrepancy. In the programme staff surveys, however, only 11% of the staff responded that gender equality was included as a key assignment in their PERs. However, the Evaluation Team found only two people out of the 94 direct interviews conducted who

[46] Interview with Senior Manager from DPP. 2006 UNICEF Annual Report.
[47] 29% Slightly Agree; 21% Agree; 5% Strongly Agree.
[48] 43% Slightly Agree; 25% Agree; 4% Strongly Agree - Refer to Senior Manager survey results, Annex 2.

were not GFPs indicated that responsibility for gender equality was a key assignment for them.[49]

While some differences in these numbers may be attributable to the inclusion of GFPs in the two surveys, there are still several clear patterns. The first is that senior managers appear to have a rosier picture of staff capacity and responsibility than the programme staff. The other is that the Evaluation Team consistently found results to these questions that demonstrated an even lower level of responsibility and confidence in staff gender capacity than the surveys. In general, however, the Evaluation Team's findings were closer to the perceptions of the programme staff surveyed.

UNICEF HQ is responsible for preparing generic job descriptions of the different positions held by UNICEF staff. With the exception of the GFPs at the HQ level, these job descriptions do not include any reference to staff responsibilities for incorporating gender as a crosscutting issue in their specific area of work. This means that during recruitment staff are not routinely asked about their competencies in relation to gender, and there is nothing in their job description to hold them accountable for their performance in relation to gender equality.

Table 5: Accountability in Programming Processes

	1 Low	2 Fair	3 Good	4 Excel-lent
B4: Gender equality impact assessments are included in Monitoring & Evaluation reports	5	1		
B6: Programme documents are only approved by management if they include relevant gender equality inputs and will not lead to an increase in gender disparities.	2	3	1	
B7: UNICEF holds partners accountable for promoting increased gender equality in the programmes it funds.	1	4	1	

The range of responses made by the different COs again demonstrates the inconsistency in the way UNICEF holds its staff and national partners accountable for integrating gender equality in programming. In all three categories only one CO achieved a good rating, with the majority rated at the low or fair level. What also stands out is that with the exception of in the Americas and Caribbean region where the COs receive technical support from a Regional Gender Advisor, most COs reported that they were generally only held accountable for integrating gender in their CPAPs and CPDs by the ROs with regard to the participation of women and girls.

This lack of accountability has contributed to the fact that there are few CO strategies to facilitate the implementation of UNICEF's institutional gender policy. The Evaluation Team found, as did the self-assessment exercise that instead the COs rely on individual and ad hoc strategies. This, in turn, has led to the inconsistent integration of sex-disaggregated data, gender-sensitive language and a limited (to non-existent) use of

[49] 29% Slightly Agree; 10% Agree; 1% Strongly Agree – Refer to Programme Staff survey results, Annex 3, question 11.

gender analysis to inform programme planning and resource allocation. To change this situation, UNICEF's senior management needs to be more proactive and send a clear message that they will hold the Regional Directors, Deputy Regional Directors, Representatives and Deputy Representatives accountable for ensuring that gender equality is integrated into UNICEF-supported programming.

3.2.3 *Capacity*

The Evaluation Team finds that capacities differed significantly from CO to CO, with the ratings averaging between the fair and good levels. However, there is enough of a general pattern in key areas to conclude that while UNICEF staff capacity to integrate gender equality in programming is beyond a basic level, there are still significant gaps.

Table 6: Staff Capacity in Gender Equality at CO Level

	1 Low	2 Fair	3 Good	4 Excel-lent
C1: Staff have sufficient knowledge of gender equality concepts, gender mainstreaming processes, and UNICEF gender policy to be able to apply it to their work on an ad hoc basis.	1	4	1	
C2: Programme planning is complemented by gender analysis on a regular basis and some sex-disaggregated data collected and used to support & improve planning efforts.	2	3	1	
C9: Most staff have the knowledge and skills they need to advocate on key gender issues with partners.	1	1	4	
C12: Over 40% of staff have skills to do basic gender analysis related to programme themselves, but need additional assistance to conduct more complex analysis and analyze the sex-disaggregated data collected.	2	1	3	

An interesting anomaly is that while almost one-third of senior managers felt that their staff had significant skills and knowledge to promote gender equality in programming, only 11% of the programme staff themselves felt that this was the case.[50] This is despite the fact that close to half of programme staff surveyed have received gender training in the past.[51] This finding led the Evaluation Team to conclude that the gender training UNICEF staff received may not have been sufficiently in-depth to assist them with their gender equality programming needs.

Forty-two percent of those trained through UNICEF sources received this training through the gender module in the PPPM orientation course. This is a clear indication that this training needs to be strengthened, particularly as it represents a significant entry

[50] 43% Slightly Agree; 25% Agree; 4% Strongly Agree (Senior Managers) and 32% Slightly Agree; 10% Agree; 6% Strongly Agree (Programme staff) - Refer to question 9 in Annex 2 and question 11 in Annex 3.
[51] Refer to question 11 in Annex 3.

point to ensure that staff are trained in gender integration processes.[52] UNICEF staff at both the CO and HQ levels also observed that when the PPPM training is reduced from two weeks to one week, the gender module in the PPPM is one of the most vulnerable to be cut.

Evaluation Finding 14: There is a wide range of staff capacity vis-à-vis their ability to integrate gender equality into programming, with the majority of staff needing further skills development and training in gender analysis and the development of gender-sensitive monitoring indicators.

While the Evaluation Team found that the programme staff interviewed generally lacked knowledge of UNICEF's gender policy, overall staff capacity in relation to gender analysis in programming was slightly stronger. This depended to some extent on country contexts with the COs in countries where there was active NGO support for gender equality in programming being stronger than those where there was less general awareness of gender equality at the national level. This is likely because NGOs often serve as feeder organizations for UNICEF national staff recruitment. In those countries where gender equality was fairly high on the national NGO agenda, a significant number of staff recruited had received gender analysis training elsewhere. The programme staff survey confirmed this trend as well as indicating that close to one-third of those who had received gender training have been trained outside of the UN system.[53]

Evaluation Finding 15: CO staff have a greater capacity to negotiate gender equality issues with UNICEF partners than they do in other areas of gender equality programming.

The Evaluation Team observed that the greatest area of strength in terms of gender capacity for UNICEF staff is their ability to negotiate gender issues effectively with partners. This observation was confirmed to some degree by the fact that the programme staff surveyed felt that training on dialogue with partners was the second least important on the list from which they had to choose.

Evaluation Finding 16: There is both a strong demand for and a dearth of user-friendly, UNICEF-specific gender analysis and monitoring and evaluation tools, particularly related to gender equality in emergencies. However, programme staff make very limited use of the tools that do exist or else are not aware of them.

The priorities for increased capacity and support that programme staff identified were gender analysis training (69%), clear guidance notes and tools within a UNICEF context (69%), followed by access to gender expertise (29%). UNICEF did develop some sector-focused gender analysis tools in the past, but none of the programme staff interviewed knew of their existence or how to access them. Programme staff also have mixed feelings about the gender assessment tools outlined in the PPPM and feel that they need to strengthened, along with the other gender components of each programming process covered by the PPPM. The Evaluation Team's review supports this assessment and a similar conclusion was reached during the self-assessment exercise.

[52] Refer to questions 7 & 8 in Annex 3.
[53] Refer to questions 7 & 8 in Annex 3.

The programme staff survey found that institutional rewards and recognition for promoting gender equality did not appear to be a high priority for programme staff.[54] This is in direct contrast to the response of the senior managers where over half of those surveyed felt that institutional awards related to gender equality were important.[55] In the experience of the Evaluation Team, when additional institutional rewards are put in place to support staff's integration of gender equality in programming, it facilitates the effective implementation of an institutional gender mainstreaming strategy.

Table 7: Evidence of Application of CO Staff Gender Knowledge related to Programming

Indicator	1 Low	2 Fair	3 Good	4 Excel-lent
C3: Programme planning documents include GE inputs or objectives and planning decisions are based on prior gender analysis	1	3	2	
C4: LFA includes activities designed to support achievement of gender equality results plus the related gender-sensitive and gender specific results statements and indicators and risk assessments.	1	4	1	
C5: Needs assessments in emergency contexts include sex-disaggregated data and an analysis of the specific vulnerabilities of girls and boys, male and female adolescents/ men and women		2	1	
C6: Gender equality results are clearly defined, measured or tracked in programme monitoring and evaluation documents.	1	5		
C7: Regular reports include references to gender equality results achieved and an analysis of the key gender issues concerned	1	5		
C13: Key data is disaggregated by sex and analyzed in research and evaluation reports.		4	1	

Using the institutional assessment criteria, the Evaluation Team found programme staff, despite their training, are fairly weak with regard to their application of their knowledge of gender equality issues within programming processes. Most of the ratings in this category stand at the low to fair level. Senior managers, however, again appeared to have a much more positive view of the situation, with 41% stating that their office integrated a strong gender equality perspective into its planning.[56] Only 21% of the programme staff surveyed felt this was the case.[57] The extensive programme document review carried out by the Evaluation Team yielded an assessment that was closer to the

[54] Refer to question 13 in Annex 3.
[55] 14% Slightly Agree; 33% Agree; 16% Strongly Agree – Refer to question 11 in Annex 2.
[56] 31% Agree; 10% Strongly Agree – Refer to question 9 in Annex 2.
[57] 14% Agree; 7% Strongly Agree – Refer to question 11 in Annex 3.

programme staff perceptions.[58] This may be as much a question of limited accountability and guidance as it is a capacity issue.

Evaluation Finding 17: CO staff are struggling with how to integrate gender quality into UNICEF's other main programming approaches (RBM, HRBAP)

Many programme staff are struggling with the mechanics and practicalities of how to integrate gender inputs into an RBM approach and rights-based frameworks. In particular, they need more support and training related to how to frame gender equality results statements and develop gender-sensitive indicators that were both qualitative and quantitative, as well focused on measuring changes in access to rights. This challenge is even greater within the context of emergency programming where some staff are having difficulty understanding how to empower men and women and boys and girls when they feel that the programme focus has to be on the more immediate task of saving lives and delivery of services.

Table 8: Other Institutional Gender Capacity Issues

Indicator and Level	1 Low	2 Fair	3 Good	4 Excel-lent
C8: Staff have ready access to regional or local staff with expertise in gender equality and/or funding to support the use of external gender expertise.	1	4		1
C10: Percentage of partners with which UNICEF works on gender equality issues.		3	3	
C11: Existence and use of formal systems to capture and document internal knowledge on gender equality, particularly good practices	1	3	2	

Evaluation Finding 18: In the past ten years, UNICEF has progressively reduced the specialized gender resources available to staff, particularly at the RO level. For UNICEF to effectively mainstream gender equality into its processes, it will need sufficient resources to build staff capacities and skills in basic gender analysis and to ensure that they have access to more advanced gender expertise on an as-needed basis.

Access to gender resources is at the heart of the debate on gender mainstreaming. The question is who is responsible for integrating gender in UNICEF programmes? Under a mainstreamed approach technically it is **all** staff. In reality, often this responsibility has been off-loaded on relatively low-level GFPs, many of whom do not have a gender background. Frequently no one with significant authority for programme oversight has been specifically tasked with monitoring the gender equality integration process. This latter practice presupposes that all staff have basic gender analysis skills and that they will be supported and held accountable in this process by their managers. However, discussions with UNICEF staff and managers indicate that while some thought there was

[58] Refer to Programming Processes section and to Annex 11 for a more detailed analysis of the results of this review.

no need for staff to have access to specialized gender resources, others were of the opinion that it would be totally unreasonable to expect UNICEF staff to become gender experts on the basis of attending a two-day gender analysis workshop. The Evaluation Team concurred with this latter opinion.

Another challenge facing UNICEF is that its approach to gender mainstreaming in the past ten years has been to progressively reduce the specialized gender resources available to staff, particularly at the RO level. This reduction was not accompanied by a complementary process of system-wide gender analysis training for its staff. In fact, corporate training related to gender equality was reduced primarily to the optional gender module in the PPPM orientation training during this period. It is significant therefore that almost three-quarters of the managers surveyed indicated that they thought having access to gender expertise and resources was important.[59]

The reality is that while UNICEF's programme staff can be trained to conduct a basic gender analysis, beyond this basic level, it often requires sophisticated technical expertise to make the connections necessary to have a significant impact on programme planning. The following example outlines some key connections between different gender issues within a South Asian context and demonstrates the importance of assessing the underlying causes of gender equality issues in programming.

Links between Housing, Incest & Trafficking

Incest is a significant issue in Nepal, as is child marriage, and low education levels for girls. These issues are all related and the high incidence of trafficking in Nepal could also be connected to them. A CIDA evaluation of a housing project in India last year found that in designing homes, it was necessary to make sure each home had more than one room because incest was a greater problem and risk in one-room homes, as was the location of the washroom. In this case, the project found that families needed three rooms - one for the parents, one for the boys and one for the girls (CIDA 2006).

In Nepal, the Evaluation Team observed the Dalit families who had not as yet obtained housing loans were still living in one-room homes. It would be important for the Nepal CO, therefore, to find out if there is a correlation between the girls being trafficked from this area and incest / sexual abuse rates and whether it is these girls who are more likely to sent away by their families. If there is a positive correlation, then child protection programmes may need to look at alternative programming approaches, such as how they can find support for better housing for these families.

The links outlined in the example above are not those that would always be immediately obvious to programme staff and would likely require the professional skills and knowledge of a gender expert to help uncover and address. There is however a tendency in many development organizations not to perceive gender as an actual area of expertise similar to HIV/AIDS or adolescents. This is significant in UNICEF's case, as the organization has allocated regional gender resources to these other crosscutting themes, but has done so to a much lesser degree for gender.

[59] Agree 54%, strongly agree 15%. Refer to question 11 in Annex 2.

UNICEF needs to adopt an approach to both: (i) build the capacity of its programme staff and managers so that they can more effectively mainstream gender equality, and; (ii) support this process by hiring additional internal gender expertise, at a minimum at the HQ and regional levels. It is not a question of an "either/or" approach, but of recognizing that gender mainstreaming cannot happen unless the organization allocates adequate specialized resources to support its staff in this area, as well as provides general staff with the tools and knowledge they need to integrate gender issues in their work on a daily basis. Currently only one-third of senior managers clearly felt that UNICEF allocates sufficient human and financial resources to support the effective integration of gender equality in its programming.[60] This problem is particularly acute with regard to integrating gender equality in an emergency context, as there is a dearth of expertise in this area in general, and not just within UNICEF.

Evaluation Finding 19: UNICEF lacks a systematic way for the organisation to capture and share its gender integration (mainstreaming) experiences both globally and regionally.

The evaluation noted serious gaps in how the COs report on gender equality results, with many cases of there being significant results that were not recorded from a gender perspective. There is also limited sharing between countries and regions. For example, UNICEF supported the Tostan project, a community mobilization project that has had tremendous success in reducing Female Genital Mutilation/ Cutting (FGM/C) by changing attitudes about this practice in Senegal. However, in Mali where there is also a high incidence of FGM/C, no one interviewed in the CO had heard of the project.

This problem, however, is not confined to gender equality issues. The organizational review noted a general need for UNICEF to be more systematic in its sharing of good practices, etc. The self-assessment exercise similarly concluded that knowledge management systems for gender mainstreaming are not providing enough information to build UNICEF staff competency to effectively implement the 1994 policy. For gender equality this is particularly important as the majority of UNICEF's successes in increasing gender equality through its programming take place in relative isolation, primarily (although not exclusively) at the country level. It is currently not possible to capture many of these lessons learned and good practices in UNICEF's existing reporting systems because explicit gender equality results are often not included in programme documentation. Given that UNICEF has many standardized programmes that it supports globally it becomes even more important for the organization to find a way to both capture and disseminate this knowledge.

UNICEF could also find more creative ways to document good practices and for its staff to share their experience integrating gender equality in programming. The UNDP, for example, has established a very successful intranet peer self-help group that could serve as a possible model for UNICEF or as a potential point of inter-agency collaboration.

[60] 21% Agree; 8% Strongly Agree – Refer to question 2, Annex 2.

3.2.4 *Funding*

Evaluation Finding 20: Gender equality programming within UNICEF often focuses on fostering social and attitudinal change that is long-term in nature and does not always yield easily measurable or immediate results. Therefore it tends to be more vulnerable to the diversion of funding to other budget lines than programmes that have results that are achievable within a shorter time frame.

There is considerable pressure on COs to disburse funds in a timely way from HQ, the ROs and donors. However, programming to support increased gender equality is often complex and usually involves advocacy initiatives that promote social and attitudinal change. This type of programming is difficult to schedule precisely. Consequently, staff in some COs reported that funds to support social/ attitudinal change or advocacy programming were sometimes reallocated to other budget lines due to slow disbursement rates. To effectively integrate gender equality in programming, UNICEF will need to take a long-term view and start making funding commitments and strategies that look at ten-year as opposed to five-year timeframes.

In general, the Country Offices visited by the Evaluation Team appear to be allocating a reasonable amount of funding to support gender equality initiatives, even if they were not always explicitly identified as such. The funding to implement UNICEF's gender policy is however woefully inadequate in the area of the resources required for the gender analysis necessary to inform programme planning and implementation – as well as for the specialized human resources needed to support the gender analysis and integration process.

Table 9: Funding Indicators at the CO Level

Indicator and Level Fewer COs were rated under Funding as much of the financial information was difficult to track.	**1** **Low**	**2** **Fair**	**3** **Good**	**4** **Excel-lent**
D1: Programme funding to support increased gender equality is stable and not vulnerable to being reallocated to other budget lines.	1	2		
D2: It is possible to track the amount of funds spent to achieve specific gender-equality results.	4	2		
D3: Funds for gender equality come from a balanced mix of core budgets and external, earmarked sources.			3	
D4: Adequate funding is provided to support both gender specific programming and the achievement of gender equality components within general programmes.		1	2	
D5: Resources to support the achievement of gender equality results are systematically included in every programme/project.	2	2	1	1

Evaluation Finding 21: The existing Financial Tracking Systems limit the possibility to track gender equality financial inputs, although they could be adapted to track these more effectively.

While it is possible to adapt UNICEF's financial tracking system, Programme Manager System (ProMS) to include specific codes for gender equality inputs, GEHRU has identified the following limitations in the system:

1. ***UNICEF's internal coding system is inconsistent.*** This is because coding for activities is subject to individual interpretation and is not inclusive of all possible interpretations.
2. ***It is difficult to measure interventions that are crosscutting in nature.*** Because gender equality cuts across all Focus Areas, it is difficult to track all gender expenditures using ProMS and the Specific Intervention Codes (SICs). Consequently, the analysis generated through these systems sometimes includes spending on crosscutting interventions other than gender equality.
3. ***Correlation of codes to expenditures***. Expenditure totals are directly correlated with the SICs used for the analysis. Depending upon the Specific Intervention Code used to identify gender equality expenditures on gender, a situation can arise in which there is either under or over-reporting of spending in this area. This is due to the fact that either expenditure for other purposes will be included in the gender equality calculation and therefore yield an artificially high total, or else since specific gender equality inputs may not be easily identifiable, they may be overlooked altogether.
4. ***Quantity of codes and level of detail.*** There are currently 48 out of a total of 215 Specific Intervention Codes in the ProMS that can be readily identified as being gender equality related. With some work it would be possible to revise these to provide another level of detail that would provide more information on their relationship to gender equality inputs and allow for more accurate appropriation and calculation.[61]

These limitations mean that although it is possible to use ProMS to track gender equality-related expenditures, as the systems are currently structured, they would provide an inaccurate account of gender equality-related expenditure. Therefore both systems would need some adjustment and revision to create a workable system that would provide accurate totals. UNICEF staff at the RO and HQ levels felt that the investment to do this was more important than did the CO staff interviewed. The latter were also not sure how they would use this information as they indicated that this type of financial reporting is more of an HQ than CO requirement.

An analysis of the financial tracking systems of the African Development Bank found similar challenges within that institution. However, the analysis recommended that if the Bank wanted to develop a financial tracking system that could measure what it was spending on gender equality inputs, it would need to link these expenditures to a RBM

[61] Adapted from: Kimberly Gaston. May 2007. UNICEF Gender Expenditures: A Preliminary Analysis of ProMS Special Intervention Codes

type of framework.[62] UNICEF needs to examine whether a similar approach would make sense to strengthen its tracking of gender equality results and not just of the amount of funds spent on gender equality as a lump sum. If these two processes can be combined, then it could be worth the investment of revising UNICEF's financial tracking systems and could serve as a model for the rest of the UN System.

3.3 Development Programming Processes

3.3.1 "Policy Evaporation"

Policy evaporation is the process in which gender policy commitments fade or "evaporate" in the formulation and implementation of programmes and related projects. GEHRU asked the Evaluation Team specifically to assess whether there was a process of policy evaporation in the way UNICEF is implementing its gender policy in its programming processes at the country programme level and, if so, where it was taking place. To determine this, in addition to interviews with UNICEF staff, the Team conducted an extensive document review of the different programming processes for each country case study, as well as of the MTSP and PPPM. The conclusion reached is that there is considerable gender policy evaporation taking place in both development and emergency programming. In particular, the Evaluation Team found that UNICEF's gender equality requirements in the PPPM were not being applied either consistently or systematically from country to country or even within different programmes in the same country. This appeared to be largely due to either a lack of understanding of how to integrate gender equality into specific programme processes or because managers did not hold staff accountable for ensuring that this was done.

The following review identifies the main areas of policy evaporation within specific UNICEF programming processes. The country case studies in Chapter Four offer a more detailed analysis of the specific processes within the country context and from the perspective of emergency programming.

3.3.2 Gender Equality in the CCA and PRSP[63]

Evaluation Finding 22: UNICEF has an important role to play in the integration of gender equality in the CCA

The challenges UNICEF face in the integration of gender equality in the CCA process include:

- UNICEF is only one of multiple actors in the development of the CCA.
- There is often a lack of credible sex-disaggregated data to document gender disparities. This is especially the case for highly sensitive issues such as honour killings, trafficking, gender-based violence, etc.
- The treatment of gender equality in the CCA is inconsistent from country to country.

[62] Kartini International. 2005. Major Report on the Consultancy on Proposing Gender Sensitive Budgeting and Lending Procedures in the African Development Bank Group.

[63] The Evaluation Team reviewed the CCAs and UNDAFs in all six country case study countries, with the exception of Mali where the CO based its work on the PRSP and the SitAn.

- In some countries, national partners do not see addressing gender equality as a priority issue.
- Sometimes the timing of the CCA process precedes that of the more detailed SITAN upon which UNICEF could draw to provide evidence of the need to address the more pressing gender inequalities.
- Some CCAs simply describe the primary gender issues in a country, but do not analyze the underlying causes of the gender disparities identified.
- In some countries, for diverse reasons, the UNCT has decided to base the UNDAF on the Poverty Reduction Strategy Papers (PRSP) as opposed to the CCA. In such cases, this gives the UNCT less influence in the related consultative process as a significantly greater number of stakeholders are involved.
- Sometimes placing gender equality as a stand-alone component can lead to these issues not being seriously addressed in other sectors due to the assumption that they have already been taken care of elsewhere. This latter point is one of the dangers of a gender mainstreaming process that does not include strong accountability systems.

Where UNICEF appears to have been particularly successful in integrating gender equality into the CCA process effectively is in those countries where UNICEF took the lead in the related consultative process with national partners.[64]

The CCA process offers UNICEF and its UN partners a great opportunity to advocate for the inclusion of key gender equality issues in national plans. Currently, UNICEF is not doing much in this regard and the emphasis is more on involving government partners at this stage. However, UNICEF could work more with the specific ministries it supports to help bring an increased gender dimension to these processes. It could also advocate for increased consultations with civil society organizations, particularly those which have a good understanding of gender equality issues in the country concerned. Where UNICEF is the lead organization for the CCA/ UNDAF processes, the organization could use its position to advocate that its UN partners also support this approach.

3.3.3 Gender Integration in the *SitAn*

Evaluation Finding 23: The SitAns provide an opportunity for a more in-depth level of gender analysis than the CCA, but still could be strengthened significantly from this perspective.

Depending upon the country, UNICEF's Country Programme Document (CPD) can also be based on the SitAn. Sometimes the SitAn is used to complement the CCA/UNDAF processes where timing permits. Not all countries, however, have a current SitAn as it is considered to be an expensive and time-consuming process. The Evaluation Team received feedback from a wide range of programme staff and senior managers at the CO level that they preferred working with the SitAn to the more generalized CCA, particularly as it provides a more comprehensive gender analysis and dataset.

This makes UNICEF's recently released draft copy of the, "Guidance for Conducting Situation Assessment and Analysis of Children's and Women's Rights (SitAn)" that much

[64] Interviews with members of the UNGTG in country case study countries.

more important. The SitAn represents a significant entry point at the national level for UNICEF to advocate for the collection and analysis of priority sex-disaggregated data. As such, care needs to be taken that the current revisions to the SitAn Guidelines provide clear guidance on its gender analysis requirements.

3.3.4 From CCA to UNDAF

Evaluation Finding 24: In those CCAs where the gender analysis is weaker, it is likely that the UNDAF will also be weaker with regard to its gender equality inputs.

The CCA has a strong influence on the subsequent UNDAF and UNICEF country programme. In those countries where the CCA's gender analysis was weak in the identification of priority gender issues, the UNDAF also tended to be weak in this area. This process is also greatly influenced by what national partners see as priorities, a factor which helps partially explain the wide range of approaches in how gender issues are treated in the UNDAFs across the six country case studies. The particular weaknesses noted by the Evaluation Team include:

- A tendency for outcomes to be "gender blind" and not to acknowledge any differences between male and female within specific target groups, e.g., use of the terms such as 'poor people', 'small farmers', 'children', 'urban poor', 'adolescents', etc.
- A lack of gender-sensitive indicators, particularly to measure qualitative changes.
- In some UNDAFs, there is no mention of the specific issues or needs of women, girls, boys and men.
- A tendency to only address gender-specific issues and not to integrate gender equality throughout all programmes.
- A lack of gender-specific results statements.

For UNICEF to address these overall weaknesses in the UNDAF, the organization will need to work closely with its UN and national partners to develop a more systematic and in-depth approach to gender mainstreaming within this process. To help facilitate this UNICEF could share the results of existing SitAns and the newly revised SitAn Guidelines with partners.

3.3.5 From UNDAF to Country Programme Documents and Country Programme Action Plans

Evaluation Finding 25: The integration of gender equality has improved in recent CPDs and CPAPs in some COs.

While the UNDAF is supposed to guide programming of all UN agencies in a particular country, it allows for some flexibility to interpret outcomes in keeping with the mandate of each UN agency and the national partners. Therefore it is not surprising to find that, in several countries, the CPD was much more gender-aware and provided a clearer set of gender-sensitive targeted initiatives than the UNDAF. Much also depends upon the priorities of the national partners since it is a collaborative effort.

The Team found that the CPDs tended to be more general in nature and that the CPAPs were more of a key to the Country Programme approach to gender equality. This is the document where the evaluation found that if there were clear, gender-focused

programmes (e.g., girls' education), the results statements and indicators were more explicitly gender-sensitive. However, where they dealt with more general UNICEF and national programme approaches, the language tended to be gender-blind and to aggregate terms such as 'children', 'parents' and 'adolescents'. Indicators also tended to focus on participation or the numbers of participants as opposed to also being qualitative in nature. None of the Country Programmes Documents or CPAPs reviewed in the six country case studies had an explicit gender equality objective. This is critical as this where the Country Programme's gender equality targets need to be set to ensure proper accountability and to provide monitoring guidelines to measure clear gender equality results.

There is some degree of oversight related to gender equality by the RO of the CPD. Consequently, some COs reported that they have been asked to make revisions to include more explicit performance indicators related to numbers of male and female programme beneficiaries or to the programme focus. However, this has not been the experience of all COs, and some reported that they were not given any guidance or feedback on integrating gender equality in their CPD by their RO.

Where the evaluation was able to compare two programme cycles within the same country (Nicaragua, Mali and Moldova), it identified a definite improvement with regard to the integration of gender equality in the more recent of the CPDs and CPAPs. This appeared to be due to a combination of RO input and the influence of senior management at the CO level, with the latter having had a greater impact. Shifts in national priorities may also have been a contributing factor. In the Jordan CO, there was an implicit gender equality objective focused on ensuring equal participation of women and men and boys and girls.

3.3.6 Annual Workplans

Evaluation Finding 26: Weak integration of gender equality in annual work plans appears to be linked to the challenges using RBM in planning

For the Annual Workplans the weakest links were in how the COs articulated a gender equality focus at the activities level. This is related to the challenges UNICEF staff face in understanding both how to formulate results statements in general, and gender equality results statements in particular.

To date, most development institutions have not been very effective in integrating gender equality within the context of RBM or rights-based approaches and UNICEF is no exception. While both processes offer excellent opportunities for better mainstreaming of gender equality, UNICEF staff feel that they have to juggle too many types of planning processes at the same time and that they need more explicit guidance on how to integrate gender equality into these programming and management approaches. There is also a need for guidance notes to be produced in all of the UN's official languages, as often they are only available in English.

3.3.7 Monitoring, Reporting and Evaluation

Evaluation Finding 27: UNICEF's integration of gender equality into M&E documents is weak for two reasons: there is limited capacity in reporting generally, and secondly, limited capacity in how to express gender equality results.

Monitoring Reports

The Integrated Monitoring and Evaluation Plans and Annual Reports demonstrated a similar level of inconsistency with regard to gender integration as the Annual Work Plans, with programmes that were gender-specific being the clearest and general programmes often lacking gender-sensitive indicators, particularly of a qualitative nature. The different components of the Annual Reports, even within the same CO, often were inconsistent, with some programmes having an explicit gender equality objective, and others making no mention of gender at all, or showing any evidence of prior gender analysis. This appeared to be dependent upon the gender knowledge and capacity of the individual programme staff responsible for writing up that part of the Annual Report.

Evaluation Reports

The evaluation reports reviewed[65] were more extreme in their inconsistency, with a few reports including some mention of gender equality issues, but many having little or no mention (refer to the case studies in Chapter Four for examples). The reports that did include gender equality content mainly were limited to the inclusion of some sex-disaggregated data, which was not often analyzed from a gender perspective. This finding is in keeping with the observation in the Institutional Analysis section that gender equality is not included as an automatic crosscutting issue in evaluation TORs.

3.4 Gender Equality in Emergency Programming Processes

There are several programming processes that are unique to emergencies. These include:

- Consolidated appeal process (CAP)
- Emergency Preparedness or Response Plans (EPRPs or ERPs)
- Common Humanitarian Plans (CHAPS)
- Rapid Needs Assessments
- Situation Reports (SITREPS)

Each of these processes face specific challenges with regard to integrating gender. The evaluation however found that with the exception of some individual country-based examples, many of the documents reviewed by the Evaluation Team were fairly weak when viewed from a gender perspective. Specific details of this document review process are provided in Chapter Four. However, the following overall patterns emerged from this analysis.

Evaluation Finding 28: While advocacy for the integration of gender equality in

[65] The Evaluation Team reviewed copies of all evaluation reports produced in the last three years in the COs selected, as well as a sample of evaluation reports from UNICEF's Evaluation Office in New York. These are listed in the references, with the analysis of content in the emergencies case study and country case study reports (see Chapter Four).

UNICEF's overall work in emergencies has been stronger at the HQ level, with the Security Council and the UN General Assembly, its capacity is much weaker in the field where there is a lack of dedicated human and financial resources. This gives an overall impression of a lack of commitment, and accountability for the integrating gender equality issues into an emergency context.

This finding is supported by staff interviews at RO and CO level and the extensive document review conducted by the Evaluation Team. In particular, recent evaluation reports concluded that UNICEF did not clearly prioritize or focus on gender equality issues in its response to humanitarian assistance and that specific assessments of gender-related vulnerabilities were lacking.[66] Interviews with emergency personnel in UNICEF identified some of the main constraints that UNICEF face in integrating gender equality in emergencies. This includes:

- Lack of a process for working on pre-crisis sex-disaggregated and qualitative data assessment that can be used effectively to support a gender analysis in a rapid onset emergency situation at the CO level.
- A need to identify who in the country team are the allies, and who can lead the data collection and analysis related to gender and emergencies.
- Confusion about how to apply rights-based approaches in conjunction with needs-based service delivery in the emergency field.
- A lack of established indicators and targets related to gender equality.
- The changes required to integrate gender equality into an emergency context are significant and are competing with other large-scale change processes.
- The fact that many SitAns are not done properly and need to provide a more in-depth social analysis that looks at the multiple issues that come into play in emergencies, especially gender-based vulnerabilities.
- A tendency to focus gender equality issues in an emergency context on gender-based violence and not to go beyond this to analyze the key gender equality issues in other clusters and sectors or even to recognize that gender-based violence arises from deep-seated gender disparities.
- Even where women and children are targeted as key beneficiaries, the actual intervention is not based on a gender analysis and therefore may or may not have positive outcomes for the identified beneficiary groups.
- The lack of resources within GEHRU to provide additional technical support to EMOPS and GFPs on gender and emergency issues.
- A lack of priority given to the building of staff capacity in gender and emergencies as evidenced by the fact that the gender component in Phase II of the large scale DFID-funded capacity-building in humanitarian response project was cut when the DFID budget was reduced without much comment from within either UNICEF or DFID.[67]

[66] Evaluation of DFID-UNICEF Programmes of Cooperation to Strengthen UNICEF Programme of Cooperation as it Applies to Humanitarian Response 2000-2005 (p. 119); The 2004 Indian Ocean Tsunami Disaster: (Emergency and Initial Recovery Phase) Evaluation May 2006.
[67] Evaluation of DFID-UNICEF Programme of Cooperation to Strengthen UNICEF's Programming as it Applies to Humanitarian Response: 2005-2005.

These challenges are not restricted to UNICEF, as they are weaknesses in almost all large-scale organizations that work in humanitarian assistance**.** The Evaluation Team also found that in at least one country case study (Nepal) there was a lack of insistence from donors to either promote or monitor the integration of gender equality in emergency programming. This is, in part, because they themselves have limited capacity in gender and emergencies.

Evaluation Finding 29: UNICEF needs to build the capacity of its programme staff in gender equality and provide them with user-friendly tools that will build their understanding of how they can work to increase gender equality and empower and women and men and boys and girls in the middle of an emergency.

Lack of capacity in gender and emergencies, particularly with regard to understanding key concepts and approaches is a serious constraint for UNICEF staff. This issue has been summed up articulately by one of UNICEF's Regional Emergency Advisor and reflects a viewpoint the Evaluation Team encountered among emergency personnel in several of the country case studies.

> People confuse the different components of gender mainstreaming. A key aspect of gender is gender analysis, and the second part revolves around issues of gender equality and empowerment for women. These two get conflated and merge into each other. However, the strategies for each are different. Some UNICEF staff do not agree that it is possible to empower people in the middle of a crisis, and may dismiss that there is also a need to do gender analysis. They therefore reject this first principle, but then throw out the gender analysis process because they do not understand that boys need one thing and girls need another and that you need a gender analysis to determine this.
>
> UNICEF Regional Emergency Advisor

There is also a shortage of both gender-sensitive emergency assessment tools and of specialized expertise in gender and emergency issues. In particular, there is a need for finding consistent and effective rapid assessment tools that integrate gender equality concerns and require qualitative analysis in the field using sampling. While there are many tools existing assessment tools, most are also weak with regard to gender equality assessments.

There is well-documented field practice that has shown that gender-sensitive humanitarian assistance can help mitigate the different and negative effects of complex emergencies and natural disasters on men and women and boys and girls. Humanitarian aid can also be more efficient and have a greater impact if opportunities for positive change in gender roles created by crisis situations are enhanced and sustained both during the emergency and in the post-conflict phase. UNICEF has started work on documenting good practices in this area, but will also need to invest in additional human

resources to help its staff catch up to where they need to be in terms of institutionalised gender and emergency capacity.

Evaluation Finding 30: UNICEF's emergency programming processes are often weak with regard to their gender analysis.

This weakness represents the other major constraint facing UNICEF's work in integrating gender in emergencies. The reasons for this include:

- There is limited staff capacity and understanding of how to integrate gender equality in an emergency context.
- Many UNICEF staff make an assumption that targeting the most vulnerable populations (e.g. women and children) will automatically reduce gender disparities.
- There is a tendency to aggregate groups such as children and adolescents together and not to disaggregate either of these groups by sex, even though the different groups may experience different levels of vulnerability in an emergency.
- Lack of access to specialized expertise in gender and emergencies.
- Insufficient attention to the integration of gender equality in each cluster.
- The fact that rapid assessments often have to be turned out within 24 hours of an emergency occurring can make it challenging to ensure effective qualitative gender analysis.

This makes it that more critical to ensure that these assessments include sex disaggregated data and that the more in-depth follow-up assessments generally done the following week, produce a more detailed and considered analysis of the relevant gender issues and concerns.

Evaluation Finding 31: A prior gender analysis needs to be conducted as an essential part of the development of the emergency preparedness response plans in order for critical gender equality issues to be addressed when an emergency occurs.

The Regional Emergency Advisors interviewed indicated that a key to strengthening UNICEF's approach to integrating gender in emergency programming is for the organization to insist that all emergency response plans at the CO level be based on the results of a prior gender analysis that takes into account both the key gender issues at the national level, but also the specific vulnerabilities and gender issues of different groups of men, women, boys and girls in the types of emergencies most likely to occur in that country.

This is critical as complex emergencies and natural disasters have a differentiated impact on men and women and boys and girls, and these often affect the realization of their respective rights. In particular, in complex emergencies men account for the largest numbers of combatants while women and girls and boys comprise the majority of the population affected by conflict. Up to 80% of internally displaced persons and refugees around the world are women and children. This leads to a dramatic increase in the number of female-headed households with responsibilities and high demands for meeting the needs of both the children and aging relatives. It also leads to abrupt changes in women's and men's roles, an increased workload for women, increased risk of death or injury for men, as well as changes their respective access to and control over

the benefits of good and services.

In its approach to gender analysis to support emergency planning and service delivery, UNICEF needs to:

- Make a conceptual shift from viewing women and boys and girls implicitly as objects of development (e.g., to be vaccinated or provided with micro-nutrients), as opposed to their potential role as agents – their roles in decision-making (e.g., IDP camp or borehole management).
- Move beyond compartmentalizing the organization's gender mandate in obvious areas focused on girls such as Girls' Education or Gender-based Violence (GBV)
- Ensure that future guidance on gender equality in emergencies requires staff to assess the underlying socio-economic norms governing the roles of men and women, boys and girls and that it pays attention to the currently absent – and particularly the absence of addressing roles of boys and men. This is especially critical in the context of armed conflict, male and female child soldiers, etc.
- Ensure that a specific gender analysis is conducted for each cluster and other key areas affected in an emergency situation, e.g., the different mobility patterns of men, women, boys and girls has a significant impact on which groups are most at risk of stepping on landmines and gender roles and expectations can affect who gets treatment and the reintegration of landmine victims into the community; men, particularly young men and adolescents are also at increased risk of infection with sexually transmitted diseases in many emergency contexts.
- Distinguish between the different gender equality issues and priorities that occur in the different types and phases of emergencies.

> There is a resistance to gender analysis in an emergency context. We have to do the analysis, this is the key part. *Whether in preparedness or planning if you do not do the gender analysis, gender will be lost forever*. If you are preparing your country for a drought, you have to ask who will be affected and how you will respond.
>
> UNICEF Regional Emergency Advisor

In general, interviews with EMOPS staff and Regional Emergency Advisors focused on UNICEF's potential to do more work integrating on gender equality in an emergency context in the future, as opposed to what UNICEF is doing now. They also identified a number of significant constraints that UNICEF faces. Key amongst these is a general lack of conceptual understanding by UNICEF staff of what integrating gender equality into emergencies means.

Evaluation Finding 32: UNICEF, while currently weak in integrating gender into emergency programming, has some areas of strength.

These include:

- EMOPS' pivotal role in policy advocacy within the UN system, which it has used to

advocate for a strengthened gender equality response to emergencies.

- EMOPS also works closely with the IASC on diverse gender equality and emergencies issues, e.g., UNICEF provided strong support for the production of the IASC Gender Handbook in Humanitarian Action.
- In the 1990's, in particular, several UNICEF staff reported that some COs had been effective in integrating gender equality in an emergency context. These good practices are however not well known within the organization and need to be documented, analyzed and brought into UNICEF's knowledge management in a systematic manner (e.g., posted on the intranet, shared with other UN partners, etc).
- UNICEF programmes have a lot of operational experience in programming for women and boys and girls from which they draw lessons learned.
- UNICEF has well-established systems to collect sex-disaggregated data in many countries where crises occur.

At the HQ level, EMOPS has produced a *Gender Strategy Note: A strengthened response to gender equality and women and girls' empowerment in emergencies: a strategy note 2007-2009.* This gender strategy note includes a problem statement that indicates that the risks, exclusion and discrimination that women face in the social, economic and political spheres are frequently exacerbated in emergencies, and that they tend to further compound not only women's vulnerability but children's as well. It goes on to observe that little is known about the effectiveness of current emergency programs to tackle these risks and at the same time promote gender equality and women and girls' empowerment. Furthermore, despite a number of available tools and guidelines to ensure high-quality gender-sensitive programming, recent UNICEF and inter-agency evaluations have highlighted that these standards consistently fail to be incorporated into the overall emergency response. It notes that there is a need to direct additional resources and focus on strengthening programmatic design and emergency field staff capacity in emergency response.

The Gender Strategy Note also includes proposed actions and an overall goal that include a series of "extraordinary activities" to strengthen programmatic design and emergency field staff capacity to address gender equality and women and girls' empowerment in emergency preparedness and response. This Note represents a positive step forward for UNICEF with regard to integrating gender equality in emergencies, but will require significant championing of UNICEF's senior management to implement, particularly as to do so will require a considerable outlay of additional human and financial resources.

Evaluation Finding 33: Leadership plays a key role in establishing the importance given to gender equality in emergencies.

UNICEF could play a key role in turning the lack of integrated gender equality in humanitarian responses around, but needs to determine where it could best act as a catalyst and leader in this process. UNICEF also needs to give a clear message to its field staff that this is an institutional priority and expectation. Currently some field staff are quite hesitant to do this – particularly for processes that require substantive inter-agency collaboration.

An inter-agency approach is necessary in an emergency context. UNICEF's Emergency Operations Division (EMOPS) has already made important contributions to the development of gender policy within the UN, and the IASC, including co-chairing the Gender Working Group of the IASC and is currently developing several initiatives towards strengthening the gender dimensions of its work both at the policy and operational levels. EMOPS also plays a pivotal role in policy advocacy within the UN system. Within this role it has strongly advocated for a strengthened gender equality response to emergencies and is working closely with the IASC to achieve this. However, this approach still needs to be translated into concrete actions and guidance for UNICEF's field staff.

UNICEF's commitment to integrating gender equality in emergency programming has not yet filtered down to the field level and CO-based emergency offices do not feel that they can address the gender gaps in the inter-agency approach to emergencies on their own. This is, in part, as it will require political will from more than one agency. UNICEF could however still provide its field staff with clear directions that UNICEF is to act as an advocate for these processes and play a leadership role in coordinating gender equality inputs within this inter-agency approach. Amongst other things, UNICEF could initiate this process by holding stakeholder consultations on the recently published IASC gender guidelines, which currently are perceived as an HQ-driven initiative by the field offices.

3.5 Policy Condensation in Programming

Despite the fairly widespread degree of policy evaporation in both its development and emergency programming processes UNICEF still can boast of having developed and/or contributed to a wide range of good practices in programming that promotes increased gender equality. This has happened despite the fact that UNICEF does not apply its gender policy systematically and consequently, could be considered a form of "policy condensation", i.e., a situation in which a policy is being implemented primarily due to factors other than the policy. While these initiatives tend to be the result of individual leadership in gender equality, the overall approaches that they have developed can serve as a body of work that UNICEF could use to develop a more systematic approach to integrating gender equality in programming in the future. While a detailed description and analysis of good practices related to gender equality in programming the Evaluation Team found at the HQ, and CO levels is outlined in Chapter Three, the key elements of these good practices are summarized below:

Involvement of Men and Boys

- The inclusion of men and boys in any gender equality approaches. This strategy was applied to multiple programmes, e.g., in Better Parenting programmes, some COs found innovative ways to encourage fathers to participate by, for instance, working closely with local imams as Better Parenting instructors.
- Working to reduce gender-based violence by empowering particularly disenfranchised groups of young men and helping them to develop livelihoods (unemployed, refugees, etc.).
- Working to develop baby-friendly hospitals in which fathers are encouraged to participate in the birth of their children and to bond with them from an early age as part of an early gender socialization approach.

- Training all members of hospital staff, from the doctors to security guards about the benefits of breastfeeding so that male family members also understand its importance and will be supportive of their wives' breastfeeding efforts.

Focus on Girls Leadership in Education

- Using mock school governments to strengthen the leadership skills and confidence levels of adolescents, particularly girls.
- Establishing girl-friendly schools that use a local diagnostic study and planning instrument which include gender indicators, such as percentage of girls in school government, who cleans the toilets, etc.
- Supporting a girls education movement that promotes adolescent leadership
- Ensuring that the UN Girls Education Initiative is disseminated through district authorities to the local level, including Internally Displaced People's (IDP) camps.
- Strong support of the UN Girls Education Initiative in multiple countries.

Use of Rights-based Approaches to Change Social Attitudes and Behaviour

- Including sex education, the prevention of sexual violence and HIV/AIDS in the curriculum using a rights-based approach
- Using rights-based training to change social attitudes and behaviours of men and women and boys and girls about their respective roles at the household level in countries where traditionally women and girls' movement outside the home is restricted and where they have little or no decision-making authority inside the home.
- Promoting a life skills approach for both male and female adolescents in different contexts (schools and community centres) that emphasize communication, problem solving, analytical skills, internet skills, and changing attitudes and values about male/female roles and behaviours.

Use of Traditional, Cultural and Religious Structures

- Working with local religious leaders to develop and deliver sermons designed to help reduce intra-family violence and to encourage more active involvement in parenting by fathers.
- Taking a family approach to child protection so that advocacy efforts address intra-family violence for all family members, and not just for children.

Focus on Equal Participation

- Making equal participation of male and female adolescents an operating principle of an adolescent empowerment programme.
- Using active community outreach activities to ensure this equal participation was achieved in countries where it is not traditional or commonly accepted for male and female adolescents to belong to the same youth groups.
- Establishing a quota of 50% men and 50% women in potable water and sanitation committees.

Integrating Gender in Community Leadership

- Developing community action processes that raise awareness re local gender issues, monitor gender equality results and raise the demand for services
- Supporting the decentralization of governance so that planning, monitoring and budgeting is more in favour of addressing the specific needs of women and male and female children.
- Ensuring that key sex-disaggregated project data is collected at the community level accompanied by gender-sensitivity for community leaders

Integrating Gender in Advocacy Initiatives

- Supporting multi-stakeholder involvement and strategic advocacy on gender equality issues for groups ranging from the national government to mothers and fathers, soldiers, boys and girls.
- Advocating strongly through community dialogue to reach households through existing structures, including faith-based organizations, women's organizations, girl guides and boy scouts
- Designing advocacy initiatives so that they generate change in both those receiving services and to help change the attitudes of service-providers.

Community Outreach Strategies

- Using community participation processes and public validation meetings to help change community attitudes and norms regarding female genital cutting.

The country case study missions clearly demonstrate that UNICEF has some capacity to develop programmes that address gender equality effectively. Many of the gender-integrated programmes that the Team visited were either in the process of being scaled-up or it would be possible to do so in a different context **if** other COs knew about them. What seems to be missing in general, however, is the application of a strategic approach to gender equality integration in all programmes.

Part of the problem stems from the fact that some UNICEF programme staff believe that if women and/or girls are involved in a programme as target beneficiaries, it automatically constitutes a gender-sensitive process that contributes to increased gender equality. However, if women or girl or even men and boy -focused programmes are not accompanied by a prior gender analysis to determine the underlying gender-based socio-economic factors contributing to the origin of the problem, there is a good chance that they will either not lead to significant transformative change or will actually reinforce existing gender disparities. In many cases, ignoring these underlying gender equality issues in the programme design can significantly limit its success, e.g., the appropriation by male family members of bed nets originally distributed for use by pregnant women to help reduce maternal mortality in UNICEF's programmes in Uganda and Mali is an indicator of an underlying gender equality challenge. For this programme to be successful it therefore seems likely that there is a need to find a way to address women's relative lowly status within the family, as well as address men's need for protection from malaria.

In general, the real challenge that faces UNICEF is not an inability to think innovatively, but for UNICEF to find systematic ways to celebrate and reward its successes in increasing gender equality, and to institutionalize and replicate them.

3.6 Strategic Partnerships

The Evaluation Team also interviewed UNICEF donor, government, NGO and United Nations Country Team (UNCT) partners in the six countries and UN and donor agencies at the HQ level. Within the UNCT this included members of the UN Gender Theme Group, the Resident Coordinator's Office and UNICEF's primary UN partners in the country (e.g., UNFPA, UNDP, UNIFEM, and the WFP). Each organization was asked about UNICEF's leadership role related to gender equality at the advocacy and programming levels, as well as to comment on their collaboration with UNICEF in programming. In general, the evaluation concurred with the finding of the self-assessment synthesis report: that interactions with national counterparts, the UN system, donors and civil society provide opportunities to promote, advocate, coordinate and build GE capacity to realize national level GE results and learn from the gender mainstreaming experience of others. UNICEF needs to however capitalize more on these relationships than it has to date, in order to promote its gender equality agenda more effectively.

3.6.1 National Government Partners

Evaluation Finding 34: UNICEF is not rigorous in ensuring that its national partners report on gender equality results beyond participation levels.

UNICEF's national government partners were generally quite positive about, and appreciative of, UNICEF's support. The main challenge encountered appeared to come more from the UNICEF side in working out ways to address culturally or politically-sensitive gender issues. In response, UNICEF has developed some culturally innovative ways to work with government on these sensitive gender issues, using rights-based approaches. For example, in Jordan UNICEF has worked with the government to develop a Family Protection Code as a culturally acceptable means of addressing gender-based and intra-family violence. This is complemented by the training of service providers such as social workers, doctors and police on ways of detecting victims of family violence.

One weakness that became apparent is that UNICEF generally only holds its government partners accountable for reporting on gender equality results related to participation, with significantly less focus on qualitative forms of measurement. In keeping with this, in some countries, UNICEF's government partners expressed a desire for more support from UNICEF to build their own capacity in gender equality. For example, in Jordan where they had received this type of support from the UNFPA, the ministries concerned noted that it has had a significant impact in how government partners integrate gender equality in their programming.

3.6.2 NGO Partners

Based on the country case studies, UNICEF's NGO partners were more likely to be somewhat critical of UNICEF, particularly with regard to the limited accountability asked of them on how they report on gender equality results achieved with UNICEF

contributions. They also noted that they were generally only asked to report on numbers and participation of specific male and female target groups.

In some of the case study countries, the Evaluation Team found that NGOs were the source of some of the more innovative programming that UNICEF does in relation to increased gender equality. Some NGO partners however feel that UNICEF could take a stronger leadership role in advocacy related to sensitive gender issues at the national level, such as honour killings, or as in the case of Nicaragua, the government's move to make all therapeutic abortions illegal, regardless of the threat to the girls' or women's health of seeing the pregnancy to its full term. These sensitive policies and advocacy-related gender equality issues represent a potentially challenging area that UNICEF needs to address since their NGO partners do not necessarily always understand that UNICEF has often elected to maintain a position which will be accepted by the government in order to be able to successfully advocate for and influence change at the national level. Related to this some COs have indicated that they could benefit from additional support and guidance from the ROs and HQ on what positions to take on controversial issues and what strategies they could use to help move these sensitive agendas forward.

One of UNICEF's greatest strengths is its advocacy work, including for some aspects of gender equality work. The organisation has established particular credibility for working with multiple groups of stakeholders, but needs to work more consciously and systematically to ensure that these multi-stakeholder consultations and processes include more NGOs whose mandate it is to actively promote increased gender equality.

3.6.3 Donor Agencies

While UNICEF is greatly respected in general, in some countries donors felt that UNICEF could take a more pro-active leadership role with regard to advocating for increased gender equality inputs in programming. In other countries, the donors indicated that they actually had to push UNICEF to take a more systematic approach to integrating gender equality in programming, e.g., Irish Aid in Moldova took the lead in pushing UNICEF to integrate gender inputs in its HIV/AIDs programme.

A key challenge UNICEF faces in its relationship with donor partners is that the donors tend to be more willing to provide support for programmes with shorter term and visibly measurable results. This makes it harder in some contexts to obtain support for programmes that require long-term commitments to effect social and attitudinal change, as is often the case for programmes that support increased gender equality. To help to obtain funds for this long-term programming and for advocacy initiatives UNICEF needs to back up this type of funding request with solid statistics and a clear development rationale and to actively advocate for longer-term funding. This means that UNICEF itself needs to make a clearer and stronger business case for linking gender equality with the achievement of the different MDGs and each country's overall development objectives. This further reinforces the need for integrating quality gender analysis into all of UNICEF's programme planning.

3.6.4 UN Partners

Among its UN partners, UNICEF is seen as the leader in promoting rights-based approaches. This was evident at both the HQ and CO levels. UN partners in New York

cited multiple examples in which UNICEF had taken leadership or was active in inter-agency task forces in the past. The only caveat was that some of them felt that UNICEF was less active on these task forces than it used to be. This viewpoint is belied to some degree by the extent of activities documented at this level in the Good Practices section of the report.

Where there is a need for further work was more related to the overall UN reform process. There is particular confusion among the different UN agencies about where their points of programming overlap in relation to gender equality.

In some countries, this is especially acute for UN agencies interacting with UNIFEM as both UNIFEM itself and the other UN partners, including UNICEF, are not always clear about who is "in charge" of the gender agenda for the UN at the national level. UNIFEM, while having considerable expertise in this area, does not have the resources to provide significant national programming. Consequently, UNIFEM has focused on supporting pilot programmes that promote innovative approaches and seeks support from other UN agencies or donors to fund these initiatives. At the HQ level UNIFEM sees UNICEF as a critical partner whose real strength is in policy advocacy.

From a gender equality perspective, to help address the overlap issues concerning UN agency mandates, the UNDP, UNFPA, UNIFEM and UNICEF have recently prepared a 'complementarities' paper on cooperation on gender equality. The paper was presented to the Executive Boards of the agencies to accompany their draft strategic plans. The paper outlines a shared understanding of the common objectives and individual contributions of the four agencies with regard to gender equality results. To build upon the common understanding expressed in the complementarities paper, the same four partners are now developing common gender training materials to promote coherence at field level and have made a commitment to take further steps to work towards greater complementarity.

A recent major initiative of the Spanish government on MDG programming has also provided good opportunities for the UNCTs in multiple countries work together on gender equality programming and has served as a catalyst for several UNGTGs to work together more actively. In general however, and despite the UN reform process, there still appears to be a certain degree of rivalry among the different UN agencies that address gender equality as a major programming focus (UNDP, UNFPA, UNIFEM, UNICEF, WFP). As one synthesis workshop participant put it, UNICEF is a leader in promoting increased gender equality, but it is not necessary for the organization to be THE leader; it should not be a competitive process, but one in which there are multiple opportunities for collaboration.

3.6.5 UNCT

Where UNICEF garnered the most appreciation from other members of the UNCT was in those countries where UNICEF took a lead role in promotion of integration of gender equality in the CCA and UNDAF processes. This was easier for UNICEF to do when it was the organization actually leading the overall CCA process. The challenge is that once these processes have been completed, the momentum generated by these consultative processes tends to disappear.

This was particularly notable within the context of the UNGTGs where there is highly diverse experience. In some countries UNICEF was an active member – in others, UNICEF does not participate at all or like many other agency representatives, sends only junior staff to participate. In those countries where this interagency process was taken seriously, such as Turkey, the UNGTG has received budget support from each agency, developed an annual workplan that supports the implementation of the UNDAF, and identified common areas of interest on which the different agencies can collaborate.

Several countries have also worked out ways to hire a fulltime Gender Advisor to support the UNGTG (e.g., Vietnam and Kyrgyzstan) funded by different members of the UNCT. This allows the UNGTG to go beyond a set of sporadic meetings in which UN agencies plan International Women's Day activities. One UNGTG member from one of the smaller UN agencies noted that they also count on the gender experts from the UNDP, UNICEF and UNIFEM to help guide them with their own gender work and to point them towards national gender resources they can use to support this aspect of their programming.[68] UNICEF could considerably strengthen the role of the UNGTGs in promoting increased gender equality within the UNCT by giving clear directives to its COs that they should both participate actively in this group and help fund the UNGTG's annual workplans. These workplans should also strive to develop joint programming initiatives that go beyond support for International Women's Day activities.

3.6.6 Gender Equality within the Context of Aid Architecture and UN Reform

Evaluation Finding 35: UNICEF needs to take a more proactive role to ensure that the new aid modalities do not further erode attention to gender equality issues in cooperation programming.

Another concern is that UNICEF needs to better address in its approach to partnerships that the new aid modalities mean that increasingly donors are moving to direct budget support mechanisms, e.g., in Burkina Faso the percentage of ODA in budget support has increased from 7% to 43% in five years.[69] This trend has led a decrease in funding for UNICEF programmes at the country level in many places, although, not necessarily to UNICEF's overall funding globally. The link to gender equality here is that many donors are also now becoming concerned that the direct budget support practice reduces their ability to do effective monitoring of issues such as gender equality in programming and deprives them of direct experience of development work on the ground.

The use of sector-wide approaches (SWAPs) has also led to decreased visibility for gender equality in donor-supported programmes and planning processes. This is due in part to some national governments not assigning the same degree of priority for gender equality in their PRSPs as the donor agencies have in the past. It is also attributable to the fact that donors tend to send only their sectoral experts to sector coordination meetings, but not their gender experts. Thus gender equality falls off the agenda twice.[70]

The implications of these trends for UNICEF are that the organization needs to:

[68] Interview with Kyrgyzstan UNGTG.
[69] World Bank. 2006. African Development Indicators (2006). World Bank Publications
[70] Interview with Reference Group member. Plus www.genderaction.org/images/PRSPs&Gender-GTZ.pdf

- Use its reputation and role as a convenor of national partners to advocate with multiple stakeholders to put gender equality issues back on the agenda. Synthesis workshop participants noted that UNICEF continues to have a degree of influence beyond the actual dollar amount that it contributes to national programming and can use this influence to address some of the more negative aspects of direct budget support and SWAps on gender equality inputs.
- Work in collaboration with the donor agencies to develop more effective monitoring mechanisms related to gender equality that could be applied in a direct budget support context. UNICEF's work on DEVINFO systems could potentially serve as a source of baseline data for these new monitoring systems.[71]
- Supplement the DEVINFO data for monitoring purposes with the sex-disaggregated data UNICEF collects at the field district level through its field offices.

In this context, organizations with a country presence are in a powerful position to provide monitoring and feedback on changes. UNICEF, with its worldwide presence and a strong field office presence outside of the capital city, is very well placed to play this role. It also needs to give particular attention to how to use this strength to improve its own monitoring and reporting on gender equality results.[72]

[71] DEVINFO refers to a programme UNICEF supports in multiple countries to build the capacity of national statistics related to male and female children, maternal and child health, etc.
[72] Because of this and the work UNICEF is doing at the field level, donor organizations in Nepal in particular made a special plea for UNICEF to reconsider its proposal to close its district level field offices. They remain a source of strength for the organization in multiple ways, and not just in terms of gender equality, especially within the current aid environment.

4. Conclusions

4.1 Policy Relevance

The evaluation concludes that:

- The core elements of UNICEF's 1994 gender policy are still sound and relevant to UNICEF's mandate (i.e., a focus on the promotion of gender equality, an understanding that there is still a need for gender-specific programming and special attention to the girl child).
- However, the policy is not very accessible (both physically and in content) and is in need of updating to reflect how the UNICEF should be addressing the gender-based issues affecting men and boys.
- Senior management needs to communicate more clearly to programme staff that the 1994 gender policy explicitly supports on the promotion of women's rights and empowerment.
- The 1994 policy would be of more use to staff if it was accompanied by operational guidelines with a sectoral focus, and if the gender analysis framework it cites was also updated to reflect UNICEF's current priorities and approaches (rights-based, RBM framework, inclusion of men and boys, strategic approach to planning and implementation).
- The policy needs to be updated to include a strong rationale for integrating gender equality in UNICEF programmes and to provide a solid business case for this action that makes clear links between the achievement of UNICEF's core mandate and of increased gender equality.
- An updated policy does not need to include a full history of UNICEF's support for gender equality.

4.1. Effectiveness of UNICEF's Gender Policy Implementation

- The development and emergency programming processes UNICEF has put in place have not been effective in ensuring that gender equality is integrated into programming. Consequently, despite the fact that there was evidence of good practices related to gender equality in each of the six country case studies, it cannot be said definitively that UNICEF is achieving the main goals of its policy beyond the fact that its main target groups are often women and boys and girls. As such, its programmes generally contribute to the physical well being of these target groups without addressing the underlying gender-related socio-economic causes of critical gender disparities.
- Due to the efforts of individual staff committed to social justice issues and UNICEF's focus on strategic, advocacy approaches at the national level there are isolated good practices in gender equality within country programmes. These appear to be generating genuine gender equality results. These are not a direct result of the policy, since many staff have either not read the policy or are unaware that it even exists (or is still valid).
- The primary reason that UNICEF has not been effective in implementing its 1994 gender policy at the CO level include limited staff capacity in integrating gender equality in programming, and senior management not holding programme staff

accountable for ensuring that the policy is implemented. Both of these weaknesses are an indicator of low commitment levels to UNICEF's gender policy at the senior management levels.

- In particular, the ROs are not consistent in their oversight of UNICEF's gender policy implementation at the CO level, with the main focus being on asking COs to include some sex-disaggregated indicators to track male/ female participation levels and in some cases to include some of the more sensitive gender issues in the country programme. Some ROs take an active lead in this process, others are doing the bare minimum.
- There is a need to develop processes and accountability systems that will ensure that UNICEF's rights-based approach address gender equality issues. From a conceptual standpoint it should do this automatically but to date, it has failed to do so in a significant way.
- The most effective programme approaches with regard to gender equality are those which take a strategic approach to increased gender equality and develop initiatives that address gender equality needs, including those of men and boys, in a continuum that ranges from offering services with a rights-based approach at the household and community levels to evidence-based policy advocacy at the national level.
- The programmes that have the most potential for long-term change are those that are based on early gender socialization, involving both men and women, as well as girls and boys, and programmes that take a strong empowerment approach.
- Also of note are the adolescent programmes that focus on strengthening girls and boys' leadership and are based on the premise that adolescents can contribute to their communities, as opposed to only being a group that needs services.
- This same principle needs to be applied to the emergency context so that women and girls and boys are seen as actors in the emergency process versus simply being vulnerable groups that require support services.
- UNICEF also needs to work actively to build the capacity of its staff to address gender equality issues in an emergency context more effectively.

4.2. Efficiency of Gender Policy Implementation:

- In general, it is not possible to determine how efficiently UNICEF's gender policy is being implemented from a cost perspective as UNICEF's current budget tracking systems do not readily permit the accurate tracking of gender-specific initiatives.
- Consequently, it was also not possible to assess which gender equality initiatives or approaches are the most cost effective. If UNICEF decides to start tracking its gender equality expenditures more systematically, it needs to link them directly to explicit gender equality results.

One of UNICEF's greatest inefficiencies in the gender integration process is the fact that the organization is not documenting or reporting on the gender equality results it is currently achieving. This is in part because the programme planning and monitoring documents do not routinely include gender-sensitive performance indicators or explicit gender equality results statements.

4.3. Sustainability of Gender Policy Implementation

- Since UNICEF's main achievements in gender equality are dependent upon committed and inspired individuals, this leaves any programmes they are leading highly vulnerable to changes in personnel.
- UNICEF as an institution has not fostered an organizational culture that rewards substantive excellence in gender equality. In general, programming leadership is not rewarded for producing innovative programming. Instead the emphasis is on rewarding efficient administrative services. This is one factor that discourages the systematic implementation of UNICEF's gender policy.
- The lack of a systematic application of gender integration processes in UNICEF's programme planning, implementation, monitoring and evaluation and reporting also limits the sustainability of the work of individual staff committed to promoting gender equality integration in their programmes since as soon as they move to another position the momentum created by their work slows down and in many cases is lost.
- UNICEF needs to build in a means to assess whether the gender equality effects of its programming are sustainable. Currently this is not measured or tracked.
- UNICEF's focus on long-term strategic change such as legal reform and capacity building of government service providers (police, teachers, social workers), community leaders, religious leaders and mothers and fathers using a rights-based approach is likely to lead to more sustainable change at the community and national levels.

4.4. Additional Challenges Affecting Gender Policy Implementation

Overall, the data collected and analyzed by the Evaluation Team has shown that UNICEF is at the semi-integrated stage of the integration of its gender policy. The characteristics of this stage of gender mainstreaming are outlined below as are the elements of the direction UNICEF needs to follow to achieve the ideal of a rights and results-based staff of gender policy implementation.

Current Status: UNICEF at Semi-Integrated Gender Policy Integrated Stage (Low to Fair)	**Future Ideal: Rights and Results-Based Gender Policy Implementation**
▪ Findings and results of gender analysis evident in some aspects of programme design, implementation, and monitoring and in institutional decisions ▪ However, the results of this gender analysis have not been applied at all levels systematically. ▪ Very limited degree of formal accountability for integration of gender equality in programmes.	▪ Gender analysis used to identify priority GE and rights results needed ▪ Resources to achieve GE results integrated into programme design. ▪ Clear results indicators and baseline information established at the beginning of planning process ▪ GE indicators monitored throughout implementation and evaluated at the end of programme to determine actual results achieved. ▪ Organization and staff are held accountable for the achievement of these results.

To move from the semi-integrated stage of gender policy implementation to an approach that is rights and results-based UNICEF needs to address the following challenges:

4.4.1. Institutional Challenges and Opportunities

UNICEF faces the same challenges regarding the mainstreaming of gender equality as that of the key institutions covered in the NORAD study. These include that:

- Work on institutionalizing gender equality has been given lower priority in recent years than it was in the 1990's.
- Insufficient resources were allocated to implement gender policies and strategies.
- The focus in these institutions has shifted to other areas.
- There is no systematic reporting of gender equality results.
- The decentralization of aid to embassies or country offices and the new aid modalities that focus on harmonization and budget support have diverted attention away from gender equality issues.

To these are added some features that are particular to UNICEF, including:

- Staff not being held accountable for integrating gender in programming in either a development or emergency context.
- A tendency to apply a "women and children" service approach to emergency programming as opposed to one that is focused on both saving lives and empowering women and girls and disadvantaged boys and men.
- The inefficacy of guidance on gender integration inputs in both development and emergency programming processes.
- Poor reporting on the actual gender equality results that UNICEF has achieved.
- Limited staff capacity in gender equality, particularly gender analysis and how to advocate gender issues effectively with partners.
- Limited staff access to specialized gender expertise.
- Limited institutional rewards for promoting gender equality in development programming.
- Lack of clarity within the institution about what is UNICEF's position on the promotion of women's rights within the context of a child-focused organization.
- Lack of clarity regarding the role of gender focal points at all levels.
- Lack of clarity within UN organizations regarding which ones should be responsible for which types of programming related to women's rights and empowerment.
- A general staff perception that there is a lack of political will regarding gender equality at the most senior management levels within the organization. The evaluation found that this political will existed in many of the senior management staff interviewed at the Headquarters level, but to change staff perceptions, management will need to raise gender equality issues on a much more regular

basis as opposed to once a year.

The root causes of these challenges include:

- The overall complexity of implementing UNICEF's gender mainstreaming strategy which to work effectively, calls for a significant transformation in the way the institution works and a major allocation of human and financial resources
- Difficulty in maintaining the momentum and interest generated by the 1995 World Conference on Women in Beijing for more than ten years
- Low levels of training of UNICEF staff in gender analysis
- A system-wide tendency to reward administrative efficiency over innovative and substantive programme content
- The fact that each programme requires an individual, customized solution to promote increased gender equality within the specific, sectoral, and cultural context
- The fact that gender equality programming often needs a long-term view and funding commitment and that many of the funders of UNICEF programming only provide funding for three to five year periods of time
- Gender equality programming, since it explicitly seeks to change cultural values and power relationships often encounters more resistance than economic development programming (even when the latter has a similar effect).

Where UNICEF may be somewhat different from some of the other institutions covered by the NORAD study is that the organization has:

- High credibility among partners, public and donors and a strong relationship with civil society organizations.
- A strong field presence that contributes to collection of sex-disaggregated data and a greater understanding of the local conditions that help determine the gender equality programming inputs needed. This can be used to strengthen gender equality inputs in both development and emergency programming.
- Its staff commitment to promoting social justice in programming is high, and they are generally quite open to working more actively to promote increased gender equality.
- UNICEF's core mandate cannot be achieved effectively without the active promotion of increased gender equality.
- UNICEF's s life cycle and right-based approaches could be readily adapted to be more inclusive of a more holistic approach to gender equality
- UNICEF has a fairly strategic approach to programming which, when applied with a gender lens, leads to innovative programming.
- There is a critical mass of individual leaders and senior managers who promote the integration of gender equality in programming.
- UNICEF has an impressive body of good practices in gender equality programming it can use as a foundation for its future work in this area.

UNICEF also has a comparative advantage and inherent organizational potential vis-à-vis numerous other humanitarian actors that the organization can build on and strengthen in the future:

- UNICEF is often already in place when there is an emergency, e.g., UNICEF has been in Sudan over 56 years.
- UNICEF has supported and generated sex-disaggregated data and analysis in many countries where a crisis occurs and could accelerate gains in emergency programming by a better rapid utilization of its knowledge base and by addressing the remaining data/ information gaps related to gender.
- UNICEF has a key set of partnerships with other humanitarian assistance organisations.
- The organization is better positioned than many in terms of funding and could ensure that sufficient resources are allocated to strengthen its approach to gender equality in emergency contexts.

Of particular interest is the fact that although UNICEF staff is generally either unaware of UNICEF's 1994 Gender Policy or find it fairly inaccessible, they appear to have internalized the core value that it is part of UNICEF's work to promote increased gender equality. This has led to a process of "policy condensation" in which every country programme visited by the Evaluation Team had at least one programme that is contributing to increased gender equality in a significant way, even if this was not the explicit, original objective of the programme concerned. The Evaluation Team also found examples of good practices related to the integration of gender equality in an emergency context, although these were often harder to identify.

UNICEF is also in a unique position in that its staff have to address gender equality issues in order to fulfil the organization's mandate. It is not possible to improve the quality of life of children in a sustainable way without actively working to increase gender equality. This applies to both female and male children as both sexes face different gender-based challenges (both physiological and socio-economic) at different stages of their lives. It is also not possible to address the problems facing children without understanding and addressing the primary gender equality issues confronting their parents. This is both because these issues affect the ability of mothers and fathers to act as effective parents and because both parents stand as significant role models for their children. Therefore if the mother is perceived to have less rights than the father or even the son in the family, then both sexes of next generation grow up internalizing that this is an acceptable way to treat women and girls and that it is normal for boys and men to dominate both at the household and societal level. Men and boys also pay a high price for this imbalance in terms of higher levels of stress-related diseases due to the general perception and pressure that they have to serve as the family breadwinners.

Another area in which UNICEF is unique is that overall its staff are quite supportive of promoting increased gender equality for women and men, and boys and girls. This is critical as even with inspired and committed leadership at the management level, the day-to-day implementation of UNICEF's gender policy has to depend upon the work of its programme staff. If there had been no consensus or agreement at this level the policy would have remained primarily a paper exercise, instead of the evaluation team having

found multiple pockets of good practices in gender equality programming. However, as was done to help change attitudes towards FGM/C through the UNICEF-supported Tostan project in Senegal, there is a need for UNICEF management to work with programme staff to publicly acknowledge that the promotion of increased gender equality is a core UNICEF value and means of operating.

4.4.2. The Women's Rights Debate

One way UNICEF management could do this is to help clarify with UNICEF staff how they should be addressing gender equality as part of the organisation's mandate and programming objectives. This is despite the fact that UNICEF's gender policy explicitly supports women's rights and empowerment, and is most likely since this principle has not been communicated clearly to staff by senior managers. It is also generally assumed that HRBAP should automatically include gender equality as one of the basic rights covered by this approach. Interviews with staff at all levels however demonstrates that not only has the inclusion of gender equality in the rights-based approaches not been automatic, but that UNICEF staff are still confused about whether they should be promoting women's rights and empowerment within the context of programming mandated to help children.

There are essentially three viewpoints. The *first* is that UNICEF should be promoting rights for women because of their role as mothers. This is based on the premise that if the mothers are fully exercising their rights it is better for their children. It does not necessarily look at the promotion of women's rights as a goal in and of itself, but only in relation to children. As such, although this approach is rights-based, it tends to treat women's rights as being secondary to children's rights. For example, the Nicaragua country case study observed that a programme designed to promote breastfeeding for the first six months of a baby's life did not take women's need and right to work into account and placed more emphasis on promoting the baby's health.

The *second* is that girls' rights are a form of children's rights and that therefore UNICEF should be automatically promoting these as a part of their work. However, to make this an "automatic" process UNICEF staff needs to analyze the different situation of boys and in all programme contexts and this is not done systematically. Consequently, the tendency is to subsume the specific rights of girls under the general rubric and aggregate of children's rights. This tends to lead to the assumption that if children's rights have been taken care in general then the rights of girls have also been addressed when this often is not the case.

A *third* is that as the UN organization known for championing rights-based approaches UNICEF cannot pick and choose whose rights they promote. Staff feel that UNICEF has to advocate for all rights and not just for children's rights, although this still has to be done within the context of its programming. The principle of non-discrimination remains at the core in both women and children's rights.

Even from this brief discussion it is possible to see that there is a need for UNICEF to clarify its position on where the promotion of women's rights sits within the context of its rights-based programming approaches. Given that so few staff actually have read the 1994 gender policy, senior management also needs to communicate this position clearly to programme staff outside of the context of UNICEF's gender policy.

4.4.3. Interface between HRAP and Gender Equality Approaches

Furthermore, UNICEF needs to work out a way to express the transformational results associated with social and attitudinal change and increased gender equality within a results-based framework. From a gender perspective the most important considerations under the UN Interagency Common Understanding on human rights are to promote:

- Equality and non-discrimination
- Participation and empowerment
- Accountability
- Targeting structural causes for the non-realization of rights
- Analyzing gender disparities across the life cycle goes beyond these four categories of analysis.
- Inclusion of an assessment of basic needs and structural reasons for disparities that are not rights-based.

Both approaches require indicators that measure long-term transformative change. RBM frameworks also need to integrate indicators that measure gender equality changes at the individual and household levels as well as at the community and national levels so that performance indicators range from micro to macro level changes.

4.4.4 A need for a More Inclusive Gender Analysis Framework

The 1994 Gender Policy supported the use of the Women's Equality and Empowerment Framework (WEEF) developed by UNICEF staffer, Sara Longwe, as the primary means of gender analysis for UNICEF staff. This framework introduced a fairly simple analytical approach that could be applied to multiple situations and was easily understood. It also introduced gender analysis from a 'lifecycle' approach. It did however do this primarily from a female perspective. For this reason, WEEF has somewhat fallen out of favour and use within UNICEF. While there are assessment tools in the PPPM that staff can use, many staff feel that these are inadequate for their purposes and reiterated the need for sector-focused tools. At the same time there are many elements of the WEEF which could be adapted to reflect a more diverse perspective that includes men and boys, as well as takes the different settings in which UNICEF programmes work into account, e.g., at the individual, household, community, institutional and national levels. As one Regional Advisor put it, "*where are the Sara Longwes today when UNICEF needs them?*"

4.4.5 Need to Make Gender Equality a Men's as well as Women's Issue

Many UNICEF staff at all levels felt that achieving staff gender parity at the HQ, RO and CO management levels was critical for the success of UNICEF's gender mainstreaming processes. This presupposes, however, that all new female staff recruited are gender-sensitive themselves. In addition, as one regional advisor with 30 years of experience

with UNICEF noted, "*gender will remain marginalized within the organization as long as it continues to be perceived as a women's issue*". He was not the only UNICEF staff person interviewed to make this point. Therefore as an organization UNICEF needs to work actively to help both its male and female staff understand the links between increased gender equality and effective UNICEF programming and that gender equality is also an issue that affects men and boys. UNICEF therefore needs to find ways to encourage and reward the men on its staff for becoming gender champions, as well as provide institutional incentives for staff of both sexes for taking responsibility for integrating gender equality in programming.

4.4.6 Gender Equality Capacity Needed in Programme Staff

UNICEF cannot expect to turn its staff into overnight gender experts through their participation in two to four day gender analysis workshops, anymore than it would be possible to turn it programme staff into water, HIV, health, nutrition, child protection or policy advocacy experts with such limited training. Instead, since the integration of gender equality in programming is a crosscutting issue, as a minimum staff need to be able to:

- Conduct a basic gender analysis in their sectors of responsibility
- Recognize when they need to call upon more in-depth gender expertise for support of the gender analysis and gender integration process in programming
- Identify the strategic entry points in the programming process to integrate appropriate gender inputs and know how to apply the results of any gender analysis to programming
- Develop results statements and performance indicators that are genuinely gender-sensitive and go beyond counting the numbers of male and female participants
- Advocate gender equality issues effectively with national partners.

To get to this point, however, UNICEF has to invest the resources needed to build its staff capacity and to complement this capacity-building process with increased access to specialized gender expertise, as required.

4.4.7 Need for Increased Accountability

This needs to be accompanied by strengthening accountability systems related to the integration of gender equality in programming by senior management. Some effective ways to do this would be to indicate that increased gender equality will be one factor considered in future promotions of senior managers and to ensure that gender equality issues are well integrated in the Key Performance Indicators in the MTSP and other areas of corporate planning and reporting systems.

4.4.8 Need for a Revitalization Process

The key to UNICEF's future actions in relation to gender equality will be to find ways to revitalize the organization's work in this area. UNICEF has a solid foundation on which to build really effective gender equality programming. UNICEF also has a credible history of substantial work in gender equality advocacy both at the programming and institutional levels. UNICEF needs to galvanize the existing commitment of its staff to social justice to bring the gender equality results already gained beyond the level of ad hoc efforts of innovative individuals to a systematic approach to gender in programming which will make a significant difference to the world's children.
UNICEF already has a gender policy that is unique in that it combines a focus on increased equality in programming with a life cycle and rights-based approach. While the policy needs to be updated in some areas, the real problem does not lie with its main tenants and principles. Rather the situation is that UNICEF needs to recognize that to fulfil its core mandate its gender policy needs to be one of its priority focus areas and for the organization to treat its operationalization accordingly.

To help UNICEF address this challenge and to move forward to a more rights and results-oriented implementation stage of its gender policy, UNICEF needs to consider the following recommendations:

5. Recommendations

These recommendations are intended to inform the strategic planning process that will follow this evaluation and UNICEF will use the strategic planning process to consider how these recommendations should be implemented. As such, the recommendations do not constitute a strategy in and of themselves. They are listed in order of priority within each category.

5.1 Policy

It is recommended that:

1. UNICEF maintains the core elements of its 1994 Gender Policy (promotion of gender equality, continued support for selected gender-specific programmes, special attention to the girl child), but update the policy to also reflect:
    a. A clear rationale and business case for UNICEF continuing to promote gender equality in its programmes
    b. Reiteration of UNICEF's position on the promotion of women's rights and empowerment
    c. The need to include gender issues affecting men and boys, including the potential role of fathers to promote increased gender equality and rights
    d. A conceptual framework that clearly outlines and analyzes the complementarity with HRBAP, RBM and gender equality, including the interface between the CRC and CEDAW and gender equality
    e. UNICEF's position on integrating gender equality within emergency contexts
    f. A requirement for an annual report back mechanism to the Executive Board

To help operationalise the policy, it also needs to:

    g. Be translated into all of the UN official languages
    h. Be accompanied by operational guidance by sector
    i. Provide operational guidance on gender equality issues within both the development programming sectors and in emergency contexts
    j. Include an updated approach to gender analysis in programming that is rights-based, inclusive of men and boys, and takes a life cycle and settings approach
    k. Be produced in two versions: i) a short version that states core principles and serves as a fundamental platform statement, and; ii) a longer version that explains the policy in more detail to capture the complexity and importance of UNICEF's gender equality work.

2. UNICEF seriously considers adopting new language and terminology which reflects exactly what UNICEF is trying to achieve with its gender equality policy, e.g., speak about increased equality between women and men and boys and girls in specific contexts as opposed to using the more generic term "gender equality".

5.2 Strategy

3. UNICEF's Executive Director restate UNICEF's commitment to promoting increased gender equality and communicate this message clearly to UNICEF staff, particularly senior management, and establish a senior-level Gender Policy Revitalization Task Force with the authority to make significant changes as needed, accompanied by adequate funding and human resources.
4. UNICEF's Executive Board ensures that gender equality is visibly and explicitly integrated as a crosscutting issue in the MTSP in all focus areas and relevant indicators as a part of the 2008 mid-term review process.
5. The Executive Board agenda includes gender equality as a regular agenda item on which different UNICEF actors are required to report regularly.

5.3 Accountability

6. UNICEF builds in significantly stronger accountability systems at all levels for integrating gender equality into its programming and for the achievement of gender equality results – including potentially a mandatory gender equality review and sign-off system for the approval of programme documents and funding.
7. UNICEF instructs its managers to ensure that the PERs of each person they supervise include gender equality program skills development and key assignments related to gender equality integration as appropriate for the specific position and that senior management hold its managers accountable for doing so.

5.4 Staffing and Gender Expertise

8. UNICEF appoints a full time Regional Gender Equality Advisor position in each Regional Office and ensure that they have at least some expertise and awareness of gender and emergencies, plus reinstate the biannual regional gender focal point meetings and builds the capacity of all Regional Advisors to provide feedback on gender equality issues to the COs for their sector of responsibility.
9. UNICEF adds at least three senior gender specialist positions to the Gender Equality and Human Rights Unit, including one with particular expertise in gender and emergencies, and upgrades the position of its head to the D1 level.
10. Strengthens gender capacity in an emergency context substantially in EMOPS HQ/RO and COs, including appointment of a Senior Gender Advisor (P-5) within and by embedding gender capacity in the different clusters.
11. That UNICEF revises its generic job descriptions to explicitly include responsibility for gender equality in programming; ensures that recruitment processes include questions about candidates' understanding of and experience in gender equality; and makes staff performance on gender equality one factor to be considered in decisions about promotions.
12. UNICEF develops a roster of male and female regional and national gender specialists with gender expertise in specific areas (e.g., gender and emergencies, gender and water and sanitation, gender and nutrition, gender and education, etc.) who could be called upon to support the ROs, COs and national partners.
13. UNICEF strengthens its Gender Focal Point system by developing a clear set of TOR that focus on the GFP role in disseminating gender-related information to their

colleagues and by both the Regional and Country Offices adopting a gender task force model which calls for a GFP in each programme area who would report to a lead GFP at the Deputy Representative or Deputy Regional Director level.

5.5 Capacity Building and Training

14. UNICEF develops a comprehensive gender equality capacity building programme for its staff at all levels, including mandatory on-line training on gender analysis, gender in emergencies for all programme staff and managers, as well as the reinstitution of an introductory corporate gender training programme and the revision of training for senior managers to ensure that it includes relevant gender equality components.

15. UNICEF revises its existing gender tools and checklists for integrating gender equality into development and emergency programming and where there are gaps, develops easy-to-use sector-based guidance, tools, checklists, and performance indicators on gender equality in programming and distributes these to staff at all levels.

16. UNICEF captures, validate and share lessons learned, good practice and experience in gender equality programming in both development and emergency contexts by setting up diverse knowledge management systems, e.g., conducting exit interviews with outgoing staff to ensure that corporate memory related to good practices gender equality is not lost; establishing an active intranet peer self-help discussion group (possibly in collaboration with the UNDP); working closely with other UN agencies to exchange good practices and strategies; asking GEHRU and EMOPS to disseminate this information regularly to the Executive Board, member states, ROs, and COs.

5.6 Development Programming

17. Makes gender analysis a mandatory element to inform both development and emergency programme planning processes.

18. UNICEF undertakes a review and revision of the PPPM, SitAns, and Mid Term Reviews to ensure that the gender equality guidelines are effective tools to help guide the integration of gender equality into all programming processes and documents.

19. UNICEF assesses key gender disparities affecting men and boys within the context of its mandate and ensures that country programmes address these issues as needed.

20. The ROs work with COs to develop regional and sub-regional gender equality strategies and action plans, and that each Country Programme Document contain an explicit and funded strategy as part of UNICEF's contribution to gender equality as part of its approach to development cooperation and humanitarian assistance.

5.7 Integrating Gender within an Emergency Context

21. UNICEF undertakes a more in-depth evaluation of the organisation's work integrating gender in emergency programming to serve as a comprehensive diagnostic of the gaps and challenges and provide the foundation for the formulation of a forward-looking strategy focused on UNICEF's specific needs in this area.

22. Reviews and revise the CCCs and the *Emergency Field Handbook: a Guide for UNICEF Staff* to ensure they provide effective guidance on integrating gender in the

different phases and types of emergencies – especially with regard to how to conduct gender analysis to support emergency preparedness and assessment processes; how to consider gender equality issues in the cluster approach; and how to explicitly identify vulnerable groups by sex and age groups within diverse emergency contexts.

23. UNICEF makes the decision to act as an advocate for the integrating of gender equality in the different types and phases of emergencies with its inter-agency partners and provides its field staff with clear directions on how they could be playing a leadership role within the coordination process required for this to be effective, e.g., by holding stakeholder consultations on the recently released IASC *Gender Handbook on Humanitarian Action*.

5.8 Financing Gender Mainstreaming

24. Ensures there is a dedicated core resource budget allocation to bolster UNICEF's gender mainstreaming processes and to demonstrate its commitment to this process by limiting external funding to no more than 50% of the total. Given the scope of gender mainstreaming as a crosscutting strategy and the serious weaknesses in UNICEF staff capacity in this area, UNICEF should consider developing a major capacity-building initiative for gender equality similar in scale to the *DFID-UNICEF Programme of Cooperation to Strengthen UNICEF Humanitarian Response Capacity*.

5.9 UN Coherence

25. UNICEF should work more actively at the UNCT levels to develop a common approach to gender equality, including increased support for joint initiatives such as the CO-based UNGTGs, e.g., UNICEF could commit more significant and stable human and financial resources to the UNGTGs to support the implementation of an annual workplan that goes beyond organizing International Women's Day activities to include tasks such as monitoring gender equality inputs in the CCA and UNDAF.

5.10 Engagement with Partners

26. Reviews the track record of its partners and their expertise in gender equality and map potential new "gender" partners to involve in UNICEF's planning and programming processes at the global, regional and national levels.

27. Considers working with donor and UN partners to use its DEVINFO and other field-based data collection systems to help monitor the gender equality impact of direct budget support as one means of reversing the trend of the new aid architecture's shift away from attention to gender equality issues.

"Equality must be viewed through a prism that will benefit not just half our population, but all of the world. The empowerment of women is not just an issue for women; it is an issue for everyone.

Ann M. Veneman
UNICEF Executive Director

CHAPTER THREE: GOOD PRACTICES IN GENDER EQUALITY IN PROGRAMMING AND PROCESSES

One of the greatest surprises the Evaluation Team encountered was that despite the fact that the majority of programme staff interviewed directly in the COs were unaware of UNICEF's gender policy, the majority understood that they were responsible for integrating gender in programming, with 61% of programme staff and 68% of senior managers surveyed answering correctly what gender mainstreaming meant within a UNICEF context.[73] This understanding, combined with a strong commitment to social justice in general, a strategic approach to programming, the use of rights-based approaches and a core group of programme staff and senior managers specifically committed to promoting increased gender equality, have all contributed to the development of a wide ranging body of good practices in this area within UNICEF.

This section documents and analyzes a wide range of good practices in gender equality programming and processes from UNICEF country programmes, as well as those generated by UNICEF partners and donors. The first sets of good practices described are those found in each of the six country case study countries for development programming. This is followed by good practices in integrating gender in an emergency context and an analysis of good practices related to gender equality processes supported by both UNICEF and other bilateral or multilateral organizations.

Two things struck the Evaluation Team in the good practices documentation process. The first was the incredible wealth of good practices UNICEF has developed to address gender equality issues. The second was the relative isolation in which these good practices operated. With few exceptions, no one outside of the COs knew about them.

It also became clear that the most effective good practices in terms of programming were those that took a more holistic and strategic approach to integrating gender equality. These started by addressing the issue at the household and community level and then used this experience to inform national level advocacy and policy initiatives. They were also based on either a prior gender analysis or there was a UNICEF programme staff member who had a good understanding of the gender dynamics within the programme sector or community who was able to apply that knowledge to the programme design. It was also critical within this gender analysis to determine effective ways to include men and boys in the gender equality change process.

1. Good Practices in UNICEF CO Programming

Given the scope of the evaluation, it was not possible for the Evaluation Team to conduct a rigorous impact assessment of the different programmes and projects they visited or for them to definitively measure attitudinal change. This, combined with the limited amount of gender sensitive performance indicators in programme documentation or existence of critical baseline data based on a prior gender analysis meant that the Evaluation Team had to rely primarily on anecdotal evidence provided in response to Focus Group Discussion questions designed to identify gender equality results. The

[73] Refer to question 5 in Annex 3 and question 14 in Annex 3.

anecdotes shared, however, were striking in their impact and in their consistency across the different focus group discussions in each country.

2. Good Practices in Gender Equality in the Jordan Country Programme

Behavioural, Attitudinal and Social Change

A mid-thirties man from a refugee camp in Aqaba described how he used to be very domineering in his family and how after he participated in the rights training offered with UNICEF support, he now listens to every one in his household regardless of age or sex.

The man also spoke of how before he only used to ask his son to join him in activities outside the house and that now he has realized that his daughter has value and feelings too. Consequently, he now takes turns asking them to go with him.

Finally, he talked about how he now wants his children to help his wife with the household tasks. To ensure that they did this he felt he had to lead by example and so he now helps them set the table.

The first clusters of gender-related results identified were in the area of behavioural, attitudinal and social change.

The primary two projects that appeared to foster this type of change were the Better Parenting and Adolescent Participation and Empowerment projects.

2.1 Better Parenting

Description:
This project focuses on training both mothers and fathers to be better parents. The focus of their training is on children's rights, physical and emotional abuse, anger management, parenting practices, and health and nutrition issues. In the refugee camps where this project is being implemented UNICEF's partners make a point of using both male and female facilitators.

Strategies Used:
- Training is conducted every three weeks using a two to five hour workshop format, with strong emphasis on rights issues and education.
- Community centre workers visit the homes of community members to encourage the adult family members to attend the workshops.
- At community level, actively soliciting male participation through:
    - use of male facilitators to try and encourage the participation of fathers
    - changing the timing of the training to accommodate men's schedules
    - holding focus group discussions to see how men see their roles in childrearing.
- At national level:
    - partnering with the Ministry of Religious Affairs to train 1400 religious leaders to serve as facilitators on parenting
    - holding parenting workshops in the mosques

- developing manuals for them to support sermons on parenting and domestic violence.

Gender Equality Results Observed:

- Adult women communicated their changed attitudes towards better parenting, including decreased violence against their children. The women interviewed indicated that part of this reduction in child abuse came as a result of their own improved sense of identity and purpose, rights and a new sense of hope that they could take action to move themselves out of the cycle of poverty, despair and aimlessness.
- Adult men and male youth noted that they now treated their sisters, daughters and wives with increased respect and described how they now consult with them on more household decisions.
- The male youth interviewed observed that they now play a more positive role in their families as problem solvers and that that they are more supportive of both their male and female siblings. They also noted that they felt they could communicate with their parents more effectively and that tensions in the family had decreased to some degree as a result.
- Significant shifts in attitudes about male and female roles and rights among both male and female women and men, including an elderly male refugee who noted that he now shares housework more equally with his wife, and a woman who described herself and was described by the other focus group members as a community leader, who used to spend most of her day sleeping and feeling hopeless. She now actively solicits the participation of her neighbours and relatives in the community training workshops and goes home after each one and shares what she has learned with any neighbours who were unable to attend.

Challenges Encountered

- Community centre in Shallaleh does not have any child care facilities. This makes it challenging for some of the women with small children to attend.
- Not all of the young men in the focus group in Shallaleh appeared to be that engaged with the rights approach used and were either silent when asked questions or else focused their attention on non-rights or gender-related issues. Instead, their interest appeared to be concentrated on the need for increased access to sports facilities in the community.
- In general, the community centre workers indicated that it is much harder to reach the young men and fathers with these programs.

Lessons Learned

- While attitudinal change appears to be harder to achieve with the young men, once they are convinced of a rights approach to family life and of the need for increased gender equality in this context, they are powerful and influential advocates for these concepts.
- Women living in an impoverished situation in refugee camps often feel quite disenfranchised and have no sense of their own abilities as community leaders. Once supported to think of themselves as leaders and empowered to act, they often take on a very active role in their communities.

2.2 Adolescent Empowerment and Participation Programme

Description:
This programme involves working with youth aged 13 – 16 in several Palestinian refugee camps in Jordan, as well as in non-refugee situations. The component reported on here focuses on the work with Palestinian adolescents living in refugee camps.
The programme includes a life skills training programme, media and theatre training, and action research. The life skills training includes communications, leadership, facilitation, problem solving, HIV/AIDs and reproductive health and rights. The life skills training programme is based on a peer education model. The media training includes website development, use of PowerPoint and other computer-based communications tools and television and film production.

The action research component taught the youth involved how to conduct action research, including facilitating focus group discussions. They then undertook research to identify what are the priority problems for adolescents in the refugee camps concerned. They then developed initiatives to address the top two (child labour and violence in schools). The theatre group wrote sketches about these and other priority issues such as family violence and the subordination of girls and women in the family.

Strategies Used:
- Inclusion of active outreach strategies to ensure that both male and female participants took part and that equal numbers of girls and boys participated.
- Ensuring that girls and boys worked together to get them accustomed to working with the opposite sex in a non-family situation.
- Visiting the homes of the families of the adolescents to convince parents that it would be all right for their sons and daughters to participate together in this programme.
- Ensuring that both the girls and boys involved had a voice and were responsible for key decision-making related to the programme. For example, for the Zarqa camp project site visit, it was the male and female youth who decided upon the content of the programme presented and who organized the entire presentation.
- Operating on the principle that both male and female youth are an asset to their country and community as opposed to a hard to serve group that requires services.

Gender Equality Results Observed:
- Adolescent girls and boys communicated their changed attitudes to traditional gender roles towards their siblings, parents and indicated that they had developed a more balanced power relations between brothers and sisters, and boys over girls.
- They also noted that they felt it was really important for them to practice establishing working relationships with members of the opposite sex since they will need to be able to do this once they leave high school.
- Most focus group participants still felt that it was not that easy to be friends with members of the opposite sex. A few felt that it was more a question of who would maintain each other's confidences more than what sex they were that was important.
- The play presented to the Evaluation Team by Zarqa camp youth group dealt very explicitly and effectively with issues of domestic violence, and the low position of women and girls within the family.

- The youth interviewed felt that this play and the others that they have developed have generated considerable discussion and gender issues and related human rights in their community. They also noted that their high school principal asked them to put these plays on at their high school after seeing one of their performances.
- Both male and female youth demonstrated self-confidence and indicated a desire to go beyond the confines of the camps to share their theatre and other work.
- The male and female youth interviewed demonstrated strong indications that they had been given many tools and skills to become dynamic community leaders and added potential to overcome the challenges they face as refugees. This applied equally to the girls as it did to the boys.
- Both the girls and boys involved demonstrated a facility with PowerPoint presentations and website use and development.
- The life skills and peer education programme is now being adopted as part of the Jordanian national curriculum and will be taught in schools as opposed to being strictly an extra-curricular activity.

Challenges Encountered:

- Initially both the male and female youth indicated that they thought it would be difficult to conduct research, particularly the facilitation of focus group discussions.
- The male youth found that the after school programming often conflicted with the part-time jobs that they held. The girls felt that sometimes the programming required a time commitment that interfered with their studies.
- Both the male and female youth expressed frustration with being limited to the camp in the scope of their work and what they are learning. They feel strongly that they want to present their message to other Jordanian communities.
- The parents of some boys and girls are not willing to have their sons and daughter participate in a mixed sex training programme, or else took a lot of convincing to give their sons and daughters permission to take part.
- The male and female youth involved in the peer education process were afraid that older and younger children would not pay attention to them, but found that in the end they were able to engage their peers effectively.

Lessons Learned:

- Empowerment programs for male and female youth need to build in a follow-up stage to facilitate the momentum built in the programmes concerned.
- The adherence to 50/50 female/male participation has contributed significantly to a positive impact for both sexes.
- It was necessary to use active outreach strategies and going to people's home to encourage participation by participants of both sexes and of different ages.
- The theatre and media programmes have been particularly effective in reaching a wider community and bringing a message that girls and women have rights at the household level.

2.3 Child and Family Protection

Description:

> *You really feel proud when your partners advocate the same issues. Then you know that you have had an impact.*
> *UNICEF Programme Staff - JCO*

A partnership with the Ministry of Education has focused on working with mothers and fathers to try and reduce physical disciplining of children. The program targeted mothers for the first three years and then in 2001, made a strategic decision to also actively target fathers.

UNICEF is also working with the National Council for Family Affairs and the National Centre for Human Rights on the development of a national framework for family protection.

Strategies:

- Working within traditional norms and social systems to affect change has proven to be an effective way to address highly sensitive socio-cultural issues, e.g., agreeing to work on family as opposed to simply child protection and building partnerships with religious leaders).
- Working with moderate clerical scholars and focusing on the examples set by the Prophet Mohamed's life and the equality principles outlined in Islam has also helped make the key messages in this programme acceptable to a wider audience.

Gender Equality Results Observed:[74]

- Taking a family protection, as opposed to gender-based violence approach, has allowed UNICEF and its government partners to gain an entry point to address gender-based and domestic violence and to initiate a national dialogue on these issues.
- UNICEF's government partners are now working toward closing legal loopholes related to domestic violence.
- Draft national framework for family protection developed.
- The monitoring and evaluation system set up by the Ministry indicates that prior to the training provided by the Ministry that 94% of parents hit their children regularly. After the training this fell to 4%. UNICEF programme staff expressed some concerns that this result may not be sustainable in the long term without additional interventions.
- Increased capacity for front line social workers, police and medical personnel in the diagnosis and treatment of domestic violence.

Challenges Encountered:

- Finding common ground with UNICEF partners on sensitive issue of gender-based violence and child abuse.

[74] Based on interviews with JCO programme staff and focus group discussion group with government partners.

- Gaining access to and engaging fathers in the parenting aspects of the programme.

Lessons Learned:

- Working through multi-sectoral, inter-ministerial entities combining different government Ministries and key civil society partners has proven to be an effective model as it has engaged the different stakeholders as key decision-makers.
- Addressing both the practical needs and strategic interests aspects of gender-based and family violence through a two tier approach that focused on both policy advocacy and legal reform and enhanced the skills of related service providers contribute to increased gender equality by reducing domestic violence
- Increased parental responsibility on the part of fathers is challenging but also an effective means of addressing family violence issues.
- A rights-based approach in the parenting training appears to reach a wide audience.

2.4 Community Empowerment Project

Description:

In 1998 this project was designed to improve the situation and quality of life of poor children using community development as a strategy. Initially the community development activities were simply targeted at community members in general, working with government, NGOs, community leaders and grassroots groups. Monitoring reports and community meetings noted that the primary project beneficiaries were men and that the women tended to be allocated more of the project's voluntary and home-based positions while the men predominated in the ones that were paid or had a higher-level function within the community. Therefore in the second cycle (2003-2007), UNICEF decided to add a women's empowerment component to the project.

Strategies Used:

The unique GE strategy approach used in this community development project has been to empower women and girls by working to also empower and sensitize men, concurrently with building women's capacity as decision-makers and community leaders.

Working with Men

The project's underlying premise was that to improve the lives of children, it is necessary to improve the lives of their parents. However, UNICEF's experience in Jordan had also been that many projects only focus on empowering women in their roles as mothers. UNICEF had also observed that unemployed men were a significant factor limiting women's empowerment in the communities participating (primarily refugee camps). Therefore UNICEF decided to work with both men and women for the second cycle.

The unemployed men were assessed as being the most difficult group with which to work. For that reason UNICEF considered them a priority. This group was difficult as unemployed were among the most disenfranchised in the camps and also tended to be the most violent both within the home and within the community. The community's men also prevented girls from talking to anyone outside the family or from going anywhere outside the home. UNICEF was concerned about how these girls would be able to become decision-makers if they continued to be suppressed at home.

Therefore UNICEF and its partners conducted a lot of capacity building sessions with the oldest boy in the home since they play a major role in the family. They provided them with training, and counselling, as well as gave them work to do with some incentives, e.g., serving as peer trainers. This gave the young men more confidence and also got them more on side to support their sisters, mothers and wives. They also had a chance to observe that the community development programme was run by women and so saw that women could be decision-makers and work outside the home. The facilitators would highlight gender equality perspectives as a part of their meetings. They are also worked with the sons in the families to try and reach the fathers and since these young men will eventually become fathers themselves.

Working with Women

The women's component of the project helped the women learn how to identify problems in their communities and helped build their capacity until they were mobilized. Based on this capacity building support, the women then took the lead and developed initiatives to address community problems.

Gender Equality Results Observed:[75]

In the village of Rashedoya, a key problem the women identified was that many parents would not let their daughters travel to the nearest town where there was a girls' high school. The women decided to go to Aqaba to lobby the government to get a school built for their girls. The community's men did not want the women to do this – they said that this was a men's job. The women's response was that it had been their job for 20 years and nothing had happened so now the women were going to tackle this issue. The women went to Aqaba three times and finally got government funding to build an extra floor for the girls on top of the boys' high school. The girls' high school has now been in place for three years and five to six girls have since gone onto university.

Challenges Encountered:

- Initially the young men involved would not pay attention to the female facilitators and only participated out of curiosity.
- Initial lack of support for women's political involvement on part of male community members.

Lessons Learned:

- When men are disempowered in a community, it can have an additional impact in terms of further disempowering women and girls in the same community due to the existing gender relations in that context.
- To address women's empowerment it is also necessary to engage the men in the community and to identify the ways in which male/female interaction is affecting empowerment issues for both sexes.

[75] Based on interview with Programme Staff

3. Good Practices in Gender Equality in the Mali Country Programme

To collect good practices leading to increased gender equality, the evaluation mission undertook a field trip to Ségou and met with a representative sample of beneficiaries in Mali's flagship programmes, namely education and health. The examples featured here were also cited as good practices in gender equality by various UNICEF Mali programme staff, partners, and some donors. The results outlined are only *observed* as measuring overall programme impact, which would be beyond the scope of the evaluation.

The Ségou field trip led to eight focus group discussions with programme beneficiaries, but a meeting with a Children's government (*gouvernement d'enfants*) could not be arranged because schools were closed for the summer. However, a focus group discussion with youths in Bamako included two young ministers, members of a Children's government. The results reported below are therefore for the most part recounted by parents, UNICEF programme officers or officials at the Ministry of Education. There are currently plans to scale up the programme described below to the national level.[76]

3.1 Education for Life Project: (École amie des enfants, amie des filles (EAE) – (2003-2007)

Description:
In line with the priority areas identified in the PRSP77, UNICEF Mali continued its regional integrated development approach in a bid to improve girls and boys' access to quality education. In Mali, there is an alarming gap in school enrolment and retention rates between girls and boys, especially at the primary level. For example, in 2005/06, school enrolment rates for girls were 65% and 85% for boys. Compared to previous years in 2002/3, where the gap was 21.5%, the change in 2005/6 was a mere drop of 1.5 points (at 20%). The obstacles preventing young girls from attending school range from cultural to socio-economic factors. In most Malian communities young girls are subject to harmful traditional practices such as FGM, early marriages and early pregnancies. Furthermore, young girls are silenced from an early age and do not have any say or control over their own bodies.

Strategies Used:
- In 2005, UNICEF Mali developed the Communal Educational Development Plan (PDECom) in the regions of Kayes, Ségou, Mopti, and the district of Bamako. This programme was part of the country programme's integrated approach to health, education, and protection.
- The programme is innovative, with a holistic approach targeting girls and boys in schools, teachers, parents, and management councils. The establishment of schools centred on the concept of 'Ecole amie des enfants, amie des filles' (EAE), which is based on the rights of boys and girls. The programme has five key

[76] A total of 2,860 'girl-friendly' schools were established in 7 regions out of 9.
[77] Cadre Stratégique pour la Croissance et la Réduction de la Pauvreté (CSCRP), Version 1, Aug. 2006. Page 9.

dimensions: a) safe and healthy schools, b) success, c) integration and protection of students, d) promotion of equality between girls and boys, and e) participation of families, communities and children.

- At the student level: The EAE is implemented through an important educational tool, the Children's Government, which aims to transfer some of the classroom **and** school management responsibility back to the students through role-play. Gender parity is required within the 'government ministries' and each girl or boy is assigned a role regardless of what is traditionally perceived as appropriate for each sex. Both girls and boys are encouraged to run for the position of 'prime minister'.
- At the teacher level: A gender awareness-training module was developed for use by male and female teachers to counteract discriminatory attitudes and practices. For example, until the training, most teachers did not realize how traditional socialization continued to reinforce traditional roles for girls and boys.
- At the parental level: Associations of parents of students, called 'Associations Parents d'Élèves' were created and were also required to maintain gender balance.
- Management Committee (APE/CGS): Also encouraged to keep an equivalent number of women and men, there are parents who are also members of such committees. Their role is to support parents in ensuring their sons and daughters go to and remain in school. The committee serves as an intermediary between parents and the school administration.
- A life skills[78] development component was added to the curriculum, which also aims to dispel traditional views on labour division.
- "Bourse-mamans" Bursary for mothers is financial support extended to mothers/families to keep their daughters in school.
- School canteens supplied by communities and in some cases by WFP enable community members and mothers to take part in food preparation and management.

Gender Equality Results Observed

- The programme has provided an opportunity for girls and boys to work together on the management of their classrooms and schools.
- Increased self-confidence for both sexes as they learn to negotiate with each other.
- Increased self-esteem, especially for girls who learn to speak out and voice their opinions. The parents also reported that they felt a sense of pride in their daughters when they heard neighbours and other community members address their daughters as "Mme. La Ministre."
- Female and male students have developed diverse interests related to their responsibilities. For example, one mother explained how her daughter, who is the 'Minister for Water and Sanitation' in the school, now takes a greater role in advising her family and neighbours on personal hygiene, healthy practices, and even on violence issues. She also noted that her daughter had clearly changed their lives at home.

> *« La femme, quand elle est éduquée, le s bénéfices sont inestimables »*
> [When a woman is educated, the benefits are incalculable]
> - A father, member of the Association parents d'élèves

[78] The life skills component touches on health, nutrition, gender, protection, environment, and promotion of culture of peace and human rights.

- Other success stories on how the 'gouvernements d'enfants' make a positive contribution to the community included one remarkable example where a girl who was forced by her family to leave school to get married was able to continue her studies thanks to the intervention of her school's Children's Government.
- Improved advocacy and communications skills for both girls and boys who learn to negotiate with school administration for better safety (fencing of schools), **gender-**friendly facilities (separate toilets for girls and boys), and in some instances electricity for the school.
- Girls are motivated to remain in school and it is reported that as a result they work harder and perform better than boys[79].

Challenges Encountered:

- Girls' enrolment is dictated by several factors including socio-economic status of the family or to what extent the family values education for girls.
- There is a significant gap in enrolment and retention rates among girls living in urban and rural areas.
- Trainers at the Ministry of Education felt that teachers' training modules include too many activities that are not achievable within the training timeframe provided.
- Project requires extensive human and material resources in capacity building of communities and families
- Demand surpasses classroom space availability.

Lessons Learned:

- Need to integrate HIV/AIDS awareness courses as part of the curriculum, in a gender-sensitive format to reach both girls and boys
- Ongoing awareness training at family and community levels on gender roles of girls and boys could reduce the burden currently carried by women and girls if boys were increasingly motivated to assist in domestic chores

3.2 Child Survival and Development Programme

Early Childhood Survival Project (Survie du jeune enfant) – (2003-2007)

Description:

The project aims to increase the survival rates of young children under the age of 5 years through a coordinated series of activities involving:

- Vaccination, Vitamin A distribution
- Prevention of malaria, diarrhoea, malnutrition etc
- Baby friendly hospitals
- Prenatal consultation and assisted child delivery with emphasis on prevention of anaemia and malaria during pregnancy
- Increase access to potable water
- Improve household practices related to hygiene, nutrition, sanitation etc.

[79] Interview with a Gender Officer at the Ministry of Education, Segou.

Strategies Used:
This project's main targets are children. To increase their survival chance however, mothers are also targeted as primary care providers. As a result, the project may appear to be gender-specific judging by the specified target groups, but it comprises several implementation processes that stand out as good gender practices and have led to good results.

The project is implemented through CSCom (community health centres) who are in charge of the clinical component (vaccination, dispensing medicine, and medical check-ups). The CSCom in Yangasso had a separate CPN (concentration prénatale) maternity facility with three nurses who provide counselling to pregnant women. The staff indicated that expecting mothers are advised to come with their husbands so that they are kept abreast of the pregnancy's progress.

To increase the reach of the project, two types of associations were established in villages; including ASACO and community 'relai' group. The ASACO oversees each relai, which is assigned a set of 30-35 households to monitor and follow-up every month, especially in relation to 'child-friendly household practices'. The relai serves as the link between community members and ASACO. Each relai is required to be gender balanced. CSComs also provide additional support through outreach to villages by sending a health officer and a female nurse.

Within the framework of the Baby Friendly Hospitals, occasional health campaigns included for example a breastfeeding campaign, where the entire hospital staff including operations and support staff such as drivers and security guards were trained on the benefits of breastfeeding. The objective was to also sensitize men, and encourage them to share the information and pass the message to their communities.

Gender Equality Results Observed:
Respondents interviewed indicated that there were many benefits of this project. The following list only refers to those results that are gender-related:

- Increased awareness on where to seek medical help, especially important for pregnant women who are informed about the progress of their pregnancy, signs of labour or danger, and any other pertinent information.
- Involving the husband during a woman's pregnancy was important in also helping men to understand the importance of early preparation and organization, especially in terms of transport and financial arrangements, as well as taking part in any medical decisions that may arise during birth.
- The gender-balanced outreach team is well appreciated due to the extra support provided by the nurse, especially in assisting women who may not be able to physically access the health centre.
- The campaign on breastfeeding also served as a form of socialization that challenged men to take more responsibility in the reproductive health of women.
- The ASACO and community 'relai' groups had fairly equal number of women and men. The women responded freely and expressed themselves in the presence of the male members.

- The "Ménages amis des enfants[80] (Child-friendly households) improved the quality of life for many due to the close monitoring of each household by community 'relai' groups. This project component has also a gender-sensitive component where all family members are encouraged to participate in daily household management.
- The water & sanitation component has reduced the workload for women as their travel time to fetch water has been drastically reduced.
- One ASACO female member linked the presence of CSCom to community development, especially as far as education for girls was concerned. Her reasoning was related to the better maintenance of records, which makes it easier for officials to track the age of girls and boys and advise parents when to start sending them to school.

Challenges Encountered:

- In the beginning, there was some resistance by men to include women in ASACO and community 'relais' groups.
- It took a long time to convince men to accompany their pregnant wives to the CPN
- Socio-economic factors still dictate the level of household access to medical services, particularly as it is often the case that men are to the large extent in control of the financial income of a household.

Lessons Learned:

- There is a need for persistent messages on gender equality in community based associations.
- Project participation and ownership by the entire community was a critical component of the programme.

4. Good Practices in Gender Equality Programming in the Moldova Country Programme

The good practices and related gender equality results observed that have been documented here are based on interviews with UNICEF programme staff, project site visits involving focus group discussions with project beneficiaries and a review of programme documentation. These good practices are intended to analyze the key processes that led to the gender equality results observed as opposed to being a process to verify the overall impact or effectiveness of these results.

4.1 Early Gender Socialization

Early Childhood Care and Development component of Young People's Health, Development and Participation programme (2002-2006)

[80] The *Ménage amis des enfants* calls for 13 specific household practices that promote safety and health. Community relai groups are provided with resource books demonstrating clearly each task to be performed by all members of a household. The book in French and Bambara, has illustration of each good practice followed by a monitoring and tracking tool.

Description:

- In 2002, UNICEF moved from a programme that focused purely on Health to a component on Early Childhood Care and Development (ECCD) to a Mother and Child Health Improvement project. The last was a decision to focus on perinatal care. While there was no systematic attention on GE in ECCD, UNICEF has done some very innovative work in creating Baby-Friendly Hospitals, and promoting positive roles of fathers in the area of early gender socialization in Moldova.[81]
- Previously delivery practices were inimical to early family bonding and to the good health and well-being of the mother and baby, apart from using medical practices and equipment that posed a serious threat to mother and child health.
- Two detrimental traditional medical practices were the immediate physical separation of the baby from the mother, after birth and the fact that fathers and other family members were not allowed to enter the Maternity ward. Under the old system, the father's lack of involvement with his child thus started to be institutionalized from birth.

Strategies Used:

- Following advances in international WHO/UNICEF and other research, the CO piloted and promoted baby-friendly hospitals in Moldova. This was highlighted in a pamphlet called `Step by Step'.
- Evidence-based technology replaced outdated practices.
- These included mother and baby bonding from birth through close physical "skin to skin" contact straight after delivery.
- Through this contact breastfeeding is stimulated and supported on the premise that regular breastfeeding leads to better health and well-being of both mother and child and a reduction in infection for the baby.
- After birth the baby was kept warm in the same room close to the mother
- Fathers were systematically involved: first they, both father and mother were provided with training on the delivery practice and care of mother and child
- During the delivery fathers participated throughout very closely.
- Eye witnesses have recorded the initial awkwardness of fathers when entering the maternity ward with no previous socialization of participating in issues of pregnancy and childbirth and then their absolute joy and elation after childbirth including eye witness accounts of tears rolling down their cheeks.
- The significance of these innovative practices by UNICEF Moldova cannot be overstated. In the context of a patriarchal society where cultural norms of masculinity do not encourage fathers to bond with their children and where child rearing is clearly seen as a mother's domain, UNICEF's work towards attitudinal and societal change is very noteworthy.
- Several pamphlets on ECD including better parenting and the role of fathers have been published and widely disseminated.

Gender Equality Results Observed:

- In the previous decades no father had witnessed childbirth leave alone participate in delivery practices.
- This integration of the father into prenatal care has huge implications in early gender socialization, in a country where there are serious problems of separated

families, single fathers and single mothers, abandoned children and family and gender-based violence, violence against children, children in institutional care and a constant supply of children trafficked out of Moldova.

- Today not only is the baby-friendly hospital a great success but the Ministry of Health has taken ownership of the programme and has replicated it nation-wide. It has become a standard practice country-wide since 2006. UNICEF exited from the programme in 2007.
- The hospital staff appear to have completely taken ownership of this approach, and are actively promoting baby-friendly practices, and close involvement of fathers in the entire process.
- UNICEF appears to have transferred both dedication and passion to the hospital staff.
- UNICEF designed a Medical Record for mothers that has now become mandatory practice across the country. It contains snippets of advice on different issues including domestic violence.

Challenges Encountered:

- UNICEF staff noted that "it was very hard and took years" to change mind-sets, particularly that of medical professionals, who were initially hostile and resistant However, the medical professionals told the Evaluation Team that once they understood the new approach they became convinced and took ownership of it.

Lessons Learned:

- The medical professionals cited the patience of the UNICEF staff as a positive factor that helped facilitate this change.
- Given the many-layered societal, medical, institutional and human level of the challenges, a combination of research-based innovative social programming combined with the dedication of UNICEF staff (both MCO and HQ) can make a huge difference to the lives of girls, boys, fathers and mothers and, indeed, the social fabric of society even with limited funds.

4.2 Community Centres for Under-privileged Children in Rural Areas

Description:

- Based on an internationally implemented *Step by Step* education programme in 2004, UNICEF-UNESCO jointly modelled a pilot project on Early Childhood in rural areas. (*Step by Step* was the only accredited education programme in Moldova.)
- The programme was originally designed to target vulnerable children in rural areas who could not afford pre-school education or kindergartens. In response, pilot Community Centres were set up.

Strategies Used:

- 20 community centres provided a space where girls and boys who did not go to kindergarten played with educational toys and received early learning based on socially progressive techniques. For example, girls and boys are allowed to choose their own toys and in general independence is encouraged. This pilot went well.
- In 2006, the project changed its approach to emphasize teaching children and families through a child-centred curriculum and methodology, with a special focus on improving relations with families and early gender socialization.

- A Knowledge Attitudes and Practices (KAP) study was done before starting the Early Childhood Development (ECD) programme in 2002 and it was found that role of fathers was weak and needed to be reinforced in a positive manner in Moldova
- UNICEF produced and distributed communication materials with photos of fathers actively involved in child rearing.
- Within the ECD programme the Evaluation Team decided to focus on Better Parenting and Formal and Non-Formal education.
- A baseline study of children in Moldova showed that few parents talk to or stimulate children under 3 years of age. Only 3 per cent of fathers read to children at bedtime.
- The ECD programme was already working on policy development and service delivery and came to the conclusion that the CO needed to focus more on behaviour change and communication gaps on early childhood stimulation.

Gender Equality Results Observed:

- The Evaluation Team observed toddlers (girls and boys) get up unasked, leave their parents and choose and play with toys that had no gender bias.
- Mothers accompanying the young children are also being socialized through UNICEF-published materials on Better Parenting etc. UNICEF pamphlets with photos of fathers involved in child rearing, a booklet on the role of fathers and sexuality of children both represent significant inputs in achieving increased GE.
- Fathers are pro-actively invited to performances of their children and social activities and are even contributing to financial resources of the Centre.
- Based on its success, the programme subsequently attracted funding from UNICEF's Fast Track Initiative, and from 2006, the government has become interested in scaling up this model and approach.
- The child-centred educational system has been taken up by the Ministry of Education and is now influencing new standards and curriculum development in Moldova and is being funded by other donors.
- UNICEF overcame serious cultural, institutionalize and gender-related challenges to introduce modern child-friendly curriculum.

Challenges Encountered:

- Changing the mindsets of mothers and fathers in a society where family bonding has been undermined was a huge challenge. However, the combination of the quality of the technique, UNICEF publication materials, gradual inclusion of mothers and fathers and the dedication of the volunteer teachers appears to be overcoming this challenge and seems to be fostering positive change.
- The project encountered serious resistance in national educational institutions when developing drafts for revised child-centred curriculum. UNICEF staff dedication and patience was a factor that influenced the breakthrough in a difficult process.

Lessons Learned:

- It is possible to influence traditional gender roles related to being a father or mother and foster positive change in the parenting practices of both sexes. The use of graphic images and photos demonstrating a more active parenting role for fathers appears to be a particularly effective social change tool at the individual level.
- Early gender socialization is critical to making long term change in gender equality and to reduce gender disparities.

5. Good Practices in Gender Equality Programming in the Uganda Country Programme

The good practices and related gender equality results observed that have been documented here are based on interviews with UNICEF programme staff, project site visits involving focus group discussions with project beneficiaries and a review of programme documentation. These good practices are intended to analyze the key processes that led to the gender equality results observed as opposed to being a process to verify the overall impact or effectiveness of these results.

5.1 Girls' Education

Description:
UNICEF has been at the forefront of this developmental area for a long period of time. Owing to major improvements in the gender gap over time, in primary school enrolment, in its evolving approach, the current UNICEF programme TRACE (The Rights of All Children to Education, 2006-2010) focuses on the completion rate rather than the enrolment rate and on the quality of education. UNICEF also targets the most vulnerable, girls and boys at risk, and those geographical areas with the worst social indicators - the conflict-affected areas, such as, in the North and in Karamoja. UNICEF is also part of the United Nations Girls' Education initiative.

Strategies Used:
- Multi-stakeholder involvement and strategic advocacy from national government, civil society, leaders in the community, religious leaders, teachers, members of the community, parents, soldiers, boys and girls.
- Girls Education Movement (GEM), a voluntary movement that worked with adolescent leadership.
- GEM used nuanced strategies such as girls taking the lead and yet building strategic alliances with boys to advocate girls' education, without the boys taking over
- Used a child-friendly school approach and within this advocated girl-friendly schools (refer to Mali good practice for characteristics of a girl-friendly school).
- Collaboration with different partners including CIDA and Dutch entities.
- Using early childhood development/stimulation as a strategy to advocate changed perceptions with mothers so that girls freed from domestic labour to attend schools
- Took UNGEI strategy to disseminate through district authorities to local level right up to IDPs camps.
- Several public campaigns including `Back to School' campaigns to target drop outs: contained social message of inclusiveness and that girls matter.

Gender Equality Results Observed:
- UNICEF and partners have established girls' education as an area meriting national attention both at the governmental level and in society in general.
- UNICEF strongly associated with this major shift.
- The playing field is not level for girls to attend school in Uganda but there have been positive changes in this regard over time, e.g., the gender gap in enrolment rates in primary education is now minimal.

- There have been positive changes in perception and attitudes towards girls' education in the community, parents, teachers, and children.
- Also attitudinal change, accepting females in leadership, such as women teachers, accepting that girls should go to school, and decrease in the social stigma against single girl mothers and young mothers returning after being abducted by soldiers so that these girls are now attending school with their babies.
- The district authorities want to adopt the Girls Education Movement as a governmental strategy.

Challenges Encountered:
- UNICEF staff told the Evaluation Team "changing people's attitudes takes a long time…it's a cumulative process over time".
- Paucity of women teachers and role models.

Lessons Learned:
- Social transformation such as educating girls is a slow cumulative process and results need to be assessed over time.
- UNICEF and partners with the right leadership can advocate for and catalyse change in such a challenging area.
- The importance of multi-stakeholder involvement and buy-in.
- Strong advocacy and public communication strategy.
- Importance of strategic alliances with boys, parents, and soldiers.

5.2 Maternal Health

Description:
- Given the high child and maternal mortality rates, within the health sector, UNICEF has chosen to focus programmatically on child mortality reduction through the Accelerated Child Survival and Development (ACSD) programme 2006-2010. This is addressed through interventions in three main areas: child health and nutrition; sexual and reproductive health; and water and sanitation.
- Maternal health was a neglected area, as could be seen from the national health sector budgets.

Strategies Used:
- The overall strategy was to use evidence-based policy advocacy to improve the national response to maternal health in partnership with Columbia University, generating of sex disaggregated data that was credible for donors.
- Data showed that only 14 per cent of the need for national maternal health services were met – this goes under description or challenges.
- Policy advocacy was done at many levels and taken to the very highest levels.
- Data that was generated was published and presented to the President
- To support national-counterparts with solutions in partnership with John Hopkins University, UNICEF developed a tool to support on the job supervision in hospitals
- UNICEF worked to strengthen existing service-providers and provided training.

- Strong advocacy through Community Dialogue – reaching households through existing structures including faith-based organizations, women's organizations, girl guides and boy scouts, aimed at widest outreach.
- Community Dialogue chosen as engaged the community through dialogue for action towards behavioural and social change.
- Programme aimed to change attitudes of both those receiving services and of service-providers.

Gender Equality Results Observed:
- Donors put more money into maternal health in 2005 and 2006
- Women's health issues have higher visibility in the country
- "We have made a difference in maternal health without buying any equipment…We have leveraged the system!"

Challenges Encountered:
- Maternal health had low visibility.
- Entrenched patriarcal socio-cultural norms.
- Maternal health neglected in health sector budgets.
- Expensive equipment approach would require huge funds.
- Paucity of credible data.

Lessons Learned:
- UNICEF, using a strategic approach, is able to leverage its work with different partners to catalyse significant change without requiring a lot of funds.
- It is possible to effect a changed national response to challenging but critical issues such as maternal mortality.
- Using existing structures catalytically is more efficient than creating parallel structures.

6. Good Practices in Gender Equality in the Nicaragua Country Programme

6.1 Healthy and Friendly Multigrade Schools Initiative

- Basic Education and Citizenship Project (YE133), Education and Citizenship Programme (YE003)
- Water and Healthy Environment (YH015), Water and Healthy Environment Programme (YH001)

Description:

- In 1994, the Ministries of Health and Education signed an agreement to promote health in schools. The Nicaraguan Aqueducts and Sewers Company (ENACAL) signed an agreement with UNICEF and SIDA to promote the Nicaraguan Hygiene and Environmental Sanitation Initiative in 1998. In 2001, the Ministries of Health, Education, Natural Resources and ENACAL joined together to carry out the project in schools. That same year, the Friendly and Health Schools program began with the participation of the Ministries of Health, Education, and ENACAL and the support of

UNICEF and the Pan-American Health Organization. By 2005, they had developed all the instruments.

- Schools do their own monitoring, but when they think they have met all the targets they request an external evaluation to be officially certified as Friendly and Healthy Schools. There are now 300 officially certified schools by UNICEF.
- The schools contribute to the MDGs and adapt various regional and global health, education, and children's rights initiatives to the Nicaraguan context.
- The model has now been transferred to the Education Ministry and other agencies are using the model such as CARE and World Vision; some private companies are also using it, e.g., CISA, a coffee exporter, and other firms concerned with corporate social responsibility.

Strategies Used:

- Each school starts the program using the same conceptual framework, an instrument for a local diagnostic study and planning instrument that include gender indicators, e.g., the diagnostic includes an analysis of male and female roles and time/work distribution.
- The monitoring instrument is very simple and includes qualitative and quantitative gender-sensitive indicators, such as 50% girls in student government, perceptions of males and females of every sector, who cleans the toilets, equal access to the right to education, and birth registration for girls, boys, and teens. The same indicators are used for planning, monitoring, and evaluation.
- The schools develop an annual work plan to meet the indicators.
- A separate but linked initiative focuses on education policy and materials development so as to improve the quality of the education model. These activities have involved developing a learning guide, introducing methods for more active participation of students and training teachers, revising the curriculum, eliminating sexist language from textbooks, and changing images of traditional gender roles.
- There is a code of conduct as well as disciplinary regulations and everyone is informed about them. Teachers cannot impose disciplinary measures unilaterally.
- Half of the schools are targeted to include sex education and prevention of sexual violence and HIV/AIDS in the curriculum from a rights-based approach. The violence component involves promoting a non-violent culture and life skills. Teachers have been trained, conflict resolution materials are available, and many schools have a teacher-counsellor.
- A life-skills approach that emphasizes communication, problem solving, analytical skills, and changing attitudes and values.

Gender Equality Results Observed:

- Achieving quantitative and qualitative gender equality results: more or less equal percentage of girls and boys attending school; 50% of girls in student governments; and a non-sexist teacher's manual.
- Teachers' manuals include all the instruments and key content for curriculum, using non-sexist, inclusive language and graphics to promote non-traditional gender roles.
- Schools that qualify for certification as Friendly and Healthy Schools have doubled the level of retention of girl students. On average, 20% more girls than boys pass elementary grades.
- Has contributed to great progress in Nicaragua towards achieving MDG 2.

- In a focus group with students at El Portillo primary school, boys and girls noted that the things they like best about their school were: the flowers, trees and plants, the sinks and latrines, the mural (painted by grade 6 students), and the see-saws.
- Improved health education, sanitation facilities and practices in schools by girls and boys, including separate latrines for girls and boys.
- Changing gender roles at school: both girls and boys are assigned and participate in cleaning duties at school; leadership now shown by girls and women teachers on the school boards, where before fathers, the (male) principal, and male teachers were usually in the key decision-making positions.
- In some schools, teachers have a network to which they can report cases of sexual violence that they detect.
- Girls and boys from the student government, and others, participate in other municipal organizations for youth and decision-making bodies, e.g., is "Los Cumiches," an adolescent association in Estelí which promotes gender equality and integrates related issues in its radio program, training workshops, etc.
- Separate latrines for girls and boys, based on consultation with girls, makes girls more comfortable and confident and has led to greater respect between boys and girls.

Challenges Encountered:

- There is only a tacit understanding that pregnant girls should not be expelled. No cases have been reported as yet, but the situation is complicated.
- Changing gender roles has been difficult. There is a tendency for girls in elementary school to participate more in class than boys. In one school visited, four out of five of the student body members; it seems there is an assumption that since mothers usually go to parent-teacher meetings, then participating in school is for girls. The boys like to play sports and they make fun of the girls when they try to join in.
- Now that a high level of girls' and boys' participation has been achieved, it may be time to do a gender analysis of why the rest of girls and boys do not attend and drop out, and what gender-specific remedial actions can be taken.

Lessons Learned:

- By using a structured process designed by UNICEF, UNICEF was able to ensure that gender equality issues were addressed from the outset, particularly through including gender-sensitive indicators, both quantitative and qualitative, throughout the project cycle.
- It is not enough just to mainstream gender, there also have to be instruments for each step to promote girls' and boys' participation.
- Even though having a strategy with instruments and a conceptual framework is crucial, the people involved also have to be committed to achieving gender equality.

6.2 Potable Water and Sanitation Committees (CAPS)

Community participation strategy of the Water and Healthy Environment Project (YH015)

- Health and Healthy Environment Programme (YH001) (2002-2006)

Description:

- The Potable Water and Sanitation Committees (CAPS) are a fundamental component of the Nicaraguan Aqueducts and Sewers Company (ENACAL) strategy to provide drinking water and sanitation systems to dispersed rural communities.
- The CAPs were first started in 1991 and have received funding from various donors, including UNICEF, in different regions of the country.
- There are about 100 CAPS with an average of 2 adolescents in each.

Strategies Used:

- Women's participation in all the project cycle phases is the central strategy, from diagnostic study to planning, implementation, and evaluation.
- Instead of gender equality being captured through a specific result, gender equality is mainstreamed. There are no specific gender activities planned but they are implemented anyway.
- Quotas of 50% women and men in CAPS along with strategies to promote women's participation. At first the target for women's participation was 20%, then rose to the current rate of 50% based on a study by the Swiss Agency for Development and Cooperation (SDC).
- Some, but limited, sex-disaggregated data collected in diagnostic studies and other registries and applied in Community Action Plans. Systematic use of baseline studies including women's participation and the number of women's organizations will be part of the next cooperation cycle (2008-2012).
- Gender sensitivity and women's leadership training and manuals are provided to ENACAL's social promoters, who apply the training with the CAPS. Gender-sensitivity workshops are dynamic and address the shared roles and responsibilities of women and men, contributing to men's participation in sanitation activities.
- Training provided to both women and men on maintaining the infrastructure and on monitoring the water quality in every home.
- ENACAL promoters have also benefited from gender training and manuals from the Swiss Agency for Development and Cooperation (SDC). These place greater emphasis on gender sensitization from the outset, such as comparing the value of women's and men's different forms of work, developing self-esteem and leadership skills, and using a methodology where they work first with separate groups of women and men, then join them together.
- Women's participation is also promoted in other community organizations supported by UNICEF, in the community, and in school.

Gender Equality Results Observed:

- Community and CAPS members identified that both men and women are concerned about hygiene in their communities and are motivated to participate in a range of activities to install and maintain infrastructure and other tasks, whereas before no one was concerned about collecting garbage.

Great increase in women's participation in CAPS and community organizing.

- Change in gender roles and types of work. (1) Some men now also fetch water. According to anecdotal evidence, the SDC gender training in particular has led to more gender equality, particularly men taking greater responsibility; (2) some women participate in construction; (3) both women and men do maintenance work
- Both practical needs and strategic interests have been met: equitable access to potable water and sanitation facilities resulting in improved health, as well as women's leadership and increased security for women, girls, and boys.

- Increased empowerment of adolescent girls, including the ability to communicate and participate in youth forums and other activities and speak on a wide range of topics affecting youth. Their leadership serves as a role model and inspires other girls and women to participate.
- Women's leadership in the CAPS has led to recognition of women's leadership in the communities at large: active women's participation in community decision-making; community members recognize that women have the same leadership and coordination skills that men have; some women's strength as leaders is outstanding.
- Adult and adolescent women have used time saved fetching water to make and sell baked goods and handicrafts for their own income.
- "Gender" is now not considered to mean the same thing as "women." It means the roles of men and women, participation of women and men, with the goal that they be equitable.
- Although the reporting mechanism does not specify gender equality results, ENACAL personnel is already quite sensitized, as are other counterparts and community organizations, so there is some reporting on gender issues.

Challenges Encountered:

- A specific gender equality result has not been included because it is considered that it would divert monitoring and evaluation from the project's main objective. At the same time, since gender results are not included and the only indicator is 50% women's participation in CAPS, other results that are achieved are often not noticed or assessed in reports.
- Obstacles to women in decision-making positions have been great, for example pressure from husbands and male relatives, but women have fought to be in city hall and other public bodies.
- Continued challenges to establishing equitable gender roles: (1) the time saved by fetching water from shorter distances is now spent on other forms of work, including community organizing; (2) women's participation in CAPS is now seen as their responsibility, since they are more organized and reliable because they are closer to the problem, while men have become just an ally; (3) positions in CAPS follow stereotypical gender roles, where most chairs and treasurers are men while 80% of vice-chairs and hygiene coordinators are women; (4) men have not taken on reproductive work in the household.
- More training for women and men to achieve greater sensitization regarding gender equality and to participate in water and sanitation activities. Training workshops need to be planned according to men's and women's paid and reproductive work schedules and responsibilities.
- Providing counterparts with specific instruments to show them how to integrate gender into particular components and for reporting. For example, Community Action Plans could document only what was done, not by whom.

Lessons Learned:

- Personal commitment by the programme staff involved to promoting women's participation and gender equality is vital.
- There is a need to make gender mainstreaming explicit and systematic by integrating it throughout the project cycle, including qualitative and quantitative gender indicators in planning, monitoring, and evaluation instruments, as well as more concrete materials to address qualitative gender equality gaps.

7. Good Practices in Gender Equality Programming in the Nepal Country Programme

7.1 The DACAW approach

Description:
The Decentralised Action for Children and Women (DACAW) started in 2002. Its objective is to build the capacity of families, communities, local bodies and other duty bearers to plan, implement and monitor interventions to realise rights of children and women, coordinate actions and provide responsive services (UNICEF, 2007e). The results to be achieved through the DACAW programme were to:

- Strengthen capacities of families, communities and local bodies to assess, analyse and act on their situation.
- Provide basic education, especially **girls** from disadvantaged groups.
- Safeguard children and **women** against violence, exploitation and abuse
- Reduce child mortality and morbidity.
- Reduce **maternal mortality.**
- Improve child and **maternal malnutrition.**
- Improve psychosocial and cognitive development of children.
- Increase sanitation facilities and water supply.
- Increase HIV/AIDS awareness.

The DACAW is operational in 23 of the 75 districts on Nepal, covering 33% of Village Development Committees (VDCs), settlements, and households in these districts. UNICEF partners with the Ministry of Local Government and District Development Committees for implementing the programme. A full time DACAW Coordinator at the UNICEF Nepal CO, a DACAW coordinator at regional levels, and the District level UNICEF project officers support the programme.

Strategies Used[82]
Community Action Processes (CAP) - to raise awareness, monitor result areas and raise demand for services. GE strategies used include:

- Using existing community based organisations[83] (village development groups, federations, cooperatives, farmers' cooperatives) to assess/analyse/act on birth registration, immunisation, nutrition, primary education, family size, maternal health, workloads of men and women, and contraceptive use at settlement level. Where no community organisations exist, UNICEF works with NGOs. Public community boards conduct the monitoring.
- Forming women's paralegal committees (PLC) at ward/Village Development Committee/district level to mediate on cases of violation of rights of women and children, and link them with district resource groups in case they cannot succeed.

[82] UNICEF, 2007e
[83] Majority of these CBOs were formed by UNDP under the DLGSP (men, women's and mixed village development groups), and some by Department of Women Development (women's federations, some registered as cooperatives), Small Farmers cooperative Limited (mixed farmers cooperatives) or by NGOs (women's, men's and mixed).

- Developing child clubs at ward/VDC/district levels to address issues of children's education and child protection for both sexes.
- Training female and male peer educators (amongst adolescents) to provide life skills education amongst adolescent children.
- Identifying and training community mobilisers (volunteers-90% females), village facilitators (paid-80% females) and female community health volunteers (paid) to support the programme.

Responsive Service Delivery - to strengthen capacity of line departments to deliver services and implement DACAW in a child and women friendly manner. Gender equality strategies used include:

- Training health workers on handling sexual abuse.
- Training teachers on gender and child friendly teaching methods.
- Training teachers on teaching with dignity.
- Setting up emergency fund through VDCs for families of pregnant women to access loans for institutional delivery.
- Strengthening separate toilets for girls and boys in schools.

Decentralised Governance - in particular strengthening District Development Committee (DDC) planning, monitoring and budget in favour of women and children. GE Strategies have included:

- Establishing DACAW committees at Municipality/VDC levels, district, regional and national level comprising of Ministry of Local Government, National Planning Commission, relevant line departments, and NGOs.
- Ensuring that women and men leaders of community-based organizations (CBOs) are represented in DACAW committees at VDC and Municipality levels
- Strengthening the capacity of the DDCs to evolve its own periodic plans on women and children.[84]

Gender Equality Results Observed:[85]

- Significant representation of girls and women in community organisation as members and leaders: 46% in child clubs, 60% in settlement level community based organisations, 100% in paralegal committees, and 60% in DACAW committees at VDC and DDC levels. Both out of school and in school girls and boys reached through child clubs.
- Decrease in domestic violence against women in areas where PLCC existed, like physical violence and mental abuse and strengthening of women's property rights in the event of divorce.
- Reduction in girl child marriages in areas where PLCCs and child clubs exist.
- Increase in birth registration, which in the long run is anticipated will help reduce child labour and (girl) child marriage.
- Reduction of gender-gap in enrolment and retention - primary education.

[84] In Dhulikhet (Karve field visit), an internal gender policy had been put in place at the office of the DDC with guidelines on the mandatory representation of women on different committees, a policy on no harassment and violence against women and separate toilets for women. A sum of 300,000 Rps. had been set aside as an Emergency Fund for Women. This area has a strong Women's Federation.
[85] Source: UNICEF, 2007e, UNICEF and Norwegian Embassy, 2006, Observations of the Mission in the field

- Reduction of malnutrition, and slight (but disputed[86]) gender gap that existed amongst 0-3 years[87]
- Reduction in maternal anaemia and increase in institutional delivery.
- Greater awareness on HIV/AIDS amongst women, adolescent girls and adolescent boys covered by DACAW; and improved access of adolescent boys to condoms.
- Increase in participation of men in CBOs in parenting, looking after wives during pregnancy and sharing of domestic work when women attend meetings.
- Reduction in drug consumption and smoking reported by adolescent boys who have taken part in life skill training.
- Women's federations, where they exist, are demanding better services from government and running economic enterprises.

Challenges Encountered[88]

- Reaching disadvantaged groups (in particular dalits and Muslims) amongst women poses a challenge as members, and more so as leaders and beneficiaries of credit programmes. Not all backward districts or backwards VDCs, settlements and households in 23 districts covered.
- Women's para-legal committees have not adequately addressed gender-based violence in work and public spaces, which is high against women from marginalized communities. Issues of trafficking of women, rape, high female suicides and reintegration of women affected by armed conflict could be better addressed[89].
- Child club members identified gaps in life skills training, such as trafficking of girls, eve teasing and harassment, child labour, incest, dealing with parents, and the reintegration of girls and boys affected by armed conflict and forces[90].
- Persistent poverty of households and poor institutional capacity (infrastructure, staff, materials) of line departments means that the increase in participants awareness cannot in itself lead to access to good quality education (in particular secondary), nutrition (beyond 3 years, and non maternal), and health care[91].
- Increase in awareness amongst women of HIV/AIDS has not improved ability of women or adolescent girls to negotiate condom use.
- Strategic gender interests have not been addressed across all result areas. They have mainly focused on gender-based violence against women and on girls' education. As a result, opportunities to address strategic gender interests of women and girls in other areas such as training women as masons and water pump mechanisms (water and sanitation); addressing issues of violence and maternal health; training men as ECD facilitators; registration of marriages; and addressing gender specific protection issues facing girls have not been well addressed.

[86] While the Evaluation Mission observed that the lone infant who was malnourished out of a total of 5 in a settlement was a girl, the Health Chief of UNICEF observed that the method adopted by the groups for monitoring malnutrition (weight by age) was wrong, as the same weight standards were used for boys and girls; which should not be the case.
[87] Personal observations of two community organizations during field visit.
[88] UNICEF and Norwegian Embassy, 2006 and UNICEF, 2007e
[89] Discussion with para legal committees in Chitwan and Kavre districts.
[90] Discussion with child club Biratnagar Municipality
[91] Wealth ranking exercise carried out by the mission with a community organization in Chitwan District.

Lessons Learned:

- Helping women, men, girls and boys to collectively assess, analyse and act on their (gender specific) situation is crucial for promoting gender equality. However, this collective mobilisation and action is not enough without strengthening institutional capacity of line departments to meet the increase in demand.
- Women, girls and boys are not homogenous, and there is a need in any decentralised action to monitor who amongst women, girls and boys are included and excluded, and who is benefiting from the programme.
- Targeting women and girls is a first, but not adequate, step to promote gender equality. Addressing strategic gender interests has to be planned, implemented and monitored systematically. Ward to VDC to district level women's CBOs, PLCCs and child clubs (with separate meetings for women) are essential to do such planning, implementing and monitoring.
- It is important to work with men and boys to promote gender equality, both to challenge patriarchal norms that they hold and also to address male vulnerabilities, particularly those of boys.
- It is difficult to achieve the project's key results without raising incomes of women and men. As this may be outside the mandate of UNICEF, UNICEF has to link these community based organizations to organizations working on gender and poverty (also see UNICEF and Norwegian Embassy, 2006).

8 Good Practices in Integrating Gender in Emergency Programming and Contexts

8.1 Landmine Action Strategies and Programmes

Mine Action

UNICEF is one of the fourteen UN departments that support mine-action related initiatives in thirty countries and three territories. Landmines and explosive remnants of war affect at least 78 countries and injure or kill between 15,000 and 20,000 people annually. Mine action involves teaching, advocacy, and removing landmines and unexploded ordnance or UXO[92] from the ground and has five aspects or "pillars":

1. Mine clearance: removing and destroying landmines and explosive remnants of war and marking or fencing off areas contaminated with them
2. Mine-risk education: helping people to understand the risks they face, identify mines and explosive remnants of war (ERW), learn how to stay out of harm's way
3. Victims assistance: medical assistance and rehabilitation services to victims, including job skills training and employment opportunities
4. Advocacy for a world free from the threat of landmines and encouraging countries to participate in international treaties and conventions designed to end

[92] UXO include bombs, mortars, grenades, missiles or other devices that fail to detonate on impact but remain volatile and can kill if touched or moved. Cluster bombs are the most common sources of UXO. These 'explosive remnants of war' present great danger to communities as they are abandoned or remain long after the armed forces have left the area. Source: http://www.mineaction.org

the production, trade, shipment or use of mines and to uphold the rights of persons with disabilities.

5. Helping countries destroy their stockpiles of mines as required by international agreements, such as the 1999 anti-personnel mine-ban treaty.

Specifically, UNICEF' support extends to the development and implementation of mine risk education and survivor assistance projects and advocacy for an end to the use of landmines, cluster munitions and other indiscriminate weapons. Consequently, the organization is part of the United Nations Mine Action Team (UNMAT) and also sits on the Inter-Agency Coordination Group – Mine Action (IACG-MA) which has contributed to the development of some notable good practices related to gender equality on mine action:

- **The UNICEF Mine Action Strategy 2006-2009**: This strategy promotes gender integration in mine action and stipulates, "Support integration of gender dimensions into mine action programming".[93] It plays a central role in the mine action team's work and engagement with donors and partners.
- **The United nations Inter-Agency Mine Action Strategy 2006-2010:** The guiding principle explicitly states: **"**UN mine action work plans will address the impact of mine action on men, women, boys and girls, and seek to involve them to the extent possible in the planning and implementation of mine action initiatives".
- **Steering Committee on Gender and Mine Action** – This group allows the UN team to discuss and find innovative and practical ways of integrating gender in mine action initiatives. UNICEF is part of the steering committee that, along with consultants and others, supports field officers to address effectively gender equality in mine action programmes.
- **Gender Guidelines for Mine Action Programmes:** Published in 2005, this policy document is available in five out of the six UN official languages, and is easily accessible on the mine action website (www.mineaction.org). The guidelines were developed to assist United Nations mine action personnel at the Headquarters and in the field, to incorporate gender considerations and maintain gender balance in the planning and implementation of mine action programmes in the "pillars" mentioned above. For the fifth pillar, stock pile destruction however, no relevant gender considerations have yet unfolded for inclusion in the guidelines. The latter are presented as a working document with narrative portions on gender objectives and explanations under each "pillar" why it is important for mine action programmes and operations to take into consideration women, men, girls and boys' different roles, needs, and concerns. Furthermore, gender checklists are included as are recommendations on good practices in different contexts.
- **Gender Focal Points (GFP)**: At the field level, GFPs support their respective offices to develop gender objectives, implementation plans and make sure that checklists are adhered to.
- **An Action Plan Template**: The steering group on gender equality agreed on developing a template on action plans for 12-18 months for each of the pillars as an

[93] UNICEF Mine Action Strategy 2006-2009, Result 2 in Guiding legal and operational principles, p. 10

enhanced way of supporting countries participating in a mine action programmes. This is still at the early stages of development but was well received at a mine action conference in Nairobi in September 2007 for the level of details and guidance it potentially offered as it presented an example for the country specific action plans. The template served as a useful tool to derive a set of specific actions from the gender checklists provided in the Gender Guidelines in Mine Action.

- **Regional workshops on gender equality in mine action**: The United Nations Mine Action Team (UNMAT) has coordinated to date two regional workshops with a view of strengthening gender equality in UN-managed and supported mine action programmes in Africa and Asia. The first took place in Dubai in 2006 and attracted a wide selection of ex-military delegations from several countries; and the second workshop was held in Nairobi in September 2007. These workshops sought to support participant countries, in implementing the Gender Guidelines in Mine Action Programmes through an interactive process. Prior to each workshop, delegates were requested to submit a paper on gender parity in their mine action programmes. This turned out to be a good self-reflection exercise as it enabled them to prepare better for the workshop where they were able to identify key gender entry points in their programmes and share with each other ideas and possible good practices. As well, a short evaluation of the first workshop revealed that 85% of delegates would use their newly acquired gender knowledge and planning tools.
- **Gender parity in mine action education:** At least in Sudan, it was reported that 50% of mine action trainers were women. Gender parity extends also to beneficiaries where training programmes target women, men, boys and girls. Mine action UNICEF officers occasionally felt the need to create awareness among some communities on the need for equal access to training sessions for women and girls due to their specific role of care giving. To provide family care, most women and girls must leave the house to fetch water, firewood, food, and other basic necessities. It is therefore imperative that they are equipped with information on mines to protect themselves and to learn how to provide care for family members who may be landmine victims.
- **Support to the Swiss Campaign to Ban Landmines**: Since January 2007, Switzerland has been conducting a global research on context—specific gender related impact in the fight against mines and explosive remnants of war (ERW). The study also examines the employment and funding side of mine action programmes from a gender point of view. UNICEF supported the study by collaborating and sharing information with the researchers.

9. Good Practices in Gender Equality Programming and Processes

The Evaluation Team met with communications specialists in each country case study mission, as well as at the HQ level. At the HQ level, the personnel interviewed were unable to cite any good practices related to the communication of gender equality messages within programmes. However, the Jordan CO identified a number of effective communications approaches that could be applied elsewhere. These include:

9.1 Gender-Sensitive Communications Strategies

In the Jordan CO these focus on documenting and communicating a systematic involvement of children in programmes, with a conscious effort to ensure that there is an equal gender balance in all related programme communications. The JCO has also been working to influence policy and create an open dialogue for child rights, specifically the girl child, with key decision makers. To achieve this, the JCO has focused on partnerships at various levels:

- Partnership with ***adolescents with a conscious effort for gender balance***, e.g., the Arabization of the Voices of Youth HQ website in 2005 involved consultations with 15 Jordanian male and female youths (9 girls and 6 boys)
- Working with children and adolescents as partners to ***leverage messages to decision makers with the female voice being central or at least equal to that of the male child*** through milestone events, e.g., for SOWC 2006, six adolescents (three female and three male) from the Souf Palestinian Refugee Camp in the North were invited to present their case. In SOWC 2005, the focus was on orphans, a human interest story was written about the plight of female and male orphans, and both a girl and a boy presented the report to Queen Rania and spoke of their plight.
- The International Children's Day of Broadcasting is another platform the JCO uses to highlight gender issues, both in terms of male/female participation and the topics discussed, e.g., in 2007; a mixed group of 14 adolescents produced television programmes about issues of concern to them, with one episode dedicated to the relationship of boys and girls in society.
- The JCO also ensures that they ***share success stories*** of the changes that occur when women take the lead with decision makers. For SOWC 2004, the key message was that despite impressive national statistics on girls' enrolment rates in basic education, more data was needed at the sub-national level to be able to address disparities at the community level. To help deliver this message a woman and her daughter were positioned to speak in front of the Minister of Education about their success in establishing a girls' school in their community, where previously there had been none.
- ***Developing strategic media plans and behaviour change components*** (messaging and target audiences) with key partners for the related project, highlighting gender equality changes where appropriate.[94]

9.2 Good Practices in UN Coherence in Nicaragua

Description:

- The current UN Resident Coordinator for Nicaragua and UNDP Representative, Alfredo Missair, reported that he was dismayed by the level at which staff of UN agencies were integrating gender equality in their work when he arrived in 2005.
- Gender training for most UN personnel was carried out during 2006 in conjunction with preparing the CCA and UNDAF.
- In 2007, a comprehensive gender training program was implemented for all UNDP staff as part of a program called Mainstreaming Gender Equality in the United

[94] Interview with Communications Officer, Jordan CO.

Nations Development Programme in Nicaragua, developed within the context of the UNDP Regional Strategic Gender Framework for Latin America and the Caribbean.

Strategies Used:

- Training in 2006 for most UNCT staff was designed so that personnel would have the tools to integrate gender equality components into the CCA and UNDAF.
- In 2007 a training needs assessment was carried out of all UNDP staff and selected members of other UN agencies in Nicaragua: UNIFEM, UNFPA, FAO, and UNICEF**.**
- Training carried out in weekly 4-hour sessions over the length of both programmes.
- Training programme in 2007 was mandatory and consisted of two phases: the first phase concentrated on an overview of gender theory for 24 class hours, at the end of which participants received a university graduate diploma in Gender; the second phase will contain various thematic modules, including environment and national budgets.
- The thematic modules were designed with reference to current UNDP programming and provide a theoretical introduction, as well as practical tools to implement gender mainstreaming.
- The 2007 gender training was closely linked to the other two components of the UNDP's gender programme: the others are: developing a system of monitoring and evaluation indicators in eight programmes or projects that are considered likely gender mainstreaming best practices; and an internal and external communications strategy for the gender programme.
- The 2007 UNDP programme was seen as so successful that it is now planned to be repeated with other UN agencies in the country, including UNICEF. A project proposal will be written soon based on the training needs assessment.

Gender Equality Results Observed:

- Considerable improvement in integrating gender in the CCA and UNDAF for the 2008-2012 period.
- There has been a noticeable shift from just one woman mentioning gender to UNDP personnel in general changing their discourse, putting it into practice, and doing so with greater commitment.

Challenges Encountered:

- Funding for the UNCT-wide gender training programme ran out in 2006 and was not renewed. So as not to lose the opportunity, the Resident Coordinator set up a similar programme for the UNDP (for which he is the Representative) and transferred the staff to this programme.
- Given that there is little room for details in the UNDAF format it is difficult to integrate gender equality comprehensively.

Lessons Learned:

- Providing the opportunity to receive a diploma in gender equality stimulates staff participation.

Linking training to programming leads to more effective integration of gender mainstreaming in programming.

9.3 Good Practices in Regional Programming: UNIFEM, Women's Economic Agenda, "Creating Capacities for Gender Analysis of the Region's Economies and Conditions Positioning Women's Agenda in the New Stage of Trade Liberalization"

UNIFEM Project MEX 30-00038373 "Women's Economic Agenda" (2004-2006)
UNIFEM Programme MEX 30-00052789 "Women's Economic Agenda," Second Phase (2006-2010)

Description:

- The current programme grew out of the ECLAC project entitled "Gender and the Economy of the Central American Isthmus" (1990-2002)
- It was designed based on an analysis that the accelerated pace of globalization is having a negative impact on people's quality of life and is one of the main obstacles to women's empowerment and autonomy, Millennium Development Goal 3, because of its effects on women's participation in the economy.
- The project operates in Guatemala, Honduras, El Salvador, Nicaragua, Costa Rica and Panama.
- The goal is to generate knowledge, capacity, and effective public policy to transform the existing economic order towards a development model based on people's and society's well-being.

Strategies Used:

- Numerous national and regional studies conducted on a wide range of economic topics, including: value chains, flexibility of the labour market and its impact on women's lives, gender-responsive national budgets, remunerated domestic labour, reasons for women's entry and exit of the paid labour market, socioeconomic determinants of women's entry into the informal sector, new focuses and concepts of work from women's perspectives.
- Methodology and tools developed to conduct a gendered analysis of the economy and its effects on women's lives, particularly in strategic areas related to national development plans, such as value chains and clusters.
- Multi-sectoral engagement and linkages at the national and regional levels with key allies in government, political parties, academics, civil society organizations, and donor agencies.
- Public presentations of the initial regional study to about 6,000 people in the region, including maquila workers, women entrepreneurs, political parties, Treasury and Central Bank officials, universities, and women's and other civil society organizations.
- Popular versions of key documents have been published, particularly the initial regional study and the Central American Free Trade Agreement to contribute to women' understanding current economic processes and claiming their rights.
- Training in gender and economics for professionals and for women's and other civil society organizations so they can apply tools and analyses in their advocacy work.
- Contributions to current economic debates, for example the Honduran National Plan for Decent Work, through publications and participation in forums.

- A social communications strategy to increase dialogue, public policy proposals, and advocacy on women's autonomy.
- Participation in regional and international workshops on various related topics to develop synergy, e.g. governance and PRSPs, new aid modalities, national budgets and free trade.

Gender Equality Results Observed:

- International recognition as an innovative programme which, although fairly new, promises to provide concrete results for women by supporting advocacy for women's economic rights at the national and regional levels.
- Extensive baseline data and analysis on gender, women, and the economy.
- Methodological tools have been studied to carry out a gender analysis of clusters, value chains, horizontal business networks, and gender-responsive national budgets.
- Studies have placed the debate regarding gender analysis and the effects of globalization and trade liberalization on women's lives on the national and regional economic agenda.
- The project has provided scientific and methodological inputs to government and NGOs to increase and strengthen their contribution to economic debates.
- Some research institutions have now incorporated gender analysis in their work.
- On the basis of the project's support for the policy initiatives of the Council of Ministers of Women's Machineries in Central America (COMMCA), COMMCA was granted membership in the Central American Integration System (SICA).

Challenges Encountered:

- Limited existing technical capacity in gender and economics.
- Weak communication among actors of the various sectors.
- Government machineries for women in the region lack core funding from national budgets and political clout in order to fulfill their mandate of mainstreaming gender in economic and other public policy areas.

Lessons Learned:

- Technical support needed for governmental women's machineries so they can effectively pursue their mandate.
- Alliances between government machineries for women and other government and economic actors to ensure the sustainability of programme results and that women's economic agenda is consistently placed on the table.
- Regional and national coordination are essential to provide follow-up to the various components, articulate actors and programme components, and facilitate ongoing multi-sectoral dialogue.

9.4 Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)[95]

Description:

[95] Excerpt adapted from: Kisanet Tezare. 2007. CEDAW Case Study. The A to Z of Gender Mainstreaming in the UN System (working title & draft). 2007. UN OSAGI.

The CEDAW process is an example of an implemented gender mainstreaming system in which all interventions planned and implemented are based on gender equality changes suggested by a related gender analysis, relevant actions are planned in response and resources are allocated to support their implementation and the actions are actually implemented.

CEDAW is composed of a preamble and 30 articles describing what represents discrimination. It also establishes an agenda for national action to put an end to abuses against women. Adopted by the General Assembly in 1979, 183 state parties have ratified the convention to date.

Strategies Used:

- The key to ensuring that countries adhere to CEDAW is to have them sign and ratify the Convention. When a country ratifies and agrees to abide by CEDAW, it becomes a State Party and assumes the legal responsibilities associated with this status.
- Ratifying the convention requires nations to commit to removing barriers that perpetuate discrimination against women in all spheres: education, legal rights, health care, legal rights, employment, politics and finance.
- Countries are also accountable for adhering to CEDAW and have to report on their progress in this area every four years.
- A Committee on the Elimination of Discrimination against Women consisting of 23 experts has been monitoring the treaty's implementation since 1981. The experts are nominated by their respective governments, and elected for a four-year term at an all-state parties meeting.
- The Committee is mandated to "watch over the progress for women made in those countries that are the States parties to the 1979 CEDAW[96]". It meets twice a year to review the national reports presented by state parties within one year of their ratification, and from then once every four years. The review process involves a two-way exchange system, in which the Committee can also make comments or seek additional information from the reporting countries to allow for clarifications and a better analysis of policies and reports presented.
- The General Assembly introduced the Optional Protocol in 1999 to serve as a procedure that allows individuals or groups of women to have direct access to the CEDAW Committee regarding national violations of CEDAW. As of June 5, 2006, 79 countries had formally agreed to this Protocol.
- The fact almost all of the world's countries have signed and ratified CEDAW has established the Convention as a fairly universal standard for women's human rights.
- The responsibility for monitoring the implementation of CEDAW has been placed on national actors, such as the state and women's and rights' organizations as opposed to on the UN. As such, the CEDAW process represents a highly successful process of mainstreaming the responsibility for gender from an international body to the national state apparatus and related stakeholders.

Gender Equality Results:

For most countries, the Convention has also served as a tool for passing and enforcing national laws based on its benchmarks.

[96] http://www.un.org/womenwatch/daw/cedaw/committee.htm

Examples[97]:

- Ukraine, Nepal, Thailand and the Philippines have adopted laws to fight trafficking of people for sexual purposes
- Rise in literacy rates one access to education for girls and women was enhanced: Jordan, Nicaragua, Egypt, Guinea
- Health care for women improved in Australia and Luxembourg: breast and cervical cancer awareness and prevention campaigns
- Domestic violence became a crime in Colombia, and the government set up legal protection for victims.

Challenges Encountered:
Not all countries have ratified CEDAW, there are still several countries that have remained solely as signatories to the treaty, but have not yet ratified the Convention. These include Iran, Somalia, Sudan and the USA.

The reasons some countries have not ratified the treaty include that:

- CEDAW's International laws may compromise national, constitutional and legal clauses deemed to already regulate or address equality issues (e.g., The USA believes its laws on protecting women's rights are already advanced, and as such, it is apprehensive to be legally bound to the new laws under CEDAW that might serve to undermine existing national laws.)
- Concerns that the Convention does not recognize the cultural and religious distinctions of specific countries. This is despite each country having the option of ratifying CEDAW but making declarations that they have 'reservations' about specific clauses in the Convention.
- Conversely, it is felt by some countries that this process of 'declarations and reservations" allowed by CEDAW's framework of CEDAW, has jeopardized the effective implementation of CEDAW in some countries, particularly those that use traditional legal systems that have gender discrimination built into them as their base again.[98]

Lessons Learned

- The devolvement of responsibility for reporting on progress on CEDAW and the relative universality of its application have been two key factors in its success.
- UN support from different agencies, including UNICEF in helping countries develop their CEDAW reports has been invaluable and has represented a significant contribution to these countries, particularly the new signatories.

9.5 The Jordanian 1999-2003 Economic and Social Development Plan[99]

Description:
Jordan develops Economic and Social Development Plans as a part of their national five year development planning process. In 1998, the Jordanian government decided to mainstream gender issues into their 1999 – 2003 Plan. It attempted to ensure that

[97] http://www.womenstreaty.org/why.htm
[98] http://www.bridge.ids.ac.uk/dgb10.html
[99] Excerpt adapted from: Dana Peebles. 2007. Jordanian Case Study. A to Z of Gender Mainstreaming in the UN System (working title & draft). UN OSAGI.

gender was addressed in a way that was relevant for each sector and not as an isolated issue differed from previous plans in that its underlying framework blended the need for economic growth and human development and emphasized the need to address social inequalities and gender gaps.[100]

Jordan's five year plans are normally based on traditional planning processes that tend to make assumptions and use methods that generally do not recognize the different needs and interests of women and men, and other demographic groups adequately. The adoption of a gender mainstreaming approach in their 1999-2003 planning process was based on the assumption that a transformative planning process was needed which would challenge existing social assumptions. It was to do this by considering the differences between social groups and cohorts as the foundation for setting goals and developing the Plan. The idea was that the planning process should focus on resource distribution, rights and power relations issues.

Strategies Used:

- Jordanian government established an inter-departmental gender mainstreaming technical committee with six members (five women and one man), headed by the Secretary General of the Jordanian National Commission of Women (JNCW).
- This committee oversaw the planning and analysis efforts of a series of sectoral technical committees drawn from the different ministries involved.
- The role of this Gender Mainstreaming Technical Committee was to:
    - Provide a strategic direction on gender issues in each sector, including an assessment of the issue that hinder women's advancement and participation in the development process;
    - Present a preliminary framework for mainstreaming social strategies concerning women, population and others in the Economic and Social Development Plan based on a development approach calling for economic liberalization, building of a market economy, civic participation, and regional and international cooperation, including the peace process and environmental protection;
    - Mainstream women's projects within each sector; and
    - Explain the process to the heads of the technical committee and the gender focal points.
- The Committee also proposed having additional female technical experts to serve on the sectoral committees whose role was to highlight gender issues within each sector. These Gender Focal Points did encounter a fair amount of resistance to their input however. The gender mainstreaming committee lobbied to informally review the draft sectoral plans to help strengthen the input of the GFPs.

Gender Equality Results:

- The 1999-2003 Economic and Social Development Plan had the highest representation of women compared to earlier plans (estimated at 51 women)

Other key achievements planning exercise included:

- An emphasis and reiteration throughout the Plan that women and children's rights are part of human rights;

[100] Case study based on: The Jordanian National Commission for Women and Hala Ghosheh. 2004. Gender Mainstreaming in the Jordanian 1999-2003 Economic and Social Development Plan. Amman.

- A recognition of the need to achieve equal opportunities between women and men in the public sector participation and in accessing services and benefits;
- Inclusion of explicit goals to address the gender gaps between men and women across the different sectors;
- A focus on addressing and achieving qualitative change; and
- An emphasis on the need to develop accurate and reliable systems for information gathering and distribution, disaggregated by sex, and making this data available for the use of policy makers and interested individuals.

Challenges Encountered:

- There was insufficient time given for the preparation of the gender mainstreaming process. This limited the input of the GFPs to their respective technical committees as this input was dependent upon their individual capacity to research material and influence the decisions taken.
- The GFPs encountered a fair amount of resistance to their recommendations and many were omitted from the final version of the Plan.
- The use of a gender perspective in the planning process was commonly confused with women's issues and rights.
- There was limited information available on gender issues in the specific sectors.
- The planning method and tools were already biased and did not readily accommodate creativity, innovation, negotiation, prioritization and debate.
- Since this was the first time the Jordanian government had consciously worked to mainstream gender in their Economic and Social Development Plan at both the national and regional levels, there were no past references they could draw upon.
- Weaknesses in Jordan's general approach to planning also limited the effectiveness of the gender mainstreaming processes to some degree. These included:
    - A need to define intersectoral dependencies and establish linkages to generate a more holistic approach and avoid duplication in planning initiatives.
    - Establishing the linkages between the macro, meso and micro levels and recognizing policy and plan impact on the community, at the household level and on all social groups.
    - Understanding the implications of cultural issues on policies and vice versa.
    - Prioritizing issues within the sector plans and systematically sensitizing the language used.

Lessons Learned:

The main recommendations made in the case study analysis of the Jordanian gender mainstreaming experience related to their 1999-2003 Economic and Social Development Plan were as follows:

For the Overall Process

1. To conduct a gender analysis of key sectors that have not been analyzed from a gender perspective yet, such as transportation, infrastructure, environment and macroeconomics, to help guide future planning efforts.
2. Work to increase awareness about what a gender perspective and gender mainstreaming process actually means.
3. Lobby for a review of policy, planning and programming assumptions to develop a planning system that is more conducive to a gender mainstreaming approach.

4. Broaden the constituency of gender equality advocates to include women and men of all social groups as partners in the change process.

For the Technical Committees

5. Enhance the capacity of both men and women to advocate for gender equality.
6. Prepare a briefing paper for all committee members on gender issues within individual sectors and highlight key advocacy issues for the Gender Focal Points.
7. Develop analysis tools to help guide the focal points in considering issues from a gender perspective.
8. Arrange for regular meetings between the focal points so that they can work to support each other as a group and initiate collective action, as well as establish individual support mechanisms.
9. Set indicators to measure the results of the gender mainstreaming process and of the gender components of the actual plan that can be monitored.
10. Expand lobbying efforts to include the private sector, civil society and the community at large, while building alliances for change.

9.5. Canadian International Development Agency

Description:

CIDA takes a fairly systematic approach to gender mainstreaming. To do this the organization has set up a number of institutional processes which are used to ensure that gender analysis is used to identify priority gender equality results needed in all interventions and that actions and resources to achieve these results are integrated into the intervention's design. Clear results indicators and baseline information are established at the beginning of the process and monitored throughout the implementation stage. These are then evaluated at the end of the intervention to determine the actual results achieved. Implementing organizations and staff concerned are held accountable for the achievement of these results. While not a perfect system, and while there is some evidence of some slippage in recent years, CIDA has managed to mainstream gender in its operations fairly effectively overall.

Strategies Used:

CIDA introduced a new Policy on Gender Equality in 1999. It primary goal is to support "the achievement of equality between women and men to ensure sustainable development[101]". Canada's *International Policy Statement* further supports CIDA's pledge and is centred on the following three objectives:

- To advance women's equal participation with men as decision-makers in shaping the sustainable development of their societies;
- To support women and girls in the realization of their full human rights; and
- To reduce gender inequalities in access to and control over the resources and benefits of development.

CIDA frequently re-evaluates its own policies to ensure that gender is integrated in them as a cross-cutting issue. The lessons that CIDA has been able to draw upon from these

[101] www.acdi-cida.gc.ca

diverse policy development initiatives led to several key changes when they developed their 1999 Gender Equality policy. These included:

- Shifting from a gender equity-based programming which it used as the means to achieve gender equality, to a gender equality approach, with equality between women and men being the end result.
- Bridging inequalities between women and men to achieve sustainable development, particularly poverty reduction.
- Emphasizing the attainment of the human rights of women and girls;
- Incorporating a results-based approach in promoting equality between women and men in the pursuit of its goals.
- Establishing links between overall policy and programming priorities and gender equality.
- Presenting practical tools built on lessons learned, such as sample results, strategies, activities and guidelines.

CIDA has also developed a systematic process for ensuring that gender equality issues are taken into consideration in all of it work. This involves:

- Requiring gender analysis as a normal and expected part of the planning process.
- The expectation that each intervention will contribute in some way to increased gender equality and has to clearly establish what its gender equality results will be. They have also developed a tool to help identify types of GE results.
- A review of all planning documents and sign-off by a gender specialist prior to their being passed for funding approval, with the understanding that the proposals will be sent back for further revisions if they have not integrated gender equality concerns effectively.

CIDA also posts clear gender equality guidelines to its partners and initially provides them with some assistance in making the transition to a more gender-integrated approach to development planning. CIDA staff have been trained in how to conduct a basic gender analysis and in what the corporate expectations are for them with regard to gender equality. In general, they are held accountable for integrating gender equality into their specific areas of responsibility.

Although this is a fairly systematic approach, the issue of individual staff interest and commitment still makes a considerable difference and there are still some cracks through which interventions that are less than ideal from a gender integration perspective can slip. In addition, although the CIDA policy talks about gender equality, much of their gender work still focuses heavily on women and girls and there is a need to integrate men's and boys' needs and priorities to a greater extent. However, overall CIDA has been quite successful in getting across the concept that gender equality is everyone's responsibility and in systematizing their approach to gender equality in programming, and as such, has demonstrated that it is possible to mainstream gender within a large institution that operates in multiple countries.

A recent tool that may be of use to UNICEF personnel is CIDA's ***Framework for Assessing Gender Equality Results.*** It identifies generic types of gender equality results from a rights perspective. For it to be useful for UNICEF, staff would need to review it to determine if the types of results outlined fit UNICEF's priorities and to find a way to include a life cycle analysis, different types of results in different settings and

gender equality issues affecting men and boys. The example below has been revised to reflect this broader focus.

Result Desired[102]	How an Institution Can Effect Increased Gender Equality
1. Decision making More equal participation of women and girls with men and boys as decision makers in shaping sustainable development of their societies	**1.2 Capacity for Public Participation** Adopt measures that increase the capacity of organizations that advocate for increased participation of women, and male and female adolescents in public life and decision-making.
	1.2 Representation among decision makers Work towards increased representation of women and marginalized men in democratic processes and in decision making positions in partner institutions and communities, and in target sectors.
	1.3 Household & individual decision making Support measures that lead to more equal power relations between women and men at the household level as well as increased decision making capacity of individual women, girls and disadvantaged men and boys.
2. Rights Women and girls and disadvantaged men and boys more able to realize their full human rights	**2.1 Legal System** Support strengthened promotion and protection of the human rights of women, girls and disadvantaged men and boys in law and related bodies.
	2.2 Public Awareness Support measures that increase knowledge about and recognition by the general public and decision makers of the human rights of women and girls and disadvantaged men and boys.
	2.3 Response to gender-specific rights Improve services and mechanisms that respond to gender-specific constraints on rights or to rights violations (e.g., domestic violence, trafficking, gender-based violence in conflict zones)
3. Development Resources & Benefits Reduced inequalities between women and girls and men and boys in access to and control over the resources needed to generate sustainable development	**3.2 Livelihoods & productive assets** Support measures that increase control by women, and girls and disadvantaged men and boys over productive assets (land, capital/credit, technology, skills training, etc.)
	3.2 Institutional Capacity Support measures that increase the capacity of partner institutions, governments and civil society organizations to design and implement policies and projects that reflect the priorities and interests of both women and girls and disadvantaged men and boys
	3.3 Policy and program change Support changes that promote increased GE and respond to the different priorities and interests of both women and girls and men and boys.

[102] Adapted from Draft of CIDA Gender Equality Results Framework, 2005

9.6. UNICEF Good Practices in UN Coherence

UNICEF has undertaken a number of initiatives designed to foster increased UN coherence. These include the following:

UNICEF CEDAW Guide
This Guide has been developed as a tool for UNICEF field staff and partners to enable them to engage actively in the CEDAW process and to use CEDAW and its Optional Protocol as a tool for policy development and planning, and for promoting and advocating for women's, girls as well as children's rights. It was prepared through a consultative process, including validation in the field. The Guide was designed as an introduction to CEDAW, and unpacks the different stages of the reporting process of the Committee on the Elimination of Discrimination against Women and provides guidance to better enable UNICEF staff to participate in this process.

CRC and CEDAW Linkages
The Linkages initiative aims to promote the use of CRC and CEDAW as tools for the promotion and protection of women and children's rights and to ensure that the women's and children's rights advocates work synergistically and supports each other's rights. One activity in which UNICEF is involved is to organize regional conferences with experts from women's and children's rights in the region: to identify the opportunities offered by both the CRC and CEDAW in the simultaneous promotion of women's and children's rights. The first of these conferences is being held in Asia on "Women's and Children's Rights, The Human Rights Relationship," Thailand in December 2007 in partnership with the Wellesley Centre for Women at Wellesley College, Boston. The conference will address pertinent issues on legislative reform, rights in the private and public spheres violence against women and children, education, trafficking and the reconciliation of work-family obligations, from the lenses of both conventions. The conference will bring together women's and children's rights experts from the Asia region to discuss and learn about the synergies and complementarities of both agendas.

Training on CRC and CEDAW
UNICEF is also in the process of developing a Learning Package on "Integrating Children's and Women's Rights through CRC and CEDAW" for use by field staff and partners. It is aimed at strengthening the capacity of both in conceptual links between women's and children's rights and across the instruments that advance them, such as the mutually reinforcing complementarities between the CRC and CEDAW, and practical efforts in support of governments to implement the CEDAW and CRC through national legislation, policies, and budgets. The Package will be disseminated through seminars and capacity-building workshops for Field staff including other UN agencies and national stakeholders.

CHAPTER FOUR: COUNTRY CASE STUDIES, DOCUMENT REVIEW AND OVERVIEW OF UNICEF'S EMERGENCY OPERATIONS IN SUDAN, MOZAMBIQUE, SRI LANKA, SIERRA LEONE AND AFGHANISTAN:

Country Case Study 1: JORDAN

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I. INTRODUCTION

Jordan is the first of six countries that participated in the global evaluation of UNICEF's gender policy implementation. The purpose of each case study is to:

- Assess how a representative sample of country offices (CO) selected by UNICEF are implementing UNICEF's gender policy in each region analyze the institutional constraints the COs face in the policy implementation process
- Document the type and scope of gender equality results being achieved through UNICEF programming identify good practices that could be scaled up elsewhere
- Make recommendations to strengthen the impact of UNICEF's gender policy that are grounded in a strong field experience

To obtain the data required for this analysis, two members of the Evaluation Team participated in a ten-day evaluation mission in Jordan from June 23 – July 4, 2007. The mission included two project site visits outside of the capital city of Amman, in Aqaba in the south and Zarqa, just outside of Amman. The Team interviewed 76 people, including programme staff from both the JCO (6) and RO (4), senior JCO management (1), government (5) and NGO (6) partners, five members of the United Nations Country Team (UNCT) from UNDP, UNRWA, UNFPA, and the Resident Coordinator's Office), USAID, and 49 male and female project beneficiaries from three UNICEF programmes. Details on the methodology used are included in provides a list of the persons and organizations interviewed.[103]

At the end of the mission the Evaluation Team held a debriefing meeting with the Representative, followed by a wrap-up workshop with the programme staff in which the Team members presented, discussed and verified their findings and asked for further input from staff on recommendations for the future.

The principal programmes reviewed by the Team included: Early Childhood Development; Child Protection; Adolescents Participation and Empowerment; and Community Development. The JCO selected these specific programmes in response to the Evaluation Team's request to review their largest or flagship programmes.

II STATUS OF GENDER POLICY IMPLEMENTATION IN THE JCO

To fully understand the extent to which UNICEF's gender policy is being implemented in the JCO, it is important to also understand the context in which UNICEF programming is operating. The UN Common Country Assessment (CCA) provides a good summary:

[103] Refer to VI. Recommendations: Points of Entry for Gender Equality Inputs in Programme Documentation.

> "While women nominally enjoy full rights in Jordan, gender disparities exist, particularly in the workforce and in political and administrative life, where rates of female participation are low. Female-headed households feel the brunt of the impact of unemployment and poverty, and women's rights are still not fully realized – and, in some extreme cases, their violation is legally protected. Despite its generally liberal social environment and overall commitment to international conventions, Jordan has expressed reservations towards some global women's rights and human rights instruments….Males [in] households … usually play a very important role in deciding on women's work outside their homes [and] along with wage disparity, women face the problem of unequal or lack of control of financial resources and/or land."
>
> (CCA, 2006. p. x & p, 7)

Issues affecting boys, particularly adolescent males are also a serious concern, particularly with regard to violence at school, child labour, school drop-out rates and juvenile justice. There are also high unemployment rates among specific groups of men (youth aged 18 to 24, and refugees), as well as pockets of significant regional disparities where poverty is more endemic.

The CCA also notes that Jordan is a middle income country that has shown a remarkable ability to achieve high economic growth rates based on a market-oriented, export-driven approach and that the country is well on its way to achieving most of the Millennium Development Goals (MDGs). The two main exceptions to this are Goal 3: Promote gender equality and the empowerment of women and Goal 7: Ensure environmental stability. There are also some concerns expressed about Jordan's ability to fully meet Goal 5: Improve maternal health[104].

The SITAN adds to this analysis and assesses Jordan's support to and reservations on CEDAW. It also notes that the key gender issues in Jordan are women and girls' low participation in the labour force and political sphere. Societal and cultural norms limit women and girls' roles, mobility outside the home and on their participation in the public domain. Much national data is aggregated at a fairly general level and, consequently, additional gender issues are either hidden or under-reported, such as domestic violence and high levels of male child labour. Therefore there is still an on-going need in Jordan for the government and other organizations to disaggregate and analyze key data and indicators by sex, particularly at the sub-national level.

2.1 Staff Familiarity with UNICEF's Gender Policy

JCO senior management reread UNICEF's gender policy just prior to the evaluation mission, and observed that the policy was both hard to find and took a long time to read. It also made reference to dated processes that are no longer used by UNICEF, e.g., the Women's Equality and Empowerment Framework gender analysis tool. Therefore the policy was not perceived to be that useful a tool for programme staff at the CO level as currently formulated. Instead, it was suggested that a one-page summary of the policy would be a more useful tool for country office staff.

[104] United Nations. 2006. Common Country Assessment. p. 11 & p.18.

Programme staff were less familiar with the gender policy. One staff member interviewed stated that she did not think that UNICEF had one. Three others showed the evaluators a policy guidance note issued in mid-June by UNICEF's Executive Director about staff gender parity and did not indicate any familiarity with UNICEF's policy related to gender equality in programming.

All programme staff interviewed, however, noted the importance of gender equality to UNICEF, and most (4 out of 6) cited the commitment of the past and current Representatives as having contributed significantly to their understanding that integrating gender equality in programming was a core UNICEF principle. One staff member noted that the former Representative, who had formerly held a senior gender-related position in UNICEF HQ, used to remind them of GE issues on an almost daily basis and that she felt that she and her colleagues have now all internalized this message and apply it to their daily work, e.g., in communications and an adherence to ensuring equal participation of male and female project beneficiaries.

The interview results seem to indicate is that although not all JCO staff are familiar with UNICEF's gender policy, their senior management is, and has been actively promoting the policy's key principles for the past nine years. This has led to a situation in which the programme staff are actually implementing the policy, but without direct reference to it or the related guidance notes.

III. ANALYSIS OF INSTITUTIONAL STRENGTHS AND WEAKNESSES

The evaluators conducted an assessment of the JCO's institutional strengths and weaknesses related to gender equality by comparing the data collected from the programme staff interviews and a review of programme documents with the indicators previously developed for the institutional assessment framework outlined in Annex 6 This framework is based on four primary categories of analysis: a) Commitment; b) Accountability; c) Capacity; and d) Funding.

The assessment and rating for the JCO for each set of indicators for the four categories are summarized below. The ratings for each indicator range from a score of 1 that represents a low level of institutional achievement for this area, to a 4 at the high end of the scale.

Each of the four categories of analysis starts with a summary assessment of the key assessment indicators outlined in the Institutional Assessment Framework. The ratings for each category have been averaged to give an overall sense of the JCO's status in this area. A brief analysis is then given of any notable strengths or weaknesses for the category as a whole.

(a) Commitment Indicators

	Low	Fair	Good	Excellent
Representative demonstrates visible leadership of GE issues in CO[105]				■
Representative is well informed about key gender issues that affect their area of work and leads by example.[106]				■
Representative was familiar with gender policy and guidance notes, and asked staff to promote key GE issues in country programme, but not always systematically.[107]			■	
Highest level of authority of staff perceived to have significant responsibility for GE = Representative.[108]				■
Gender Focal Point is at highest level possible for National Staff (NO3)[109]				■
UNICEF perceived as having leadership role related to GE within UNGTG & UNCT[110]			■	
Some links made between GE inputs in CCA, UNDAF and CO programmes.[111]		■		

1 = Low; 2 = Fair; 3 = Good; 4 = Excellent

The JCO rated quite high in its commitment to promoting increased GE, demonstrating the strong impact of having committed leadership in this area. All six programme staff interviewed indicated that they were highly aware of the importance of gender equality to UNICEF. Most (5 out of 6) cited this understanding as being a result of active promotion of gender equality by the past and current Representatives. The limited formal links between the CCA, UNDAF and GE inputs in programmes appeared to be linked more to a general lack of a systematic approach to the gender policy's implementation than to a lack of commitment.

(b) Accountability Indicators

	1	2	3	4
Lines of accountability for GE inputs exist, but are only enforced on ad hoc basis.[112]			■	
Increased GE is not included in the annual key assignments of programme staff.[113]	■			
Staff job descriptions do not include any relevant tasks	■			

[105] Based on interviews with programme staff and JCO management.
[106] Based on interview with senior management
[107] Based on interviews with programme staff and JCO management.
[108] Based on interview with senior management
[109] Based on interview with senior management
[110] Based on FGD with UNGTG and interviews with UNFPA and UNDP managers
[111] Based on review of programme documents and CCA and UNDAF
[112] Based on interviews with programme staff and JCO management
[113] Based on interviews with programme staff and JCO management

related to gender equality.[114]	■			
Monitoring and evaluation reports include some assessment of programme effect on gender equality, not consistently and focus is on participation.[115]			■	
Gender Focal Point does not have clear TORs for the GFP role.[116]	■			
UNICEF holds some of its partners accountable for reporting on increased gender equality (i.e., participation) in the programmes funded.[117]			■	
Programme documents do not systematically require management sign-off on the gender equality inputs before they are approved.[118]	■			

1 = Low; 2 = Fair; 3 = Good; 4 = Excellent

The overall score for the accountability section is low, with higher performance levels in those areas for which the JCO staff are directly responsible and lower scores for those areas guided by the RO or HQ levels, such as the inclusion of GE responsibilities in generic job descriptions. The two exceptions to this are the lack of inclusion of gender equality responsibilities in the key assignments of programme staff and inconsistent reporting on GE achievements in the annual report. The JCO also tends to only ask its government and NGO partners to report on gender equality results in terms of male/female participation level.

(c) Capacity Indicators

	1	2	3	4
Staff have sufficient knowledge of gender equality concepts to be able to apply it to their work on an ad hoc basis[119]			■	
Qualitative gender analysis is either not included in programme planning or only on ad hoc basis. [120]	■			
Some research reports include references to gender issues or gender analysis.[121]		■		
Programme planning documents do not consistently include GE inputs, specific gender equality objectives, or gender - related risk assessments. Planning decisions seldom based on prior qualitative gender analysis. [122]	■			
Logical Framework Analysis includes some gender equality focused results statements and gender-sensitive indicators,			■	

[114] Based on interviews with programme staff and JCO management
[115] Based on interviews with programme staff, UNICEF partners and programme document review
[116] Based on interviews with JCO and RO Gender Focal Points
[117] Based on interviews with UNICEF partners
[118] Based on interviews with programme staff and JCO management and programme document review
[119] Based on interviews with programme staff and JCO management
[120] Based on review of programme documents
[121] Based on review research reports produced by the JCO over the past 3 years.
[122] Based on interviews with programme staff and JCO management and review of programme planning documents

but mainly at the level of increasing participation of the under-represented sex. [123]			■	
Staff have limited or no access to gender equality expertise on staff.[124]	■			
Some regular reports include systematic references to gender equality results achieved, but primarily in terms of participation. [125]		■		
No formal systems exist to capture and document internal knowledge on gender equality, particularly good practices.[126]	■			
Staff has some of the knowledge and skills they need to advocate effectively on key gender issues with partners.[127]			■	
Staff have not been provided with gender analysis & advocacy training.[128]	■			
Most staff do not yet have the capacity to conduct qualitative gender analysis to support their work.[129]	■			
Senior management has not participated in any gender analysis/awareness training in the past 5 years. [130]	■			
LFA includes some relevant activities to achieve gender equality.[131]			■	

1 = Low; 2 = Fair; 3 = Good; 4 = Excellent

The assessment results related to the JCO's capacity in gender equality are also mixed. This is despite the fact based on the interviews, the Evaluation Team observed that the overall capacity of the JCO programme staff appeared to be quite high. The JCO Gender Focal Point also demonstrated a high level of knowledge of GE issues and related strategic approaches. The gap between the general capacity of the JCO programme staff and their capacity related to GE is one possible indicator that there is an overall institutional lack of capacity within UNICEF in this area.

One factor that has limited staff capacity in gender equality at the CO level is that with a few exceptions[132], UNICEF has not provided formal institution-wide gender training within UNICEF, as a whole, for over 12 years. The specific areas where there is a need to strengthen the JCO's programme staff capacity in gender include basic gender analysis skills, the development of GE integrated and/or sensitive results statements and monitoring indicators and identifying and reporting gender equality results.

[123] Based on review of programme planning documents
[124] Based on interviews with programme staff and JCO management.
[125] Based on review of 2005 & 2006 Annual Report and programme staff interviews.
[126] Based on interviews with programme staff and JCO management
[127] Based on interviews with programme staff
[128] Based on interviews with programme staff and JCO management
[129] Based on interviews with programme staff and review of programme documents
[130] Based on interview with senior management.
[131] Based on review of programme planning documents.
[132] Some regional workshops on gender awareness, a limited reference to gender issues in leadership training offered to a small number of senior male and female managers, and a limited offering of the gender module of the PPP to new staff.

Another factor limiting the JCO staff's gender capacity is time. Three staff interviewed indicated that any additional processes related to GE and gender analysis will need to be easy and quick to implement as they have multiple demands on their time. Consequently, they find it challenging to find time to integrate new processes in their work. One staff member noted that, "we are so taken up by little things that to get anything substantive done, you have to do it when you are sleeping."

The JCO also has an advantage in that it is located in the same building as the MENA Regional Office. Therefore the programme staff have some access to the additional gender expertise that could be provided by both the former and current Gender Focal Points. The former has a strong background in gender and the latter an in-depth understanding of programme planning systems and how to integrate a human rights approach in this context. Their time, however, is also quite limited, as they have to serve as resources for the entire region in multiple areas of expertise.

(d) Funding Indicators

	1	2	3	4
It is not currently possible to track the amount of funds spent to achieve specific GE results without modifications to financial reporting tools.[133] 2				
Mixture of funds from internal and external sources spent on gender equality inputs depending upon donor priorities.[134] 3				
Some funds for social/attitudinal change or advocacy programming reallocated to other budget lines due to slow implementation rates.[135] 2				
Resources to support the achievement of gender equality results are integrated throughout JCO programmes. 3				

1 = Low; 2 = Fair; 3 = Good; 4 = Excellent

UNICEF's existing financial reporting systems do not currently facilitate the tracking of expenditures on gender equality inputs to projects and programmes. This makes it difficult to assess the degree of spending on the achievement of gender equality results except for those projects with explicit gender equality objectives or components. However, within the JCO none of the staff interviewed indicated that they were not able to achieve effective gender equality results as a result of inadequate funding.
The JCO programme staff did observe that they all encounter some pressure to reallocate programme funds to support social and attitudinal change if these processes take a long time to implement, particularly towards the end of a programme cycle. This may be due to a number of factors. The first could be the existence of an institutional disbursement culture that tends to reward spending over results. The second is that the social and attitudinal change commonly associated with gender equality programming often takes a long time to implement. Programmes of this nature may, therefore, be

[133] Based on interviews with programme staff and RO Regional Planning Officer.
[134] Based on interview with senior management and review of UNDAF.
[135] Based on interviews with programme staff, senior management and discussion in mission wrap-up meeting.

more vulnerable to funding reallocation in general, and not specifically because they are focused on promoting gender equality.

Another funding issue arises from the fact that Jordan is a middle-income country, and therefore has a relatively small programme budget. This makes the JCO highly dependent upon external funding from donors and its Jordanian partners to support programming. In this context, the JCO's strategy is to allocate core funding to those programmes that do not readily attract donor support. Consequently, the fact that most of the funding to support gender equality programming in Jordan comes from external as opposed to core funding is not a reflection of GE having a low priority within the country programme. It does, however, have significant implications regarding sustainability as it leaves GE programming vulnerable to shifts in donor and partner priorities.

3.1 Perceptions of UNICEF Partners and UNCT

The JCO's government partners indicated that they would like UNICEF to provide more active leadership in gender equality, as well as to support them in their own GE training and capacity building initiatives. The Ministry of Health noted that UNFPA initiated gender training led to the Ministry starting to review other projects from a gender perspective. This request for additional GE support from UNICEF is quite significant as it gives the JCO a good foundation with which to work with its partners in the future.

The JCO's NGO partners were appreciative of the support they received from UNICEF, but also expressed a desire for more consultation regarding problems that arise in programme implementation. They would also like to work with UNICEF to develop a policy on gender equality for their work with NGO partners and to work more closely with UNICEF on creating greater awareness in this area. They also indicated that in Jordan it is critical to work with the family in the promotion of increased gender equality and that the economic empowerment of women is another key to positive change.

The Evaluation Team also interviewed five members of the UNCT and found that UNICEF had been actively involved in a consultative process involving government partners in the development of the CCA and the UN Development Assistance Framework (UNDAF). UNICEF's UN partners in the UNGTG saw this approach as highly effective, and they are counting on UNICEF continuing a leadership role with regard to gender equality in the future. In general, UNICEF was perceived by the UNCT partners interviewed as being a leader with regard to the promotion of gender equality issues in Jordan. It was also felt that there could be more collaboration between UNICEF and UNFPA on the development of capacity building programmes in gender for their respective partners, and that were other potential areas of collaboration in this area.

The primary donor interviewed observed that UNICEF appears to be highly committed to the promotion of gender equality and spoke highly of the life skills training programme for adolescents that they support in collaboration with UNICEF. They did, however, have concerns about the need for the JCO to give the donor public credit for their support and about what they perceived to be potentially be UNICEF's possible imposition of HIV/AIDs as a topic for life skills training programme.

3.2 Gender Gaps in Programme Processes

The Evaluation Team was also asked to identify the specific areas in the programme process where there might be gaps in the implementation of UNICEF's gender policy. These gaps are commonly referred to as "policy evaporation", or the process in which gender policy commitments fade or "evaporate" in the formulation and implementation of programmes and related projects.

Therefore Team assessed a wide range of programme documentation and looked at them from the vantage point of their contribution to UNICEF's priorities such as the MDGs, the Convention on the Elimination of Discrimination against Women (CEDAW), UNICEF's Multi-Year Strategic Plan (MTSP) and the Convention on the Rights of the Child (CRC). At the JCO level, this review started with the CCA and UNDAF. Both of these documents make reference to CEDAW and/or CEDAW-related issues.

This review plus discussions with the UNGTG also indicated that in Jordan both the CCA and UNDAF include clear evidence of gender analysis and gender equality targets and objectives. However, the UNGTG members interviewed noted that this clarity begins to fade as each of the agencies for which they work applies this information to their own programming and agency mandate. UNICEF, however, has not yet started to develop its Annual Workplans based on the current CCA/UNDAF so it was not possible to determine if this is also the case for UNICEF in the current programme cycle.

The JCO currently follows an implicit GE strategy that focuses on equal participation for men and women, and girls and boys in its diverse programmes.[136] There is also some evidence of gender-specific targeting in the 2003-2007 adolescents programme to meet the particular needs of adolescent girls and there is a Country Programme recommendation to ensure the development and adoption of a national gender-sensitive participatory youth strategy".[137] This could be potentially used as a partial model to develop a formal GE strategy for the Country Programme as whole so that a gender-integrated approach could be applied more systematically throughout the Country Programme. Currently, apart from the adolescent programme, the main responsibility for integrating gender equality into programming is still up to individual programmes and a GE integrated approach is applied to different degrees in them ranging from no mention of GE issues or indicators to a highly strategic gender equality approach used in the Community Development programme[138].

3.3 Programme Document Review

It is also significant that not all of the GE results the Team observed were planned. Some appear to have occurred as part of the JCO's general approach to improving the lives of children and the overall strategic approach used. Others, according to interviews with programme staff, had been explicitly planned. However, the Evaluation Team found that the explicit objectives and indicators to measure their achievement were often missing from the primary programme documentation.

[136] Based on interviews with programme staff and senior management.
[137] E/ICEF/2002/P/L. Addendum 1.
[138] 2005 Annual Report. 2006 Annual Report. Interviews with programme staff.

In particular, the Country Programme Document, although it refers to the Jordan country programme following "an approach based on life cycle, rights and gender", does not actually integrate an explicit gender-sensitive approach in terms of most of its target groups, key results and progress indicators. For example, the terms children and adolescents are used as aggregates with no distinction between male and female children and adolescents. Only one result, one related to increasing child and adolescent access to gender-sensitive education, makes any reference to an explicit gender equality related result expected. This is in contrast to the observed gender equality results and approaches which appeared to be significantly greater than that indicated in the programme documentation. The CPD does pay clear attention to the CRC, but less so to CEDAW, although UNICEF is involved in supporting the CEDAW reporting process in Jordan.

The Jordan CPD addresses all five focus areas outlined in UNICEF's MTSP. However, the key focus areas in the MTSP key Focus Areas themselves do not integrate an explicit a gender equality Results focus. One regional programme staff observed that, "I could not find gender equality in the MTSP. It is a completely gender blind document."[139] The challenge that this creates is that UNICEF's gender policy does not appear to be explicitly applied to the MTSP, a document that serves as a keystone for UNICEF's programme approaches globally.

The Evaluation Team also found a systemic gap with regard to gender equality in all of the programme-related documentation examined such as the Annual Workplans, the Country Programme Management Plan, the Integrated Monitoring and Evaluation Plans and the Annual Report. The main gaps identified were similar to those in the CPD.
Another gap identified is the lack of prior gender analysis in the documentation. To develop a more a more strategic gender equality focus will requires both good analysis and sex-disaggregated data that can be used as a base to monitor progress. Currently this is a systemic problem at both the governmental and JCO levels. Sex-disaggregated data is not always analyzed from a gender perspective and incorporated into programming to help strengthen it. The JCO and its partners also will need to pay more attention to gathering disaggregated data on sub-national disparities. The lack of this disaggregated data may be inadvertently hiding hidden problems, such as the poverty of girls and boys from marginalized groups or poor communities. As in many other countries, cultural norms also mean that a lot of gender-related abuse and violence may be hidden and under-reported.

The other key documentation issue with regard to gender equality appears to be the under-reporting of gender equality results. The JCO appears to have a strong core of programmes that could be cited as good practices related to gender equality. These are outlined in detail in Section III. However, much of the related programme documentation makes little or no reference to the specific gender equality results achieved, beyond citing numbers of participants.

[139] Gender Blind: the lack of understanding that gender is an essential determinant of the life choices available to women and men in society and the assumption that the objectives in a policy or programme document that refers to aggregate terms such as communities, children, people, participants, adolescents, etc. automatically includes and will benefit both male and female target groups.

Points of Entry for Gender Equality Inputs in Programme Documentation

Annual Workplans

- Number of male and female participants/beneficiaries needs to be made explicit
- Annual project objectives need to include explicit gender equality objectives
- Outputs need to be explicitly linked to clear gender equality results, where appropriate
- Clearer and explicit links to GE issues in UNDAF and CCA within the context of UNICEF's mandate and programme focus need to be made.
- Country Programme Management Plan
- Plan states that the new programme follows a life cycle, gender, and rights-based approach, but does not explain how this is being implemented
- Summary of Proposed Management Staff major responsibilities needs to include responsibility for integrating gender equality inputs in each programme area
- Proposed changes in positions need to consider if it is possible to build in additional gender expertise on staff (balanced against the overall need to meet all programming priorities).
- The key planning, monitoring and reporting documents section needs to consider the inclusion of a GE and/or Cross Cutting Issues review process as a strategic activity.

Integrated Monitoring and Evaluation Plans

- Need for clarification of male and female target groups
- Need for inclusion of a Gender Equality strategy
- Need for specific qualitative and quantitative indicators to measure project effects on gender equality
- Need for general project indicators to be gender-sensitive (e.g., include numbers of female and male beneficiaries reached)
- Project objectives should consider the inclusion of an explicit gender equality objective
- Targets need to be disaggregated by sex where possible and appropriate.
- There is a need to incorporate more of the gender issues raised by CEDAW systematically into monitoring plans.

Annual Report

- All programmes need to explicitly report on the specific ways their programme has contributed to gender equality results.
- Section on MDGs should include reference to how UNICEF's work in Jordan has contributed to MDG3.
- Each programme area needs to include some degree of gender analysis and identification of the key gender issues the programme needs to address)
- Programme objectives could be strengthened by the inclusion of an explicit gender equality objective
- Future Work Plans need to include reference to actions to be taken to promote increased gender equality within the context of each programme.

Draft Country Programme Document (CPD) (E/ICEF/2007 /P/L.24)

- Needs to include a strategic GE Results focus, either in its overall strategic vision or in the detailed articulation of results and key progress indicators within each programme component.[140]
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IV. GOOD PRACTICES IN THE JORDAN COUNTRY PROGRAMME

4.1 Definition of Gender Equality Results

The working definition of gender equality results used by the Evaluation team is any effect of a project or programme supported by UNICEF that reduces gender disparities regardless of whether gender equality was systematically integrated into the documented programming or related results framework.

Within this context there are two main approaches to achieving gender equality results. The first, known as Practical Needs, focuses on reducing gender disparities related to immediate, short-term basic needs such as food, medicines, textbooks, etc., and generally relates to results found at the outputs level. This approach is more likely to be used in low income countries to address pressing issues of child survival. The second, Strategic Interests, refers to longer term changes related to gender equality, such as increased empowerment, leadership, control over household decision-making or resources, and the building of national and institutional capacity for specific groups of women and men or girls and boys. These tend to reflect the types of results found at the outcomes level and are often easier to undertake in middle income countries where UNICEF programming can focus more readily on supporting advocacy initiatives with its partners. However, depending upon the country context both are required to achieve increased gender equality and both are consistent with UNICEF's human rights-based approaches.

4.2 JCO's Approach to Gender Equality Results

Within the Jordan country programme, most of the programme staff interviewed (6 out of 7), confirmed that they primarily view increased participation of women and girls as the main gender equality result of their programming. Two staff also took a more strategic viewpoint and focused their work on empowering girls and boys (particularly adolescents), and mothers and fathers in different ways. While conceptually participation does not mean the full achievement of gender equality, in the Jordanian context where cultural norms significantly restrict the mobility of girls and women outside the home, increased participation constitutes a major gender equality result in and of itself.

Based on the interviews programme staff appeared to have a clear idea of what the key gender equality issues were that programmes should be addressing. However, the degree to which specific gender equality results could be tracked was limited because there was no prior gender analysis or collection of baseline data in some programmes and no gender-sensitive or specific monitoring indicators in others.

[140] Refer to section on Goals, key results and strategies, pp.7-8.

Consequently, the Evaluation Team focused instead on documenting what they assessed to be good practices related to gender equality and analyzed the processes that helped contribute to their success.[141] In this context, the Team has defined a good practice as any programme intervention or strategy that explicitly contributes to increased gender equality at either the practical needs or strategic interests levels, with an ideal programme approach being to address both levels.

The Team's review of individual programme strategies used that appeared to contribute most to increased gender equality appeared to indicate that the most effective one:
Combined strategic policy advocacy approaches with strategies designed to foster attitudinal change at the individual level and capacity building of service providers in focus areas related to key gender issues.
Took a proactive approach to include men and boys in the attitudinal change programming through the use of male and peer facilitators and religious leaders.
Strongly enforced an equal participation policy for girls and boys and men and women wherever appropriate.

Details about the specific good practices strategies and approaches used are described in Section III.

V. CONCLUSIONS

Overall, the main findings the Evaluation Team were that the JCO:

- Is focusing the gender equality (GE) components of its general programming at the strategic level, with a particular emphasis on increasing the participation of women and girls, and particularly vulnerable groups of boys and men.
- Has a growing understanding of the importance of the active inclusion of boys and men in UNICEF programming as a means of achieving increased GE for both sexes
- Has a strong awareness of the importance of gender equality in UNICEF programming. This appears to be more attributable to the strong leadership and direction provided in this area at the senior management level over the past nine years than to UNICEF's gender policy directives.
- Has developed some highly innovative rights-based programming that appears to be acting as a catalyst for changes in individual attitudes of women and men, and boys and girls about traditional gender roles and rights; it is also working on policy change and advocacy at the national, governmental level.

Despite this very positive and strong foundation, the JCO:

- Has not integrated gender equality systematically in its programme planning, implementation and monitoring/evaluation processes.

[141] Identification and documentation of good practices was based on interviews with the JCO programme staff and partners; and focus group discussions with male and female project beneficiaries from three projects: Adolescent Empowerment, Community Empowerment and Better Parenting. Both project sites visited concentrated on programmes designed to support diverse groups living in refugee camps.

- Has under-reported the gender equality results it appears to have achieved in this area in general.
- Staff, while quite aware of the importance of GE and quite open to it, have generally not participated in any formal gender training over the past five years and needs additional support to develop their capacity to integrate gender equality into their programmes more systematically.

The last three points appear to be linked more to weaknesses in UNICEF's global systems such as how GE is addressed in the PPPM and the absence of a corporate GE training programme focused on programming for the last 12 years.

In general, programme staff indicated that the promotion of gender equality issues is highly relevant for the Jordan country programme. This general understanding, combined with the strong leadership provided by senior management, and the overall strategic approach taken to programming by the JCO, has meant that the programmes reviewed by the Evaluation Team support the primary goals of UNICEF's gender policy, even if it is not due to direct implementation of the policy.

The key ways in which they are doing this is by:

- Promoting the ratification and implementation of CEDAW[142]
- Integrating gender concerns in selected country programmes[143]
- Supporting the setting of gender-specific goals in Jordan's national programme, particularly in the area of child protection.
- Taking a life cycle approach
- Supporting specific actions and strategies for promoting gender equality within the family.

Where the JCO has been less successful is in the development of gender-sensitive indicators in each sectoral area, and of appropriate mechanisms for monitoring GE results and the related actions outlined in the policy. To some degree, the lack of availability of sex- disaggregated data is limiting a full analysis of GE issues at the country level. However, the primary constraint appears to be programme staff capacity to conduct a basic gender analysis and use the results of this analysis to inform programme decisions and planning. The other is that the commitment to integrating gender equality in programming is still primarily at the individual staff level and, as such, is remains quite vulnerable to changes in personnel.

In summary, the JCO has a strong general foundation on which to build its capacity in gender equality programming inputs in the future, but will need to focus on finding concrete and practical ways to be more systematic in how it applies UNICEF's gender policy. Details on ways key points in the programme process where they need to address gaps in the gender equality integration process are outlined under the chapter on recommendations.

[142] Based on focus group discussions with the UNGTG.
[143] Bullets 2 – 5 based on review of good practices detailed in Chapter Three.

The recommended goal for the JCO to work towards is described in the right hand column of the table below and where they are now in the left hand column.

Current Status: JCO at Semi-Integrated Gender Policy Integrated Stage	**Future Ideal: Rights and Results-Based Gender Policy Implementation**
• Findings and results of gender analysis evident in some aspects of programme design, implementation, and monitoring and in institutional decisions • However, the results of this gender analysis have not been applied at all levels systematically. • Limited degree of formal accountability for integration of gender equality in programmes.	• Gender analysis used to identify priority gender equality and rights results needed • Resources to achieve GE results integrated into programme design. • Clear results indicators and baseline information established at the beginning of planning process • GE indicators monitored throughout implementation and evaluated at the end of programme to determine actual results achieved. • Organization and staff are held accountable for the achievement of these results.

The recommendations which follow outline some measures the JCO could consider taking in the future to achieve this goal. These recommendations are targeted at the JCO only with the recognition that there are additional measures required at the RO and HQ level to support these processes. These will be addressed in the final evaluation report.

VI. RECOMMENDATIONS FOR FOLLOW-UP ACTION AT THE JCO LEVEL

These recommendations focus at the JCO level, as the Evaluation's final report of the evaluation will include an assessment of potential forward-looking and strategic actions strategies for UNICEF as a whole. To achieve a more systematic and consistent approach to the integration of gender equality issues within the JCO's country programme, it is recommended that:

1. The JCO develop an overall gender equality strategy for its programmes that could be applied using a crosscutting approach. (Accountability).
2. Each staff member be asked to consider including an action relevant for their work related to gender equality in their key assignments during their next annual performance evaluation review (Accountability).
3. Programme staff consider what type of support they need from the JCO Gender Focal Point and discuss this at a staff meeting to determine what the role of the Gender Focal Point should be within the JCO, as well as what level of support is actually feasible and where external support would be needed to meet these needs. This discussion could help provide a foundation to develop a JCO-based set of TORs for the Gender Focal Point role (Capacity).

4. Programme staff identify a pool of national and regional level gender experts who they could call upon for additional support and assistance when needed. (Capacity).

5. The JCO discuss the possibility of holding joint training and strategic planning workshops with other UNCT members on:
   a. conducting gender analysis as a programme planning tool
   b. how to develop a rights and results-based approach to programme frameworks (AWP, LFA, IMEP, etc.) that consistently incorporates a gender perspective
   c. how to write a gender-equality results statement and develop both qualitative and quantitative measures to measure related progress
   d. how to effectively negotiate the promotion of gender equality issues with partners
   e. how to integrate gender equality inputs into UNICEF reports
   f. to determine how and where UNICEF and its UNCT partners can strengthen the links between its programming and the key issues and priorities established in the CCA and UNDAF. (Capacity & Accountability).

6. The JCO work in collaboration with GERU to hire a consultant to document the multiple good practices related to gender equality they have established through their country programme to share with other COs. This documentation should focus on the strategic approaches and participation principles that the Jordan country programmes have emphasized and include an analysis of how these approaches could be scaled up in other countries. GEHRU could support this process by developing the TORs, identifying qualified consultants and potential funding for this process and ensuring the distribution of these good practices to the other country offices. (Capacity).

7. For the next programme cycle, any programmes with a strong social/attitudinal change and policy advocacy component need to be developed with time frames that take the long term nature of this type of change process and the time required to achieve measurable results. (Funding & Capacity).

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Country Case Study 2: MOLDOVA

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I. INTRODUCTION

Moldova is the second of six countries that participated in the global evaluation of UNICEF's gender policy implementation. The general purpose of the case study is to assess how a sample of country offices (CO) selected by UNICEF are implementing UNICEF's gender policy in each region. The case study also aims to analyze the institutional constraints the COs face in the policy implementation process, to review strategic partnerships and to document the type and scope of gender equality (GE) results being achieved through UNICEF programming. Further, the intention is to identify good practices that could be scaled-up elsewhere, and make recommendations that are grounded in a strong field experience in order to strengthen the impact of UNICEF's gender policy.

Two members of the Evaluation Team participated in a ten-day evaluation mission to Moldova from July 23 – August 3, 2007. The following findings are based on semi-structured interviews and focus group discussions (FGD) with stakeholders from the Moldova Country Office (MCO), UN agencies, government counterparts, NGOs, donors and beneficiaries[144], along with a review of key documents.[145] The Team interviewed 58 respondents in the country office, including programme staff from the MCO (10), senior MCO management (2), government (10) and NGO (4) partners, three members of the United Nations Country Team (UNCT) from UNDP, UNFPA, UNICEF and the donors including Sida, SDC, DFID, USAID and the World Bank and project beneficiaries from two UNICEF projects.[146] The mission included two project site visits outside of the capital city of Chisinau: (i) to a maternity hospital in Orhei Rayon (district) just outside Chisinau, and; (ii) to the Community Centre in the north, near the Ukraine border, Soroca. Plus, in order to incorporate the "voices" of young girls and boys from Moldova, the Team met with adolescents targeted by the new HIV/AIDS programme in Malovata-Noua.

In addition to the generic case study approach, the Evaluation Team paid special attention to viewing the UNICEF programming processes and strategic partnerships. Also, this study highlights some external (national) institutional and capacity challenges to achieving GE, which has, in the view of the Evaluation Team, both impacted the work of the CO and provided an important context to the final conclusions of this Evaluation.

In response to the Evaluation Team's request to review their flagship programmes, the MCO selected the following programmes for the Evaluation Team to review: (i) the *Early Childhood Care and Development* programme of the 2002 – 2006 country programming cycle; (ii) the Child Protection programme, and; (iii) the newly designed HIV/AIDS programme.

144 See Annex 13 List of Persons and Organizations Interviewed.
145 See References.
146 Details on the methodology used are included in Section I (main report).

II. GENDER IMPLEMETATION IN THE MCO

2.1 National context:

The way gender policy has been integrated into the programme by the Moldova Country Office (MCO) needs to be viewed and understood within the national context and significant development challenges faced by Moldova. Moldova's living standards and human development indicators still rank amongst the lowest in Europe, even in comparison with other transition economies. Since independence from the disintegrating Soviet Union on 27 August 1991, Moldova has faced (and continues to face) numerous political, economic and social challenges in transforming from a command economy to a democratic market economy.[147]

Children in Moldova are particularly affected by poverty-related issues: "Migration has left an estimated 28,000 children without the care of both parents. Two in three of these children are girls… Institutionalization remains the main form of protection for children without parental care".[148] "Of particular concern are the one in five children classed as poor in Moldova. Extreme poverty among children is acute: 33% of children under the age of five do not receive adequate food to meet their proper health and development needs".[149] These children then face further vulnerability, such as sexual and labour exploitation. Poor girls and boys are exposed to risks such as abandonment, residential care, gender-based violence, trafficking, HIV/AIDS. Children in general do not have a "voice" as a constituency in Moldova.

Entrenched gender inequality is one of the structural factors that underlie many of these problems. The Committee on the Rights of the Child in their observations on Moldova drew attention to the poverty and migration of women as having a "great impact on children".[150] The specific gender equality challenges cited in the CCA include gender discrimination in the economy such as:

- Women being under-represented in decision-making and those spheres of the economy where higher wages earned
- Women are more frequently employed in lower paid jobs than men. This trend has led to an increase of the gender pay gap to 28% (i.e. on average, women receive 28% lower salaries than men)
- In 2003, 41.3% of the households headed by women assessed their living standards as low compared to 27.7% of households headed by men
- Discrimination against hiring women of reproductive age, as employers do not wish to pay for maternity and other social insurance

[147] Based on CCA, pages 6 and 16.
[148] CCA, page 36. Figures drawn from: (i) Ministry of Education of Moldova, December 2004; (ii) UNICEF, "Young people health and development", 2005; (iii) Evaluation of the Financial Framework of Child and Family Social Protection, UNICEF, 2004.
[149] CCA, page 10. Figures quoted from Poverty in Moldova, 2002, PPMU, 2003.
[150] Convention on the Rights of the Child: Committee on the Rights of the Child – Thirty-first session, Consideration of Reports Submitted by State Parties Under Article 44 of the Convention: Concluding Observations: Republic of Moldova (CRC/C/15/Add.192, October, 2002)

The Committee's report also noted:

- Large numbers of women of reproductive age are leaving the country in search of work
- There is a perpetuation of stereotypical roles of fathers and mothers
- The prevalence of gender-based violence and about one-third of maternal mortality, arising from unsafe abortions
- Low prevalence of contraceptive use, rising teen-age pregnancy, HIV/AIDS, etc
- Significant numbers of women and children being trafficked and sexually exploited
- Women's under-representation in the political and public domains, especially in decision-making positions

The key gender issues affecting men and boys includes:

- Fathers are being left behind to care for children without having been socialized appropriately to take on this role
- A gap in the way the national government and the UN system analyzes of how commonly held views of masculinity and the social roles of boys and men contribute to serious problems for both sexes, e.g., men's life expectancy is less than women's.[151]

The Republic of Moldova ratified CEDAW in 1994, along with many other international human rights obligations. However, interviews with UNICEF programme staff and donor agencies indicated that the enforcement of normative frameworks whether towards Social Protection, Gender Equality or Rights of the Child remains weak.[152]

The evaluation team observed a general 'culture of 'silence' in the official domain on sensitive social issues, including gender equality.[153] The interviews and document review process also indicated that there are also serious challenges with regard to the availability of up-to-date data, disaggregated by sex, urban-rural and other relevant common disparities. Data collection methods are often outdated and what is available not always analyzed and used to best advantage. Several interviews also uncovered that some government officials and other UNICEF partners did not perceive gender equality to be a problem in Moldova,[154] primarily because it was not apparent from the existing statistics. For example, there is a widespread view that there is equality in education because there are no serious gaps between the enrolment rates of girls and boys in school.

[151] CCA, pages 10, 11, 16, 18, 19, 20, 21, 28, 29, 36 and 37. Adolescent girls and boys interviewed by the Evaluation Team confirmed serious issues of inadequate information on reproductive issues and HIV/AIDS and gender-based practices of unsafe sex, occasional forced sex, and low access to and use of contraception.
152 See: CCA and CEDAW Assessment Tool Report for Moldova, American Bar Association, August 2006.
153 CCA, page 37.
154 Feedback from UNIFEM, UNFPA, UNDP and NGOs. Plus, comments from ex-government staff now with UNICEF.

III. ANALYSIS OF INSTITUTIONAL STRENGTHS AND WEAKNESSES

The evaluators conducted an assessment of the MCO's institutional strengths and weaknesses related to gender equality by comparing the data collected from the programme staff interviews and a review of programme documents with the indicators previously developed for the institutional assessment framework outlined in Annex 6. This framework is based on four primary categories of analysis: (a) Commitment; (b) Accountability; (c) Capacity; and (d) Funding.

The assessment and rating for the MCO for each set of indicators for the four categories are summarized below. The ratings for each indicator range from a score of 1 that represents a low level of institutional achievement for this area, to a 4 at the high end of the scale. Each of the four categories of analysis starts with a summary table of the key assessment indicators outlined in the Institutional Assessment Framework. A brief analysis is then given of any notable strengths or weaknesses for the category as a whole.

In the following section the Evaluation Team outlines its analysis of the institutional constraints that underlie these weaknesses in the integration of GE policy in programming, implementation and results. They found that many of these appeared to beyond the control of the country office and therefore need to be viewed within a national and global UNICEF context. This pattern also needs to be checked against the other five country case study assessments to determine if it is an overall institutional challenge. The Team were also told that day-to-day institutional guidance on gender equality comes more from the PPPM and the RO, rather than from the formal Gender Policy. Furthermore, guidance on GE in practice, whether through the PPPM or guidance from the RO, was generally experienced and interpreted by staff to be an insistence on the collection of sex-disaggregated data.

(a) Commitment

Description	1	2	3	4
Representative demonstrates active & visible leadership of GE issues in CO (high), although GE is not integrated in all programmes (fair)		▨		
Representative has participated in gender analysis/awareness training in past 5 years (low). *Note: There has been no formal gender training within Moldova Country Office as a whole.*	▨			
Highest level of authority of staff with significant responsibility for GE = Representative (High)				▨
Gender Focal Point = NO3 (High). Note: High level of individual staff commitment to promotion of increased GE also observed				▨

Rating scale: 1-Low, 2-Fair, 3-Good, 4-High.

The Representative demonstrated visible commitment and leadership on GE. For example, the Evaluation Team was witness to a video clip of a UNICEF public campaign, where he spoke in public on the importance of fathers reading to their children.

There is also strong normative commitment within programme cluster staff to their work in general, and to supporting the problems of children, mothers, and issues of Child Protection and so on. The Evaluation Team sensed the dedication and passion of the programme cluster staff very clearly. The weak implementation of the gender policy, owes more to a general lack of a systematic approach to the gender policy's implementation and a need for a clearer strategic vision related to gender equality, rather than due to a lack of commitment of programme cluster staff or senior management in UNICEF Moldova.

(b) Accountability

Description	1	2	3	4
Lines of accountability for gender equality inputs exist, but not enforced systematically (fair).		▨		
No staff, except GFP, have promotion of increased gender equality as one of their annual key assignments (low).	▨			
No one's job descriptions include relevant tasks related to gender equality (low). *Note: this may be UNICEF-wide*	▨			
M&E reports include little assessment of programme effect on gender equality, and it is not applied consistently (fair).		▨		
Limited evidence that UNICEF holds its partners accountable for reporting on increased gender equality in the programmes funded (low)	▨			
Programme documents do not systematically require management sign-off on the gender equality inputs before they are approved (low). May be *UNICEF-wide*	▨			
Gender Focal Point does not have clear TORs (low). May be *UNICEF-wide*	▨			

Rating scale: 1-Low, 2-Fair, 3-Good, 4-High.

The overall score for the accountability section is low, owing to the weak institutionalization of GE in the CO and possibly within UNICEF in general. While the CO senior management has a clear sense of accountability on GE issues, they are required to follow UNICEF's institutional processes as outlined in the PPPM and to follow mandates approved at the Headquarters and Regional Office (RO) level. As indicated in the Jordan country case study, the leading document providing guidance to the COs in terms of programming, the MTSP, has relatively little reference to gender equality issues and approaches.

The programme staff interviewed could not recount being held accountable on GE issues during the approval of the respective programme areas for which they are responsible, either by their senior management or the Regional Office. This latter point is significant as it is the Regional Office that approves programme proposals and funding. Also of note is that none of the programme staff reported having a gender-related key assignment in their PER, except for the Gender Focal Point (GFP) where it is in any case poorly articulated. The Monitoring and Evaluation Officer also has no specific responsibility for ensuring that programmes report on or collect sex-disaggregated data, gender statistics and conduct gender analysis. However, this analysis of the CO has to be understood in the context of the multiple challenges facing COs such as Moldova, which are grappling with the implementation of Results–Based Management, Human

Rights-Based Approaches and the UN Reform process all at the same time. Within this context, the high commitment of senior management to GE and the appointment of a GFP at the NO3 grade in 2007 indicate an important step forward.

(c) Capacity

Description	1	2	3	4
Staff are aware of UNICEF's gender policy (high), but staff have limited knowledge of gender equality concepts to apply to their work (low).	▨			
Qualitative gender analysis is either not included in programme planning or only on ad hoc basis (low).	▨			
Some programme planning documents include GE inputs or objectives. Some planning decisions are based on prior qualitative gender analysis (fair). *Example: HIV/AIDS design*		▨		
There are few technical experts in gender equality that staff can call upon within UNICEF (low). *UNICEF-wide*	▨			
Gender quality results are not clearly defined, measured or tracked, with the main focus on sex-disaggregated data (fair).		▨		
No formal systems exist to capture and document internal knowledge on gender equality, particularly good practices (low) *UNICEF - wide constraint*.	▨			
Few staff have knowledge and skills they need to advocate effectively on key gender issues with partners (fair)		▨		
Staff have not been provided with gender analysis and advocacy training (low). *UNICEF-wide*	▨			
Most staff do not yet have the capacity to conduct qualitative gender analysis to support their work (low).	▨			

Rating scale: 1-Low, 2-Fair, 3-Good, 4-High.

While the ratings for staff capacity in gender equality appear low overall, it is important to understand this assessment takes place within a context of a system-wide issue for UNICEF. This is due, in part, to the fact that with a few exceptions,[155] UNICEF has not provided formal institution-wide gender training within UNICEF, as a whole, for over 12 years. There is a good foundation to build this capacity however, as most programme staff appeared open to learning more about how taking GE issues into account in programming could further strengthen UNICEF programme results. There also appears to be a genuine desire for increased knowledge and professional skills amongst the MCO staff. This type of gender-related capacity building is something that will require more support in the future.

(d) Funding

Description	1	2	3	4
It is not possible to track the amount of funds spent to achieve specific gender-equality results without modifications to financial reporting tools	▨			

[155] Some regional workshops on gender awareness, a limited reference to gender issues in leadership training offered to a small number of senior male and female managers, and a limited offering of the gender module of the PPP to new staff.

(low).	▨			
Resources to support the achievement of gender equality results are not systematically included in every programme/ project (low)	▨			

Rating scale: 1-Low, 2-Fair, 3-Good, 4-High.

UNICEF's existing financial reporting systems do not currently facilitate the tracking of expenditures on gender equality inputs to projects and programmes. This makes it difficult to assess the degree of spending on the achievement of gender equality results except for those projects with explicit gender equality objectives or components.

IV. PROGRAMMING PROCESSES AND STRATEGIC PLANNING

This evaluation mission paid particular attention to mapping the actual programming process, not only to capture better where and how Gender Policy was or was not being implemented, but to also to try to capture and highlight possibilities of integrating GE in the process, even if it had not been embedded from the start.

The focus of this section is on two main processes: Firstly, the UN-wide process from CCA through to the Country Programme Action Plan (CPAP). And secondly, the planning process undertaken by UNICEF Programme Officers and Assistants, based on the CPAP objectives. This also includes the development of project proposals, logical framework and the Annual Work Plans (AWPs). These two aspects are assessed in sub-sections (a) and (b) below.

(a) Country Programming: From the CCA to the CPAP

"Had I known about gender equality I would have embedded it in our programme from the beginning." (UNICEF programme staff)

"We're guided more by common sense and intuition, and we lack a more systematic approach to integrating gender equality" (UNICEF CO staff member).

In Moldova, the UNICEF programming process underwent significant changes and improvements between the last cycle from 2002 to 2006 to the present one (2007-2011). The MCO has introduced logical framework analysis in all programme areas and established the PROMS internal monitoring system to more systematically record indicators at activity, output and outcome levels. Many of the key weaknesses identified in the 2002-06 cycle have been (or are being) addressed. It is therefore difficult to fully assess the 2007-2011 cycle as the first year of programming has yet to be reviewed; with the Annual Review due at the end of 2007.

In reading the following sections it is also important to keep in mind that this was the first time that the full CCA/United Nations Development Assistance Framework (UNDAF) process was undertaken in Moldova. At the time there was a strong emphasis on achieving a process that enabled a wide participation of national counterparts who would identify priorities based on consensus. This is one factor that led to a dilution of GE in these two processes since not all counterparts see gender equality as a major issue in Moldova.

The Common Country Assessment (CCA)

Staff from UNICEF, UNIFEM, UNFPA and UNDP almost universally perceive the 2005 CCA as being weak on gender issues, particularly with regard to the integration of gender equality as a crosscutting issue across all aspects of the analysis. The CCA document contains a section devoted to gender (pages 49-51), but it is weak in its employment of sex-disaggregated statistics and use of gender analysis.

There are several reasons that may explain the limited integration of gender equality in the CCA:

The involvement of a gender expert from UNFPA's Regional Office is said to have occurred too late in the process to influence the overall approach. Gender was therefore contained within one section of the report, rather than integrated by all participants.
The lack of available national sex-disaggregated statistics limited the extent to which gender analysis could be undertaken.
The process of consultation with national counterparts meant that sometimes gender issues were contested because of a lack of statistical data to provide definitive proof. This lack of available sex-disaggregated data and limited gender analysis, in turn, helped reinforce the views of national counterparts. For example, national data on domestic violence only records serious incidents (death, or severe maiming). Consequently, the full extent of domestic violence goes largely unreported.
A lack of credible studies to support NGO lobbying on gender issues. Some NGO studies have been undertaken but most were not at a national scale and the methodology was sometimes criticised for lack of statistical rigour.

From CCA to UNDAF

The CCA has a strong influence on the subsequent UNDAF and UNICEF country programme. Therefore the fact that there was limited GE integration in the CCA subsequently limited how well GE was integrated at the start of the UNICEF programming process. Therefore while the UNDAF introduces some sex-disaggregated indicators, GE integration in this critical framework is otherwise limited.

Apart from weaknesses in the CCA, other reasons were suggested to explain the limited integration of GE in the UNDAF. These include factors such as: national government counterparts generally did not see gender as a priority. As one interviewee put it, "*there were a lot of problems to address and discussions with national counterparts tended to focus on the most well-known problems*". These views were often reinforced by existing national strategies (e.g. the EG Poverty Reduction Strategy Paper) which makes limited reference to gender issues. There is also a general lack of available gender-sensitive indicators and analysis in these national planning documents.

Where GE issues were raised by NGOs, evidence was not always considered sufficiently credible to provide the basis for national policies and programming (either in terms of methodology or the limited coverage of the studies). Attempts to advocate for particular issues by UN agencies depended on reaching consensus; more successful advocacy on other (non-GE) issues is said to have been the result of a mix of factors: the use of credible evidence, support from colleagues in other UN agencies, the sector or profession, and the views of government. At this stage, support from the Regional

Office was mostly in terms of the formulation of overall objectives and indicators (results-based management), and not how to address gender mainstreaming.

From UNDAF to CPD/CPAP

The process from taking UNDAF outcomes to the UNICEF country programme level does permit some flexibility to interpret *outcomes* in accordance with a particular UN agency's mandate - as well as develop more specific country programme *outputs* (see below: Hierarchy of objectives). As might be expected, the UNICEF country programme contains objectives that are more youth and child-focused. Plus the CPAP is generally more effective at identifying sex-disaggregated baselines, indicators and targets – something that is perceived as strength of UNICEF. Despite this, gender issues are not clearly addressed.

Hierarchy of objectives

The following example is based on UNICEF-Moldova's HIV/AIDS programme. The analysis highlights a number of key points. Firstly, the UNDAF objectives show limited GE integration, in part a consequence of the limited GE analysis contained in the CCA. Secondly, the UNICEF CPAP makes some refinement of the UNDAF objectives, with a more youth-specific focus as well as a greater emphasis on sex-disaggregated baselines, indicators and targets. Thirdly, the programme-level shows that it is still possible to introduce GE analysis, plus more gender-sensitive objectives/activities, even within the constraints of the UNDAF/CPAP.

EGPRSP: Very broad national policy-level objectives	Long-term development objectives: "Sustainable socially oriented development (entails a consistent growth in the standards of living of the poorest; consistent with the MDGs)" Medium-term priorities, including: "Human resources development. It is expected that there will be considerable improvement in the quality of medical and educational services, as well as in the access of the poor to these services"
UNDAF: *Limited* gender analysis integrated in CCA & UNDAF *Some* sex-disaggregated indicators	UNDAF Outcome 2: "By 2011, vulnerable groups enjoy increased equitable and guaranteed access to basic services of good quality by the state with the support of civil society". UNDAF Outcome 2.2: "People of reproductive age adopt safe behaviours and seek health commodities and information on HIV/AIDS/STIs and Reproductive Health"

CPAP: More youth specific objectives Baseline, targets & indicators dis-aggregated by sex	UNICEF CPAP Outcome: "Young people, including the most at risks, adopt safe behaviours and seek health commodities and information on HIV/AIDS/STIs and actively participate in local development planning, implementation and monitoring" UNICEF CPAP Outputs: "Improved policy ensure HIV/AIDS prevention and care programmes are made available to most at risk and especially vulnerable adolescents"
Programme-level: *Available data* used to show gender has an impact on the epidemic gender strategy introduced activities to address constraints & behaviours support to government to collect sex-disaggregated data	Logical Framework Activities: Develop a standardised tool for data collection on MARA disaggregated by age, sex, risk behaviour and diversity Conduct a baseline survey on MASA to collect data on age, sex and risk behaviour in defined geographic locations High officials and decision-makers have knowledge, guidance and examples to design and implement policies that meet the needs of MARA by age, sex, risk behaviours and diversity Service providers have knowledge and skills…including a gender-training module developed Enhanced capacities of most-at-risk and especially vulnerable adolescent females and males for involvement and participation in national response to HIV

Lessons for Integrating GE in the Future

There are several key lessons that can be drawn from reviewing the actual process undertaken in Moldova from developing the CCA to the CPAP.

Firstly, **the CCA is an important point at which gender analysis should be integrated**; not only because thorough analysis underpins good programme design,[156] but also because in UNICEF's case, no other significant gender analysis was undertaken between the CCA (2005) and the UNICEF country programme for 2007-2011. As such, several of those interviewed claimed that the weak analysis of gender in the CCA translated into weaknesses in the UNDAF and ultimately in the CPD and CPAP. They noted that as *outcomes* are fixed by the UNDAF, any attempts to make the CPD and CPAP more gender-sensitive are now limited to the *output and activity-levels* of programme design. Following the CCA and UNDAF, the subsequent CPD/CPAP show little evidence of a systematic introduction of GE into programme proposals, logical frameworks and Annual Work Plans (AWPs). While there is the introduction of some

[156] This is especially important in areas such as domestic violence and human trafficking, where the root causes can be the consequence of deeply embedded social values and norms.

sex-disaggregated baseline data, indicators and targets, the integration of gender issues and inputs is otherwise limited.

Yet secondly, **there remain some opportunities to bring in gender dimensions into UNICEF programming.** While it is not systematically integrated across all programme areas, the design of the HIV/AIDS programme shows that it is still possible at this late stage. As the project proposal states that, "*while there is poor disaggregation of data by sex and age in government statistics on HIV, even the available data reveals that gender has a significant impact on the dynamics of the epidemic*". As the programme has yet to be implemented it is not possible to assess GE results, but even so there are a number of encouraging signs in the design. See Box below.

Integration of GE in UNICEF HIV/AIDS Programme

The programme includes a gender strategy which, while short, does at least highlight the importance of gender equality and the need to integrate GE issues in all aspects of the programme. This includes the gender training of service providers so that they have the knowledge and skills to integrate gender equality perspectives into their work.

The design makes use of available data, though limited, to show the importance of gender issues in this programme sector. For example the proportion of HIV-positive women has increased significantly from 25% in 1996 to 45% in 2004, and the high prevalence of males amongst injecting drug users infected with HIV (79.9%).

Due to the paucity of data (disaggregated by sex, age and risk behaviours), a strong initial emphasis of the programme will be on supporting government to collect data to inform officials and decision-makers. The programme plans on employing a gender consultant to advise on the questionnaire and subsequent analysis from a gender perspective.

The programme design also includes an explicit intent to develop activities to address constraints and behaviours. Many of the activities of the programme will be better specified after the analysis of data. For now, the proposal states that, "*gender issues will be mainstreamed within all planned activities… oriented towards openness of men's and women's roles and responsibilities towards safer sexual behaviour, including their sexual and reproductive rights*".

The UNICEF Programme Assistant cited examples where gender may be an important factor in this programme depending on the evidence obtained during the first phases of implementation. This includes factors such as social norms in which male drug users tend to inject first and then pass to the female (or vice versa), or the case of female sex workers who experience considerable discrimination while their male 'clients' are not stigmatised. These are social values and perceptions reinforced by society and acceptable norms around gender issues.

(b) UNICEF internal programming processes

Programme design (logframes, baselines, indicators)

In general, there is some use of sex-disaggregated data for baselines, indicators and targets, and especially for the 2007-2011 cycle (see CPAP, PROMS). Plus, the recently commenced UNICEF-NBS collaboration should help improve the availability, quality and use of disaggregated statistical data in social statistics domain (CP Outcome 1.1 and CP Output 1.1.9).

However, the programme document review demonstrates a limited, systematic awareness and use of gender-sensitive indicators and analysis in the CPD/CPAP and in some programme areas (e.g. in Child Protection, Equitable Access to Quality Services, Social Policy). The HIV/AIDS programme provides a clearer emphasis on monitoring and evaluation that includes the development of gender sensitive indicators and tools (refer to programme proposal, page 4). This is at an early stage though.

Guidance from the Regional Office

While it is the UNICEF Executive Board ultimately approves the CPD/CPAP, the Regional Office has an important oversight function prior to approval. By all accounts feedback from the Regional Office has tended to focus on strategic issues (such as the repositioning of UNICEF and the shift away from direct service delivery) plus results-based management issues (e.g. the formulation of objectives). No staff interviewed could recall being required to include GE inputs.

The AWP is an agreement between UNICEF-Moldova and its national government counterparts. For this approval process, there is also no internal mechanism within the UNICEF country office that requires Programme Officers to include GE inputs.

The use of guidance in programming

All Heads of Clusters noted a lack of operational tools and guidance on GE that they could use to bridge the gap between the UNICEF Gender Policy and situation analysis, programme design and the reporting of results. In programme and sub-project design, Programme Officers and Assistants make use of a wide range of guidance, from UNICEF internal guidelines to technical papers, international good practice and other guidance available in particular sectors. Except for the case of the HIV/AIDS programme, the guidance cited made little (if any) reference to GE.

In the process of developing the logical frameworks and project proposals (and eventually the AWPs), the UNDAF/CPAP objectives provide an obvious starting point for Programme Officers. Nevertheless there is considerable variance in the other guiding documents used in the programme design process. Sometimes the Mid-Term Review is key in formulating the new programme design in the following cycle. For example, in Child Protection, the Mid-Term Review (MTR) of the Child Protection Programme (February 2005) provided important inputs into the design of the 2007-2011 Child Protection Programme, the CO's flagship programme. Yet, the review contains little analysis of GE, and as a key evaluative document feeding into the subsequent design process, it shows how a lack of gender awareness can become institutionalized into programming practices.[157]

[157] Mid-Term Review of the Child Protection Programme, 2002-06: The document contains virtually no analysis of gender issues. Indeed, 'gender' is only referred to once in the MTR, and then only as part of a

While the limited use of operational guidance on GE remains true for the majority of the Moldova country programme, the design of their HIV/AIDS programme, 2007-2011 provides an interesting contrast. It is important to note therefore that this programme's design has been strongly influenced by the interests of the donor, Irish Aid, which has insisted strongly that UNICEF integrate GE into the programme. This is an example how it is still possible to integrate GE into a UNICEF programme even if GE issues are not embedded in the CCA or situation analysis.

V. STRATEGIC PARTNERSHIPS

(a) Donor and Partner Perceptions of UNICEF

There is a generally positive view of UNICEF in Moldova on the part of the donors interviewed (including SDC, USAID, DFID, Sida and the World Bank). The focus group discussions held with government counterparts, leading gender-related NGOs and UN entities interviewed confirmed that this perception is also held by UNICEF's other partners. Some donors and government specifically cited a high degree of trust in UNICEF and one government Ministry emphasized that while there were other partners who gave more funds than UNICEF, they found that was much more responsiveness to the needs of national counterparts.

In particular UNICEF has high visibility and is strongly associated with children and mothers. Some NGOs, however, thought that the strong "mother and children" focus might be reinforcing traditional stereotypes on gender roles.

UNICEF is *not* however perceived as a leader on gender issues in Moldova. Few interviewees could cite examples of UNICEF's work on gender or any particularly outstanding GE results and examples of good practice. In Moldova, Sida is the institution seen to be the real leader on GE. It was instrumental in setting up the Donor Working Group (DWG) on Gender. And at these meetings, Sida has taken a strong initiative in several areas, bringing new proposals to the fore and motivating and challenging other agencies on gender equality issues. UNIFEM, having opened its office a few months ago, is also perceived as taking a lead on gender in Moldova. This is a relatively recent phenomenon based on a joint Sida/UNIFEM project with the Ministry of Social Protection, Family and Child (MoSPFC) designed to increase government capacity on gender issues. UNDP is also considered by some to provide important comments during discussions on gender issues.

A good recent example of a donor-coordinated lead in GE is a letter from Sida and UNIFEM written on behalf of the other donors to the government. The letter highlighted donor concerns about weaknesses in the draft National Development Plan (NDP) in terms of gender issues. Follow-up actions will also be taken by the DWG when the NDP-Action Plan is released. This will concentrate on ensuring that indicators take account of gender issues and that budgets are allocated for the promotion of GE in key areas.

broader reference to the MDG to "promote gender equality and empower women" (page 16, MTR). Reference is mainly made to 'children and families' with little reference to women, men, boys and girls; little use of sex-disaggregated data and no use of gender-sensitive indicators (such as those used to identify and assess the underlying social factors that lead to the abandonment and trafficking of children).

While UNICEF participates in the DWG, it has not taken a lead on such high-profile initiatives.

At another level, none of the donor partners interviewed could recall UNICEF holding government counterparts to account on GE issues. None of the donors interviewed viewed UNICEF as taking the lead and advocating on gender equality issues. They also were not able to cite any specific examples where UNICEF had actively advocated or raised issues on GE, or had held other donor partners to account on such issues. Indeed, it seems that the opposite process has occurred, with Irish Aid insisting that the HIV/AIDS programme actively mainstream gender.

(b) Examples of Good Practices in Gender Equality

None of the donors, government counterparts or NGOs could cite examples of GE good practice from UNICEF-Moldova. There were, however, examples from other agencies, including:

- UNDP/UNIFEM Study on "Gender in the Context of MDGs in The Republic Of Moldova" (forthcoming)
- World Bank study on Learning Outcomes: showing the importance of gender in different levels of achievement in education.
- Sida/World Bank joint project on Public Financial Management. One component will test the use of gender-sensitive budgeting by government in education, with possible roll-out to other areas of government.
- Austrian Agency for Development (ADA) who is co-funding on gender issues and has developed guidelines on how to do gender analysis and how to develop gender-sensitive monitoring indicators.
- UNFPA pilot project in Romania that provides a good practice example on the collection of data on gender-based violence.
- "Women and Men Statistics Book" published by NBS/UNDP.

VI. GENDER EQUALITY RESULTS OBSERVED

Given the lack of systematic documentation of gender equality results in UNICEF-Moldova programmes, the Evaluation Team found that they had to use a highly pro-active questioning process to determine what some of the key gender equality results were in this programme. To uncover and highlight the hidden innovation in the CO the Team had to present their questions from a gender and strategic perspective and to suggest potential strategies that can be replicated and scaled-up. None of the gender equality results documented by the Evaluation Team in this way had been analysed or reported in a significant manner previously.

The key gender equality results observed through the interview and document review process included:

In the past decade through the efforts of UNICEF and other actors, there had been significant progress made in child and maternal health. As a result, Maternal Mortality Rates and Infant Mortality Rates have been significantly reduced in Moldova. In addition,

immunization is now almost universal in Moldova. This addresses gender equality issues at the practical and basic needs level.

UNICEF Moldova has made path-breaking contributions in Child Protection, its flagship programme which, although it does not explicitly integrate gender equality - beyond a Maternal Centres where UNICEF provides critical support to single mothers about to abandon their babies - the Child Protection programme is a good practice of how to establish a programme in a socially-sensitive area. It could therefore be used as a future model for programming on GE in Moldova.

UNICEF Moldova has contributed significantly by giving Child Protection high visibility in the country, and facilitating the creation of a new Ministry of Social Protection, Family and Child as a central entity within government to deal with these issues. UNICEF Moldova, along with DFID, is perceived as a lead actor in this area and has contributed with others at policy and legislative levels. This achievement has to be understood within a national context where some time ago it was not possible to discuss such a socially sensitive subject in public, nor was it deemed an area of priority in the official domain.

UNICEF has contributed significantly to the promotion of: (i) innovative Baby-Friendly Hospitals Initiative, and; (ii) Community Centres projects by enhancing Moldova's national capacity in Early Gender Socialization in Moldova. The latter was originally designed to provide quality pre-school education services to under-privileged children in rural areas. An important focus they developed as a part of this project was to promote the positive role of fathers. This is a truly historic contribution in a society where fractured families are a serious developmental challenge to thousands of Moldovan children and parents.

VII. CONCLUSIONS AND RECOMMEDATIONS

Based on the indicators developed as a part of the Institutional Assessment Framework, the Evaluation Team has assessed the Moldova CO's status in terms of UNICEF's gender policy implementation as being at the start-up stage of gender policy implementation. However, the MCO is clearly a CO that is in transition, much like the economy in which it is located. The current approach to gender equality also demonstrates some characteristics of the initial stages of a country programme that has semi-integrated UNICEF's gender policy; with some of its programme documents including clear gender equality indicators and relevant sex-disaggregated data.

To implement UNICEF's gender policy more systematically in the long term, the MCO could examine strategies that would work towards the processes described in the right hand column of the table below.

Current Status: MCO at Start-Up Stage of Gender Policy Implementation	**Future Ideal: Rights and Results-Based Gender Policy Implementation**
• Some systematic gender analysis has been done in some programmes prior to the project/programme design, but there is little or no evidence that the results of this analysis has effected how the institution(s) involved operate or the actual project/programme design and implementation. • Gender equality indicators are evident in some aspects of programme design, implementation, and monitoring.	• Gender analysis used to identify priority gender equality and rights results needed • Resources to achieve GE results integrated into programme design. • Clear results indicators and baseline information established at the beginning of planning process • GE indicators monitored throughout implementation and evaluated at the end of programme to determine actual results achieved. • Organization and staff are held accountable for the achievement of these results.

The recommendations outlined in this section are designed to assist with this process.

(a) Recommendations for MCO

"If I had the funds the first thing I would do is a thorough situation analysis of the social development challenges in Moldova, integrating a GE perspective, for high quality well-targeted UNICEF programmes. Currently we just don't know."
(Senior UNICEF programme officer)

It is recommended that the MCO:

1. **Develop an overall gender equality strategy for its programmes**. The Gender Focal Point and Monitoring and Evaluation Officer could potentially work together to help monitor the implementation of this strategy. This would be an internal strategy for the office, though it would be essential to link with an overall coherent UN approach.

2. As a part of this Gender Equality Strategy, **undertake a GE Situation Analysis to inform future programming**. This should include a short briefing paper that summarises the policy using accessible language, plus guides on strategic entry points within the programme process to integrate gender equality.

3. **Conduct a sectoral gender analysis of their major programme areas** that could serve as the basis to integrate gender equality in programming, **leading up to the Mid-Term Review of the 2007-2011** programming cycle. This is about improving GE mainstreaming within UNICEF's current portfolio of work, not developing new gender-specific programmes that might be best undertaken by other agencies, such as UNIFEM.

4. **Enhance programme staff gender capacity by developing a systematic GE training programme,** starting with adding gender equality as part of its professional skills development process for 2007.

5. **Work more closely to support CEDAW reporting for Moldova** and incorporate major CEDAW Committee recommendations into UNICEF country programme design.

6. **Strengthen the documentation of GE in programmes**, particularly with regard to objectives and gender equality results statements, gender equality results anticipated and achieved, monitoring indicators and lessons learned. Key documents on which to focus include the CPD, CPAP, AWP, IMEPs and Annual reports.

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Country Case Study 3: UGANDA

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I. INTRODUCTION

Uganda is the third of six countries that participated in the global evaluation of UNICEF's gender policy implementation. The general purpose of the case study is to assess how a representative sample of country offices (CO) selected by UNICEF are implementing UNICEF's gender policy in each region. It also aims to analyze the institutional constraints the COs face in the policy implementation process, to review strategic partnerships and to document the type and scope of gender equality results being achieved through UNICEF programming. Further, it intends to identify good practices that could be scaled up elsewhere, and make recommendations that are grounded in a strong field experience in order to strengthen the impact of UNICEF's gender policy.

Two members of the Evaluation Team participated in a ten-day evaluation mission in Uganda from Aug 20 – Aug 30, 2007.[158] The following findings are based on semi-structured interviews and focus group discussions (FGD) with stakeholders from the Country Office, UN agencies, government counterparts, NGOs, donors and beneficiaries[159], along with Review of key documents[160]. The Team interviewed 119 respondents in the country, including programme staff from the UCO (12), senior UCO management (1), government (14) and NGO (8) partners, members of the United Nations Country Team (UNCT) from WFP, UNFPA, UNICEF and UNIFEM, donors including the Consulate of Canada and the Royal Embassy of Netherlands and beneficiaries from two UNICEF projects. [161]

The mission included two project site visits outside the capital city of Kampala: (i) to Kasese district in western Uganda near the DRC border (ii) to Gulu and Amuru districts in conflict-affected northern Uganda. District authorities, project staff and project beneficiaries (87 members), included 27 children (13 boys and 14 girls) from a GEM (Girls Education Movement) school in Kasese and about 50 Internally Displaced Persons (IDPs) in the transit site in Amuru. In the last, separate group sessions were held, with the main focus group a UNICEF facilitated nine-member IDPs water committee (women-5, men-4) and additionally with girls (10), young boys (very few adolescent boys were visible at the site), women (20) and men (30). Women respondents included the Treasurer and Vice - Chair Person of the water committee.[162]

In response to the Evaluation Team's request to review their flagship programmes, the UCO selected the following programmes for the Evaluation Team to review: *The Rights*

[158] Roma Bhattacharjea – Deputy Team Leader; Neddy Matshalaga - Evaluator
159 See Annex 13 List of Persons/Organizations Interviewed
160 See References
161 Details on the methodology used are included in Section I of the report. The UNICEF Representative, UNDP Representative and RC, were out of the country. The WFP Country Representative and Acting RC was interviewed instead. DFID, a key donor was also not available.
162 The water committee was set up to manage the water source, the borehole, provided by UNICEF and partners to the IDPs transit site.

of All Children to Education (TRACE) and *Accelerated Child Survival and Development (ACSD).*

II. GENDER POLICY IMPLEMENTATION IN THE UCO

National context:

The way gender policy has been integrated into the programme by the Uganda Country Office (UCO) needs to be viewed and understood within serious national development challenges faced by girls and boys in Uganda. In general, these challenges are further exacerbated in conflict-affected Northern Uganda and Karamoja areas where deprivation is multiple. Overall these include[163]:

- Increasing high incidence of poverty (both adult and child)
- High child mortality (U5MR of 140 deaths per 1000 live births) and in (Internally Displaced Persons) IDP camps in Gulu, Kitgum and Pader districts, an average of 3.18 children under-five die everyday. [164]
- Malnutrition (38 per cent under 5 yrs stunted)[165]
- High school drop out rate and low completion rate [166]
- Children have no "voice" as a constituency
- Highest adolescent pregnancy in sub-Saharan Africa
- High numbers of girls out of school [167]
- Early marriages [168]
- Gender-based violence
- HIV/AIDS[169]

UNICEF's Situation Analysis of the country notes that:

"Deprivation of children and women is widespread in Uganda…Gender discrimination against girls and women is a consistent feature in all sectors. Social indicators for girls and women are generally lower than those for boys and men. Fewer girls succeed in primary school, and educational inequalities become more marked as they move into adolescence. Literacy rates for women are lower than those for men. Women have more limited employment opportunities than men, and tend to be concentrated in low-skilled, low-income jobs. Women and girls bear a disproportionate burden of the workload in the household, doing all the fetching and carrying of water and firewood, as well as cooking, house-cleaning, caring for young children and performing related agricultural activities. Traditional social and cultural norms for young girls and women often include the assumption of subordination to men, reproductive obligations, and limited power to

[163] This summary is taken from the CCA, SITAN and CPAP 2006-2010. The SITAN was written in 2005, based on 2001 data. The specific statistics and trends have shifted since, however, the analysis of key, gender challenges in Uganda in the SITAN are still relevant and important for programming in Uganda.
[164] CPAP 2006-2010, p.4
[165] ibid. p.4
[166] ibid. p.5
[167] Sitan, p.1
[168] Sitan, p.1
[169] CPAP 2006-2010, p.5.

negotiate safer sex within a relationship. This can contribute to higher vulnerability to HIV infection. If their HIV status is revealed, women (and girls) may face loss of homes, property and inheritance. This discrimination is grounded in deep-rooted customary practices of unequal opportunity for girls and women.[170]"

In general, male-dominated patriarchal social and cultural norms, traditional notions of masculinity have contributed significantly to the poor developmental attainment of girls and women in Uganda.

Internally Displaced Persons

Additionally, decades of conflict in Northern Uganda, has exacerbated all these challenges especially, as around 1.6 million are still living as Internally Displaced People (IDPS), eighty per cent of whom are women and children.[171] Gender inequalities further shape challenges faced by IDPs as the latter cope with displacement, and now in the new phase where peace is being negotiated, with transition and re-integration.

Some of these additional problems include abduction of children, gender-based violence in camps (including rape and incest), alcoholism of male members in camps, trafficking, re-integration of abductees, girl mothers and re-integration of child soldiers.

Among the IDPs, orphans and women who have become single, as displaced by conflict pose an especially vulnerable category. Women IDPs interviewed were highly concerned about this category in the context of re-integration strategies. Most post-conflict, rehabilitation strategies tend to take for granted issues of ownership of land or family-based labour in the reconstruction of damaged houses or rural livelihoods after conflict – all problematic for orphans and `single' women.

IDPs interviewed expressed their gratitude to UNICEF and its partners for their provision of water, support to the education of their children, health, protection and many services provided in the IDP camps. However they felt unsure about the continuance of these in their future destinations as programming moved into a return and re-integration phase.

Most of the young girls interviewed said they attended schools. In particular, women IDPs praised UNICEF's strategy to support women's participation in the water committees and felt that having a woman as treasurer was a good practice in IDP camps. In their experience, as a result, the resources collected were better-protected, as men tended to siphon committee resources towards the procurement of alcohol rather than management of water resources.

UNICEF's Programme Strategy

Given the above national challenges, the current Uganda CO CPD programme areas are well-targeted from a development and emergencies perspective. However, when analyzed with a Gender Equality lens (GE), their programme approach appears to focus more on helping `women and children' rather working to promote increased gender

[170] Sitan, p.3.
171 CCA, 2004, p. iv; SITAN, p.2.

equality[172]. This can be seen from the overarching stated programme strategy that is to "focus on the most vulnerable children and women in the most disadvantaged districts".[173] This is as opposed to taking a more holistic and generally more effective programme approach which also analyzes the underlying cultural norms and socio-economic structures that generally favour men and which are contributing to the problems which cause women, girls and boys in the target groups to be vulnerable.

III ANALYSIS OF INSTITUTIONAL STRENGTHS AND WEAKNESSES

The evaluators have assessed the Ugandan CO's (UCO) institutional strengths and weaknesses related to gender equality by comparing the data collected from the programme staff interviews and a review of programme documents with the indicators previously developed for the institutional assessment framework outlined in Annex 6. This framework is based on four primary categories of analysis: 1) Commitment; 2) Accountability; 3) Capacity; and 4) Funding.

The assessment and rating for the UCO for each set of indicators for the four categories are summarized below. The ratings for each indicator range from a score of 1 that represents a low level of institutional achievement for this area, to a 4 at the high end of the scale. Each of the four categories of analysis starts with a summary assessment of the key assessment indicators outlined in the Institutional Assessment Framework. The ratings for each category have been aggregated to give an overall sense of the UCO's status in this area. A brief analysis is then given of any notable strengths or weaknesses for the category as a whole.

In the following section the Evaluation Team outlines its analysis of the institutional constraints that underlie these weaknesses in the integration of GE policy in programming, implementation and results. They found that many of these were beyond the control of the country office and therefore need to be viewed within a national and global UNICEF context. The Team were also told that day-to-day institutional guidance on gender equality comes more from the PPPM and the RO, than from the formal Gender Policy. Overall the capacity and understanding of GE in the CO is varied.

a) Commitment

Description	1	2	3	4
Senior managers support staff with interest in promoting GE but do not provide systematic direction to all programme staff.		■		
SPO has participated in gender analysis/awareness training in past 5 years (low). Note: Formal gender training done in Mozambique in the context of capacity in preparation of gender policy.			■	
M&E TOR do not include gender equality responsibility and concerns	■			
Some Links made between priority GE inputs in CCA and UNDAF and CO programmes			■	

172 The evaluation team was specifically asked to provide this analysis at this point in the case studies by the Reference Group

173 CPAP 2006-2010, p.13.

Unicef perceived as having leadership role related to GE within UNGTG or UNCT			■	

Rating scale: 1-Low, 2-Fair, 3-Good, 4-High.

There is a strong normative commitment within programme cluster staff to their work in general, and to supporting the problems of children and women. Some individual staff members have made significant efforts to integrate gender issues into their programming areas. The Evaluation Team observed the dedication and passion of individuals, and the programme cluster staff very clearly. The M & E TORs do not include any references to gender equality responsibility or concerns. The Evaluation also generated interest in GE issues and there is sufficient commitment within the CO to build on for future programming initiatives with a stronger GE focus.

b) Accountability

Description	1	2	3	4
Lines of accountability for gender equality inputs exist, but not enforced systematically		■		
Senior managers officially do not have gender equality as one of their key assignment.	■			
Only jobs that have a strong focus on GE includes relevant task related to GE		■		
GFP has not TORs clearly outlining roles and responsibilities of a GFP. Only a short line on GE responsibility in GFP job description.	■			
M&E Reports do not report on results for GE interventions.	■			
Programme Documents technically require management sign-off on the GE inputs before they are approved but this process is only enforced on an ad hoc basis.		■		
Unicef only holds partners accountable for promotion of GE where women and girls are primary beneficiaries.		■		

Rating scale: 1-Low, 2-Fair, 3-Good, 4-High.

The overall score for the accountability section rests between fair and low, owing to the weak institutionalization of GE in the CO. In the UCO, GE integration in programming remains ad hoc and none of the programme staff reported having a gender-related key assignment in their PERs, with the exception of the Gender Focal Point (GFP). Even then, this responsibility was stated in just one sentence. The pattern beginning to unfold in the case studies is that this situation, however, may relate less to CO-specific systems and more to UNICEF's approach to the institutionalization of gender equality as a whole.

c) Staff Capacity

Description	1	2	3	4
Staffs have knowledge of basic GE concepts, gender mainstreaming processes and UNICEF's gender policy.		■		

Gender analysis is included in planning but only on an ad hoc basis		■		
Some gender analysis is reflected in research and evaluation reports, research and evaluation.		■		
Programme planning documents include GE inputs and include specific GE objectives based on prior gender analysis but do not carry these through systematically in all sectors			■	
LFA does not include activities designed to support achievements of gender equality results.	■			
There are limited gender specific results statements in a few sectors such as Education.		■		
Emergency contexts have some assessments which include some sex disaggregated data		■		
Limited number of GE results are partially measured and progress partially tracked.		■		
Regular reporting do not include references to gender equality results achieved or an analysis of the key gender issues concerned.	■			
UNICEF staff have access to internal GE expertise on as needed basis at the CO level.				■
Most staff have skills to advocate on key gender issues with partners			■	
Knowledge Management, Unicef has some systems and tools in few areas related to GE and are used by at least 50% of programme staff			■	
Over 40% of staff have skills to do basic gender analysis related to programme themselves, but need more skills in complex gender analysis and mainstreaming suitable for their programmes			■	

Rating scale: 1-Low, 2-Fair, 3-Good, 4-High.

The overall rating for staff capacity in GE is good. This positive rating reflects future potential of senior programming staff (SPO/chiefs of sections and GFP) interviewed to take gender analysis and integration of GE into programming to a more systematic and strategic level, based on current analytical skills that are dormant from a GE programming perspective. Senior programming staff have a sufficient understanding of gender issues (inherited from previous careers or assignments) to build on for future programming. They are less knowledgeable, as most development practitioners, on traditional notions of masculinity, male roles and the application of these issues to strategic programming. The last trainings the CO conducted for staff was in 2004 and 2005. However due to competing priorities, their application to programming has been inconsistent.[174]

The GFP is a strong GE resource person and has good gender analytical skills but is overburdened. Also, the GFP's location within one programming sector sometimes limits her potential to adequately have leverage over other programming areas. The GFP needs an enabling system in the office to support the integration of GE. Overall, the potential UCO staff GE capacity could be taken to a much higher level if systematically trained and GE is institutionalised within the office.

d) Funding

Description	1	2	3	4
Adequate funding is allocated to support GE results but is vulnerable to being reallocated to other focus areas.		■		
It is possible to track funds spent on GE results in UNICEF's general programming.			■	
Funding for gender equality comes from a balanced mix of core budgets and external earmarked sources.			■	
Resources to support the achievement of GE results are included mainly in programmes in which there are large numbers of female beneficiaries.		■		
There is sustainability of funding for GE-related activities.				■

Rating scale: 1-Low, 2-Fair, 3-Good, 4-High.

While the general findings from the other countries studied were that UNICEF's existing financial reporting systems currently do not enable tracking of expenditures on gender equality inputs to projects and programmes, for Uganda, the latter presents some interesting possibilities. Thus, the above positive ratings reflect more the future potential of UCO to track GE expenditures given some innovative features they have introduced. Since 2007, in the UCO, there is an institutional arrangement for an allocation of 10% of programming budget to cross cutting issues such as social policy advocacy, human rights and gender mainstreaming. However, as GE has not been institutionalised, it is challenging to ascertain whether such intentions are being realised, especially as this budget is not earmarked for GE alone.

Interviews with some staff indicated the need for having UCO agree on a proportion of cluster resources which can be allocated for GE issues. Further, the UCO has a system of tracking resources. Interviews with M&E staff indicated that there are weekly reports that show how resources have been used and there may be potential ways to track expenditure on GE. Analysis of UCO planning tools also indicate a need for inclusion of GE activities in log frames for Annual Work Plans (AWPs) such as sensitisation of stakeholders on pertinent gender issues within sectors, capacity enhancement for partners both government and civil society on GE competencies, as well as capacity for District level programme staff to integrate GE issues. Articulation of clear activities for GE in cluster plans would make it relatively easy to allocate resources for GE. This approach needs to be investigated further in the future for both the UCO and the UNICEF system as a whole.

IV PROGRAMMING PROCESSES

Overall strategic focus and integration of GE:

UNICEF's programming in Uganda involves development in the west, humanitarian assistance in the north and conflict in the east - emergency focused programmes occur

mainlyn the conflict-affected Northern Uganda.[175] Overall integration of gender issues is uneven. Some programmes such as The Rights of All Children to Education (TRACE) has attempted to address gender disparities right up to targets and indicators, and others are ensuring equal men and women, boys and girls in participation but there are major areas such as the programming in emergencies/humanitarian contexts, where the major funding is, and in Protection areas, the integration of GE has been largely neglected. However, staff expressed their interest and appreciation of GE issues during the Evaluation. There is also a great degree of openness to taking GE to a more strategic level in programming, especially in these areas.

In terms of UNICEF organizational priorities, the UCO has addressed all the Multi-Year Strategic Plan (MTSP) areas in its current CPD cycle. The major shift has been from a developmental to a humanitarian approach. While the current Country Programme Document (CPD) covers many areas pertaining to the Millennium Development Goals (MDGs) (2,3,4,5), it take its cues from the priorities in the MTSP, United Nations Development Assistance Framework (UNDAF) and PEAP (Poverty Eradication Action Plan - the Ugandan national development plan) and there is less explicit mention of MDGs. The programming attends to the CRC (Convention on the Rights of the Child) and has been supporting CEDAW (Convention on the Elimination of All Forms of Discrimination against Women) since 2005 in developing an action plan on the implementation of CEDAW observations and recommendations. Even though the CO's support was a little too late, it still facilitated the dissemination of the action plan to districts through regional workshops, which also allow the collection of information for 2007 CEDAW reporting.

The uneven integration of GE into programming cannot be explained by a lack of commitment or staff capacity; it appears to be linked to the overall weak institutionalization of gender equality. In addition, some possible institutional constraints arising from the UN system-related programming processes will require further thought at the global level. Weak integration of gender equality in the CCA/UNDAF process (see below) and in Uganda, the compartmentalized mandate given to UNICEF within the IASC humanitarian approach in Northern Uganda poses some challenges to GE. Uganda was chosen as a pilot for inter-agency (IASC) programming in a humanitarian context and within UNHCR's lead on the Protection cluster, UNICEF was given the lead on the sub-cluster SGBV (Sexual and Gender-based violence) and a few other sub-clusters such as Water and Sanitation, and so on.

While, by all accounts UNICEF is greatly admired for its work in Northern Uganda, and on Sex and Gender-based Violence programming, from the perspective of the breadth of gender dimensions of challenges as programming contexts move from emergency, to post-conflict, to transition to re-integration and rehabilitation-this cluster approach may unduly compartmentalize UNICEF's huge potential to contribute to the lives of conflict-affected girls, boys, women and men. Also the short-term nature of programming in an emergency context, which means "churning out proposals within 24 hours" (UCO staff member), requires finely-tuned gender-sensitive operational guidance and tools within a clearly articulated strategy for integrating GE in emergencies within the organization.

[175] It appears that out of current funds around 80 million USD, arise from 16 million USD-RR, 16 million USD-OR and the rest is for the humanitarian programming in Northern Uganda.

From the MTSP to UNICEF Country Programme

The Evaluation team paid particular attention to mapping UNICEF's actual country programming process not only to capture better where and how Gender Policy was or was not being implemented, but to also to highlight the possibilities of integrating GE in the process, even if it had not been embedded from the start. The Team looked at two main processes:

- First, the UN-wide process from HQ-MTSP through to the United Nations Country Team (UNCT), Common Country Assessment *(*CCA), United Nations Development Assistance Framework (UNDAF) and Common Humanitarian Assistance Plan (CAP).
- Second, Uganda Country Office, the planning process from Country Programme Document (CPD), through to Country Programme Action Plan (CPAP), Annual Workplans (AWP).

The UN-Wide Process

Common Country Assessment (CCA) Uganda 2004: A review of the CCA indicated weak gender analysis in the key components of the document: key sectoral areas such as Security and Protection showed very weak or no gender analysis. Areas such as Population, Poverty, AIDS, Education and Health had a fair degree of gender analysis. The Health sector component for instance, has a stronger focus on service delivery to women and children but does not address the deep-rooted gender inequalities that contribute to poor health service for women and children. The articulation of gender issues in the CCA's four priority areas for cooperation (Reducing poverty and improving human development, Good governance, and Protection and promotion of human rights, supporting the national AIDS response, and accelerating the transition form relief to recovery in conflict-affected areas) is inadequate. The sector indicators for the CCA in critical areas such as Human Rights, Governance, Environment are gender blind. [176] Education, Health and AIDS have few indicators which are gender-sensitive. UNICEF's SITAN addresses more thoroughly some of the gender analysis gaps identified here, excluded by the CCA's restrictive format requirements.

United Nations Development Assistance Framework (UNDAF): The design of UNDAF was informed by key areas of cooperation outlined in the CCA. The UNDAF outcomes except one (the 5th outcome) are all gender blind .The outcomes mainly highlight the importance of addressing the needs of vulnerable groups. A review of the UNDAF Outcome Results Matrix, however, shows that the Country Programme Outcomes statements have made efforts to single out women, children and girls.

An analysis of UNDAF Country Programme Outcomes show a mixture of gender-blind and gender gender-sensitive approaches, targeting by sex and outlining some gender-

[176] Gender blind programming refers to programming that treats children or adults as a blanket category and does not disaggregate any differences among them based on sex or account for their different needs and conditions, including their different social roles and responsibilities or the underlying structural issues, e.g. a gender blind programme on HIV/AIDs may only supply medicine and not address entrenched gender inequalities that might cause HIV/AIDs to spread.

sensitive outcomes. There are relatively fewer gender-sensitive outcomes compared to the gender-blind and sex-targeted outcomes. Examples of phrases used in gender-blind outcomes include: poor *people, small farmers, children, urban poor.* Examples of phrases used for sex-targeted outcomes include: *boys, girls and women*…, *including women and children….* Examples of phrases used in gender sensitive outcomes include: "*pro-poor gender sensitive policies"; "% adolescent girls and women have life skills, gender responsive learning environments for formal and informal education".* Overall, the UNDAF indicators are gender blind. The tendency is to use quantitative indicators expressed in percentages or number, e.g., "# of districts", and non-sex disaggregated indicators. There is clear absence of qualitative gender sensitive indicators that capture the degree to which gender inequalities are reduced in the UNDAF Outcome areas.

Common Humanitarian Assistance Plan 2007 (CAP): Like with other UN-wide planning tools, a review of the CAP has indicated weak gender analysis in key areas of CAP such as the main Goal of CAP, articulation of strategic priorities, and indicators for CAP priorities. However in few instances there are sporadic gender-sensitive indicators in some of the strategies. Examples include targets on % increases in female teachers/instructors, the number of boys and girls receiving appropriate type of support per IDP camp.

Why is there relatively weak gender analysis in UN-Wide planning tools? The weakness of the CCA-UNDAF is widely-acknowledged:

> "UNDAF was developed to meet a requirement. In practice, different UN Agencies developed their own programmes." **(**UCO Staff)

Possible reasons for the relatively weak gender analysis include:

- Sometimes, placing gender equality as a stand-alone component in programme planning tools, as was the case with the Ugandan CCA, may lead to gender equality issues not being seriously addressed in other sectors on the premise that they have already been taken care of elsewhere.
- The timing of the publication of the SITAN: The wide analysis of gender disparities in Uganda in the SITAN with its rich source of sex-disaggregated data could not inform the CCA-UNDAF process, as it was published afterwards.

UNICEF Programme Process

From UN-Wide Processes, MTSP 2006-2009 to UCO Planning Tools

SITAN: The Uganda Situational Analysis (SITAN) was compiled in 2006. Both the document review and consultations with stakeholders, particularly UCO staff, have indicated that the SITAN has a relatively good analysis of underlying causes for the challenges faced by women and children for the broad areas of focus of UNICEF work. However, this varies from sector to sector e.g., situation analysis of maternal mortality tends to focus on service delivery targeted at women without necessarily analyzing the gender inequalities that contribute to poor health indicators among women such as low

educational opportunities, low status in society, lack of decision making process in matters of sexual reproductive matters including the decision on the numbers of children. The SITAN is weak on underlying structural analysis such as the impact of traditional male and female roles, male-household decision-making and cultural accepted norms of masculinity and the contribution of these to gender-related challenges faced by girls, boys, men and women.

UNICEF's programmes show a better attempt to integrate GE beyond UN-wide processes as UNICEF drew from the SITAN in its programming.

CPD 2001-2005 and 2006-2010: Two UCO programme cycles were analysed especially, the three key areas, goals, programme strategies and the Country Programme Document (CPD) expected results statements.

CPD 2001-5 Goal: One of the 4 goals for the CDP was to: "Ensure the realisation of the rights of the most disadvantaged and vulnerable girls and women to free them from all forms of discrimination".

The remaining three goals were all gender-blind and made no reference to girls, boys or women. The programming strategy for the same cycle, did not embrace gender mainstreaming as a programming strategy. The three sub-strategies were highlighted as: rights-based approaches, advocacy and social mobilisation and service delivery. The old programme cycle thus also appears to be an example of GE being subsumed into rights-based programming. In this approach it tends to be assumed that a rights-based approach will automatically reinforce increased gender equality. However, this is not the case if there is no prior gender analysis or if explicit gender equality objectives are not set from the beginning on the basis of the results of this analysis. In Uganda, the old programming also focused more on service delivery than on strategic programming.

CPD 2006-2010 Goal: The new CPD is a huge improvement on the old, moving away from a service-delivery approach to more strategic programming. There are many attempts to integrate gender issues albeit not in a systematic manner. The overall goal for the CPD is stated as: "***Ensure that vulnerable children in the most disadvantaged communities progressively realise their rights to survival, development, protection and participation".***

One of the sub-strategies to guide programming during the current cycle, is ***"Disparity reduction, equity and non discrimination****".* Within this sub-strategy, the CPD also highlighted that:

All programme strategies, programme components and projects directly address the most vulnerable of Uganda's people, namely those living in conflict and post conflict districts and in Karamoja, and are supportive of gender equality, with the objective of reaching a more equitable distribution of resources and opportunities. Gender mainstreaming will therefore be emphasised as a strategy in programme development. CPD 2006-2010 pp 13-14

It is a huge shift in the current CPD which highlights gender mainstreaming as a programming strategy; the CPD also stresses participation of children, girls, boys, and

women in decision making. Overall, the current CPD compared to the previous cycle, has a more progressive GE focus in both the goals and programming strategy.

At the moment, the CO is also investing a lot of efforts into introducing a rights-based approach to programming in programming contexts that involve attitudinal and behavioural change and indeed social transformation that are by nature "slow in implementation"; they require "long-term cumulative change". (UCO staff member)

CPD Expected Result Statements: The old 2001-2005 results statements were formulated from a rights-based approach with limited focus on addressing gender inequalities that limit women's enjoyment of rights. Excerpts from some of the result statements demonstrate this position:

- Realisation of women's rights to Sexual and Reproductive Health
- Quality services for women of reproductive ages
- Empowering women to claim and uphold their rights.

By contrast, 2006-2010 CPD results statements of the five UNICEF programmatic areas have a combination of a focus on participation, and on addressing gender inequalities. The following sample result statements demonstrate this trend:

- **Social Policy:** participation of women and children particularly vulnerable groups in decision-making processes increased.
- **Children and AIDS:** ---50% of young people 12-24 especially girls reduce risks to vulnerability.
- **Child Survival:** Young people and women ---realise their rights to antenatal care plus.
- **Protection:** Girls and boys and women will be living in an environment that supports the protective realisation of their rights to protection from sexual violence and exploitation.
- **Education:** % of girls and boys aged 6-12 realise the rights to access to education increased from 53% to 68%, while % of children who complete quality primary education and achieve required proficiency levels for the class will increase form 23% to 40%.

2001-2005 and 2006-2010 CPAPs: Gender analysis of the CPD above, has already covered analysis of some components of the CPAP such as sector analysis and results. Here, the focus is on the CPAP Results and Resource matrix. It is important to note that all the five areas of CPAP adjusted the outcomes and indicators to those that had been outlines in UNDAF and MTSP and in some cases PEAP. The gender analysis of CPAP outcomes, outputs and indicators is presented in a table format where "Yes" is inserted for indication of gender integration and "No" for indication of no gender integration in the analysis.

Overall, the analysis shows that the articulation of gender-sensitive indicators and outputs and outcomes was weaker in the 2001-2005 programme period. There are some improvements in both areas for the 2006-2010 programme as outlined by the CPAP. However, the degree of gender-sensitivity is not consistent in all programme indicators

and results and there still remains some scope for improvement and a more systematic approach to gender integration at this level of programme planning and monitoring.

Gender Analysis of CPAP Sector Results/Outcomes and Indicators - Summary overview:

2001-2005 Programme Results and Indicators								
Programme Areas	Programme. Results				Indicators			
	Low	Fair	Good	High	Low	Fair	Good	High
Health and Nutrition	√				√			
HIV and AIDS	√					√		
Child Friendly Education	√				√			
Sanitation and Water	√				√			
Children in Armed Conflict		√			√			

2006-2010 Programme Outcome/Outputs and Indicators								
Programme Areas	Prog. Outcomes/Outputs				Indicators			
	Low	Fair	Good	High	Low	Fair	Good	High
Social Policy		√			√			
TRACE			√					√
Child Survival & Dev	√				√			
Children & AIDS		√					√	
Protection						√		

("Low"= no addressing of gender disparities, "fair"=some mention, "good"=mention of gender disparities in outcomes but not indicators; "high"=indicators reflect measurement of reducing gender disparities)

Annual Work Plans: A review of the annual work plans for the sectors indicated that the weakest link in articulating GE focus is at the activities level. Even sectors such as Education which had done extremely well in systematically ensuring that gender is integrated at all levels of the UCO programme planning, were also found wanting in this regard. Programme activities that could have addressed gender focus in programming could have included activities such as:

- Enhancement of capacity of UNICEF partners both government and civil society, both at national and sub-national levels, in all areas of gender programming (analysis, integration and monitoring and evaluation)
- Enhancement of the capacity of UNICEF staff to integrate gender in their work
- Sensitisation of communities on gender issues pertinent to programme areas.

Clear articulation of gender competency skills or sensitisation activities for communities, will make it much easier to allocate budget lines for such activities.

Programming for Humanitarian Crisis Situations: The key programming guidance in the Core Commitment for Children in Emergencies does not generally differentiate between male and female children, and only make occasional references to women.

Comparison with CCA-UNDAF documents: Compared to the UN-Wide Programming Process (CCA, UNDAF), the UCO programming was much stronger. The current UCO programme cycle also had a stronger GE focus compared to the previous cycle. This may be in part due to the fact that the SITAN which includes a cross-cutting analysis of gender disparities was conducted after the CCA was developed. Thus, it could not influence the CCA process. However, overall, while current UCO programming has paid more attention to gender disparities than the CCA-UNDAF, there was still room for greater utilization of the gender elements of the SITAN analysis in the UCO's programme design.

The analysis of the UCO programming focus also showed weak articulation of gender sensitive indicators and poor articulation of gender sensitive activities in the AWP tools.

Accounts of partners, especially national-counterparts indicated that they saw leadership as an important issue in driving the strategic focus of UCO programming:

"Country Programmes take their strategic approach and focus from leadership and reflects commitment of top leadership to gender equality. The 2001-2005 focus was on Rights-Based Approach. In 2006 – 2010 it seems to be emergencies, the focus has shifted to conflict in the North with more focus on Sexual Gender Based Violence (SGBV)" (National counter-part)

The current CPD and CPAP partially benefited from the support provided through the establishment of a Social Policy programming section in the UCO, part of whose mandate is to provide technical support to other programme areas in cross cutting issues including gender mainstreaming. The GFP is located in this section. However, sustainability is a major challenge. Sometimes focus on emergency programming, may sideline the emphasis on gender mainstreaming work. (UCO staff member).

V STRATEGIC PARTNERSHIPS

Donor and Partner Perceptions of UNICEF

Overall UNICEF is held in high regard and viewed as a partner that international donors "trust", especially in terms of funding. Good leadership, in general, was seen as a key factor in the positive image donors have of UNICEF. UNICEF's work, in general, on the ground in Northern Uganda, UNICEF's responsiveness into an effective field presence in the space of a few years is well-respected. In particular, in the context of northern Uganda, UNICEF's leadership and work within the IASC on SGBV is admired. National counter-parts trusted, respected and viewed UNICEF as a "strong partner".

UNICEF is well-established with the Ministry of Education and Sport, Ministry of Health, and the Ministry of Gender, Labour and Social Development and so on and its work in girls' education and health etc. are highly regarded. The District Authorities held similar positive views. The focus group discussion with Civil Society Groups also confirmed that UNICEF is respected and viewed as `flexible' and `responsive' to real needs on the ground. However, across partners, UNICEF was not seen as a visible advocate for GE but more as a `children's organization' or a `Mother and Child' organization. Almost all partners, especially national-counterparts, agreed that UNICEF can use its current strong platform to strengthen its leadership, advocacy and strategic partnership on GE issues in Uganda.

DFID, UNFPA, Danida and Sida rather than UNICEF were viewed as leaders on gender issues in Uganda. Some national-counterparts recalled an earlier time during and after the 1995 UN World Conference on Women, as a time when UNICEF took visible leadership on GE issues. Sarah Longwe's work to build capacity on GE both within UNICEF and the government were cited as a major intervention years ago. The perception was that UNICEF's gender mandate has somewhat slipped since then.

However, UNICEF was viewed as a very important partner by national-counterparts, its work in many sectors such as education and health etc. were highly valued. UNICEF along with partners has lobbied to integrate GE into Uganda's national development plan, the PEAP, but, unfortunately the final draft within the Ministry of Finance did not reflect the GE inputs adequately, though the current PEAP is far more gender-responsive than previous ones. In the context of the 2008 review of the PEAP, UNICEF could be strategic and target, along with partners, GE capacity development of those in charge of finalizing the PEAP in the Ministry of Finance.

In general, leadership within UNICEF was perceived as key in defining UNICEF's changing priorities and focus over time, and seen as having important potential for strengthening UNICEF's gender work in Uganda.

VI GENDER EQUALITY RESULTS AND GOOD PRACTICES OBSERVED

The Evaluation Team noted multiple examples of good practices related to increasing gender equality in UNICEF's country programme and among UNICEF's partners. The partner programmes included the following:

Good Practices of GE Initiatives at National Level

Consultation with stakeholders indicated existence of good practices on gender mainstreaming in development efforts in some sectors. The practices were in the forms of development of gender responsive sector policies, guidelines or training materials. Indeed with support from some donors (DFID, Sida, Dutch donors) many government Ministries are fairly advanced in GE strategy formulation, capacity development and research.

The following are some of the examples of good practices in gender equality programming in Uganda:

- **Ministry of Finance 2007:** Budgeting for Gender Equality
- **Ministry of Finance 2006:** Gender Inequality in Uganda: The Status, Causes and Effects: Discussion Paper II
- **Royal Netherlands Embassy:** Capacity Building of Women Councillors
- **Ministry of Education and Sport:** Creating a gender responsive learning environment: A handbook for Teachers: A conceptual framework for the mentoring teachers in primary schools.(Draft, support from UNICEF and partners)
- **Ministry of Education and Sports 2006**: Gender Concerns in the ESSP A Commentary: Consultant for Development of Gender and education Policy and Gender Mainstreamed Workplans
- **Republic of Uganda/ UNFPA 2007:** 1. Guidelines for mainstreaming gender in reproductive health. 2. Guidelines for mainstreaming Gender in Adolescent Health
- Republic of Uganda, Ministry of Gender, Labour and Social Development 2007: The Uganda Gender Policy

- **Republic of Uganda/ UNFPA 2007**: Compendium on Publications and researches on Sexual and Gender Based Violence and Adolescent Sexual Reproductive health and Rights
- **Republic of Uganda / UNFPA 2007**: A Gender Analysis of the Health Sector Strategic Plan

While there is a detailed analysis of good practices related to increased GE promoted by UNICEF, the Evaluation Team also wanted to highlight some programmes that stood out from the perspective of achieving significant GE results.

Overall UCO has contributed significantly towards interventions in the area of women's and children's rights, and those of girl children, in particular, within a overall programming approach that has chosen to "focus on the most vulnerable children and women in the most disadvantaged districts". [177] Thus the Evaluation team observed many interventions and related results in the area of improving the lives of women and girls. However, these were often ad-hoc and scattered owing to a lack of an overall GE strategic results perspective.[178]

In spite of this, given the national context, the CO has made huge strides in the critical areas of girls' education and in raising national awareness on the importance of maternal mortality. Establishing girls' education and maternal mortality as domains requiring official national attention- right down to the community/IDPs camp level is a huge achievement. A critical factor in the view of the Evaluation Team was the high dedication and innovative leadership of programme staff in these areas. These results documented by the Evaluation Team have not been analysed in this particular manner or reported in this way previously.

In the field of girls' education UNICEF and partners have brought this critical developmental area to the forefront in Uganda. This has been achieved through a combination of innovative strategies and initiatives such as UNGEI, the United Nations Girls Education Initiative. Some innovative strategies include using multi-stakeholder involvement, working in partnership with government, NGOs, Women and Youth groups, parents and teachers, soldiers, religious and faith-based organizations, and girls and boys. Strategic alliances between adolescent boys and girls have been encouraged through the GEM, Girls' Education Movement. Pro-active strategies to target girls most at risk of dropout such as adolescent mothers and returned abductees. The Evaluation team were able to observe adolescent girls involved in the former programme attending school with their babies.

UCO and partners have been part of a changed national response to what till a few years ago was an `invisible' policy issue of maternal health, given high maternal

177 CPAP, 2006-2010, p.13.

178 The working definition of gender equality results used by the Evaluation team is any effect of a project or programme supported by UNICEF that reduces gender disparities regardless of whether gender equality was systematically integrated into the documented programming or related results framework. The results highlighted and analyzed are results observed by the Evaluation team rather than evidence-based.

mortality and previous unmet needs of services. Innovative strategies included starting with generating credible evidence for policy makers in partnership with Columbia University and using an evidence-based advocacy approach. Further in partnership with John Hopkins University a practical support package was developed for government service-providers on the ground. Strategic advocacy was used to bring high visibility to these issues and this was taken "all the way right up to the President". Community dialogue was also used as a key advocacy strategy where village elders, religious leaders and existing community networks of communication were used to spread awareness of these issues. In the view of the Evaluation Team, this is a model good practice where UNICEF functions as a catalytic leader to initiate social transformation without doing everything by itself. This is best captured in the view that "We have made a difference to maternal health without buying any equipment, we have leveraged the system".

VII CONCLUSIONS & RECOMMENDATIONS

Based on the indicators developed as a part of the Institutional Assessment Framework, the Evaluation Team has assessed the Uganda CO's status in terms of UNICEF's gender policy implementation as being at the semi-integrated stage of gender policy implementation.

In the long term, to implement UNICEF's gender policy more systematically, the UCO could examine strategies it could use to work towards the processes described in the right hand column of the table below. The recommendations outlined are designed to assist with this process at the UCO level. Recommendations that target the RO and HQ levels will be addressed in the final report.

Current Status: UCO at Semi-Integrated Gender Policy Integrated Stage	**Future Ideal: Rights and Results-Based Gender Policy Implementation**
• Findings and results of gender analysis evident in some aspects of programme design, implementation, and monitoring and in institutional decisions. • However, the results of this gender analysis have not been applied at all levels systematically. • Limited degree of formal accountability for integration of gender equality in programmes.	• Gender analysis used to identify priority gender equality and rights results needed • Resources to achieve GE results integrated into programme design. • Clear results indicators and baseline information established at the beginning of planning process • GE indicators monitored throughout implementation and evaluated at the end of programme to determine actual results achieved. • Organization and staff are held accountable for the achievement of these results.

Recommendations for UCO

It is recommended that the UCO:

1. Develop an overall country-based gender equality strategy for its programmes. The Gender Focal Point and Monitoring and Evaluation Officer could potentially work together to help monitor the implementation of this strategy.

2. As a part of this Gender Equality Strategy, undertake regular GE Situation analyses for each sector focus area to support and inform all of its programming and planning and leading up to the Mid-Term Review of the 2007-2011 programming cycle.

3. Enhance programme staff gender capacity by developing a systematic GE training programme in collaboration with other members of the UNCT where appropriate, starting with adding gender equality as part of its professional skills development process for 2007.

4. Work more closely to support CEDAW reporting for Uganda and incorporate major CEDAW Committee recommendations into UNICEF country programme design.

5. Strengthen the documentation of GE in programmes, particularly with regard to objectives and gender equality results statements, gender equality results anticipated and achieved, monitoring indicators and lessons learned. Key documents on which to focus include the CPD, CPAP, AWP, IMEPs and Annual reports.

6. Include strategies to sensitize men and women, boys and girls in communities as part of the overall GE approach within programme strategies.

7. Have programme strategies work more closely with the UCO communications team to strengthen GE evidence-based policy advocacy and ensure greater and more strategic visibility of gender-related challenges in Uganda (See Maternal Health good practice below as a model strategy for advocacy and change).

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[180] UNICEF, Kampala Uganda

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Country Case Study 4: MALI

Kisanet Tezare – Lead Evaluator
John Rowley – Evaluator

I. INTRODUCTION

The Mali Country Office (CO) was one of the six countries to participate in the global evaluation of UNICEF's gender policy implementation. The evaluation of the Mali CO is expected to add a valuable dimension to the evaluation in terms of capturing how UNICEF's Gender Policy is understood and applied in the West African region. The global evaluation seeks to identify institutional constraints encountered by country offices in implementing gender policy, analyse strategic partnerships and document the type and scope of gender results achieved. In addition, it also aims to determine where good practices exist, and how these could be replicated in other programming and geographical areas of UNICEF's operations. The evaluation strives to make practical recommendations to enhance UNICEF's gender policy implementation.

The evaluation mission Mali took place from September 3-15, 2007181 including a field trip to Segou from September 9-11, 2007. The evaluation process consisted of a review of key programme documents182, individual semi-structured interviews and focus group discussions (FGDs) with participants from the programme sections of the Mali CO, government partners, UN agencies, NGOs, donors, and beneficiaries.183 In Bamako, a total of 56 interviews were held including with (2) senior UNICEF Mali management, (14) programme staff, (29) government partners, (3) UN agencies, (8) donors, and (13) NGOs. Ten FGDs were conducted with diverse beneficiary groups of three UNICEF's programmes in Bamako and Segou; and a site visit to a local NGO in Bamako was also undertaken on September 6, 2007. The site visits included the (a) Yangasso CSCom where respondents included medical staff, community management and 'relais' members as well as female and male beneficiaries of the community health centre, (b) Yangasso CDPE included FGDs with the management committee, the 'mother teachers', and female and male beneficiary groups, and in Segou (c) Bagadaji School where focus group discussions took place with the management committee and parents, and (d) l'Académie involved a meeting with the 'Parlement d'enfants' and with staff and administration.

Upon arrival, the evaluation team was also able to ask for additional interviews with the Embassy of the Netherlands, Save the Children, SNV, Plan Mali, Oxfam GB, The Office of the Verificateur General, the Danish Embassy and USAID. It was not possible to hold meetings with Plan Mali, the French Embassy and USAID. Of the three UN agencies scheduled for appointment, it was only possible to meet with the UNDP and the World Food Programme. At present, UNIFEM is represented by UNDP in Mali.

[181] Kisanet Tezare, Lead Evaluator; John Rowley, Evaluator
[182] Reference Materials Used and Documents Reviewed.
[183] Please see Annex 13 for complete list of names of persons contacted

The two programmes identified by UNICEF Mali as their flagship programmes were: "Child and Girl Friendly Schools" a component of the 2003-2007 Education for Life programme; and "Early Childhood Survival" one of three components of the 2003-2007 Child Development and Survival programme.

II. GENDER POLICY IMPLEMENTATION IN THE MALI COUNTRY OFFICE

National context

Mali presents a challenging context, especially in terms of the local understanding and interpretation of gender equality. This presentation of the country context is intended to highlight elements of the situation that influence the implementation of UNICEF's gender policy in Mali. Some of the factors outlined are common to the region, some are unique to Mali and others represent common challenges found in many countries related to gender equality.

The context is determined by several key elements:

- Extreme, widespread chronic poverty: Mali ranks 174th out of 177 countries on the 2005 UN Human Development Index (HDI) and 136th/140 countries on the Gender-related Development Index (GDI). According to the latest PRSP, 59.2% of the population live under the poverty line,184 with the highest percentage being in rural areas. The Poverty Reduction Strategy Paper (PRSP) reports 185 suggest that growth in the Malian economy is reducing poverty.
- The Observatoire du développement humain durable (ODHD) report shows how the reduction in the national average is due to changes in the urban centres, principally in Bamako. At the same time poverty in rural areas and for the vast majority of the population has actually increased. This is in part attributed to strong traditional authorities that reinforce and promote social and cultural norms and attitudes that preserve gender inequalities and which are often damaging to girls and women.186
- Weak application of existing international conventions, which are only known or understood by a minute proportion of the population, and least of all by women.
- Patriarchal ideologies permeate through Mali's norms, customs and traditions to the point that women are expected to remain obedient to their husbands and suffer in silence.

The alarming education gaps among girls and boys at all levels of the education system187, both in terms of enrolment and retention rates have led to low female literacy rates. The school dropout rate is reported to be higher for girls than boys and starts at a young age more likely due to early pregnancies.

[184] Mali PRSP 2nd Generation, 2007-11, Version 1, P. 6.
[185] Rapport Provisoire De Mise En Œuvre Du CSLP Année 2005, Juin 2006, Ministère De L'économie Et Des Finances.
[186] Gender Assessment Mali, The World Bank, Page 10
[187] Progress report on the implementation of MDGs, Republic of Mali & UN, 2004, Page. 16

Girls are often subject to harmful practices such as being forced to marry very young and therefore bearing children early, or to undergo other dangerous practices such as Female Genital Mutilation/Cutting (FGM) or 'gavage', a process of force-feeding which starts with young girls to accelerate their growth and facilitate early marriage. Such practices perpetuate their already vulnerable state, and contribute to their remaining illiterate and marginalized.

There is fragile reproductive health among women and girls and this is linked to high mortality rates, gender-based violence such as FGM and other unsafe practices such as lévirat et sororat [188], humiliating and degrading widowhood practices, domestic violence, and sexual abuse and exploitation. Violence against women is considered a private matter and not a public problem that would hinder development.

There is inadequate documentation of women's full contribution to the economy in national statistics, either because most of their work is in the informal sector or household level. There is also a young and weak civil society, especially in its abilities to challenge government. This is compounded by the under-representation and weak participation of women in the public domain, due to socio-cultural prejudice against women, heavy workloads that leave little extra time for women to participate in community and political activities, or to develop financial capacity and self-confidence. There is also insufficient recognition by leaders of the need to address gender equal representation. Both men and women have limited access to their human rights, but the situation for women and girls is significantly worse.

Mali is a signatory of many international conventions including CDE/CRC (1989) and CEDEF/CEDAW (1979) and the Millennium Development Goals. The Ministry for the Promotion of Women, the Family and the Child was created in 1996 and produced a five-year action plan (Plan d'action pour la promotion des Femmes 1996-2000). The UNDP/HCDH mission to Mali in 2000 remarked on two phenomena affecting rights: (a) the arsenal of legal instruments promoting rights and (b) the "numerous obstacles to enjoying those rights". A legal framework called the Code de la Famille (Family Code) has been drafted to advance women's rights so that they match those of men more closely, especially with regard to inheritance, land ownership, divorce and the transmission of nationality. However, this Bill has been stalled since early 2000 due to pressure from traditional and religious leaders questioning the issues of polygamy and the proposed girls' age of marriage.

The concept of gender equality and equity has had a difficult history in Mali and does not translate easily into local ideas of relationships between men and women. Many people find the concept to be foreign and see it as one that is being imposed on them. They also perceive it as an approach that promotes opposition between men and women. Somewhat aggressive presentations about women's situation have helped to raise the issues, but have also offended many people and made the word "feminist" an entirely pejorative term. Although FGM has become part of public debate, many other issues affecting women remain outside of open discussion and are difficult to engage in, and are sometimes referred to as socially "taboo".

[188] Sororat refers to a man marrying his deceased wife's sister whereas levirat is when a man marries the widow of his deceased brother. These instances appear to treat women as the property of men without control over their bodies or their relationships.

UNICEF Mali – Programming Strategy

The programme strategy of the Mali CO reflects a good understanding of the difficult context in which it operates, as demonstrated by its four programming focus areas.[189] Due to the country's relative stability, much of Mali CO's focus has been on development initiatives. There is an ongoing "silent emergency" of chronic malnutrition[190] and UNICEF intends to increase its response to this through a partnership with the WFP. In terms of its approach to gender, most programme and project documents state a clear intent to address the immediate and long-term development priority needs of the country. To that end, the Mali CO has taken initiatives to integrate gender-sensitive approaches to its programming, which to a certain extent have enabled it to address practical needs and strategic interests. While commendable, these attempts have been inconsistent in nature and therefore not effective in establishing systematic gender programming processes. This is more visible in their education and health interventions where the targets are girls and women. Nevertheless, the evaluation noted some important differences in understanding of gender in these teams. For this reason, it appeared sometimes as if the CO had taken a more Women in Development (WID) approach[191] in redressing some of the existing gender imbalance in literacy rates. It is also worth noting that because key programming in UNICEF COs is guided by the international conventions it supports, there is an inherent tendency to design programmes that allow blanket targeting of 'children' and women in line with the spirit and objectives of the CRC and CEDAW.

III. ANALYSIS OF INSTITUTIONAL STRENGTHS AND WEAKNESSES

To analyse institutional strengths and weaknesses, the team relied on semi-structured interviews and assessed the findings in accordance to the Institutional Assessment Framework (IAF). The latter also called for a thorough review of programme documents. The IAF is based on four categories of analysis: 1) Commitment; 2) Accountability; 3) Capacity; and 4) Funding.

The following pages provide a summary of the analysis and rating for the Mali CO for each indicator in the four categories mentioned above. The findings and ratings indicated in the four tables below were validated by the country office following a wrap-up meeting. Each indicator is scored on a scale of 1 to 4, with 1 being at the lowest end and 4 at the highest. A summary analysis of each category is then provided in order to explain the varying levels of ratings in a category, as including average scores for each category would not provide a fair assessment.

[189] UNICEF Mali has four key strategic programmes: Child Survival, Basic Education and Equity, Protection of Children, Promotion of a culture of Rights. A decision was made during the development of the 2008-2012 country programme to mainstream HIV/AIDS and gender equality into these four focus areas.
[190] CPD 2008-2012, p. 6.
[191] An approach that focuses primarily on women and girls as opposed to analyzing the underlying gender-related causes of why they are particularly vulnerable in a specific context.

The responses at the CO level bring out the strengths and weaknesses at both institutional and personal levels, as expressed by programme staff. As such, presenting the challenges below exposes the areas of opportunity for UNICEF.

(a) Commitment

Description	1	2	3	4
Representative demonstrates active & visible leadership of GE issues in CO, although GE is not integrated in all programmes				■
Representative has participated in gender analysis/awareness training in past 5 years.	■			
Highest level of authority of staff with significant responsibility for GE = Representative.			■	
Gender Focal Point = JPO = P2			■	

Rating scale: 1-Low, 2-Fair, 3-Good, 4-High.

Overall, the Mali program has a strong commitment to working on gender issues. The high profile support of the Representative; the creation of a Gender Task Force; the leadership of the Task Force by the Deputy Representative and the drive of the Gender Focal Point all contribute to a high level of commitment to gender work there. The Mali CO also actively sought to participate in this evaluation so that they could further examine and improve their gender approach.

"To change the status of women, it will be necessary to engage and work through men."

« Il serait nécessaire de passer par les hommes pour changer le statut des femmes. »
Interviewee. Malian line ministry

The high degree of participation by staff in evaluation meetings was one indicator that gender issues are taken seriously in the country office. The level of discussion during presentation meetings, individual interviews and feedback meetings also suggested a high level of understanding of gender concepts.

(b) Accountability

Description	1	2	3	4
Lines of accountability for gender equality inputs exist, but not enforced systematically.		■		
No staff, except GFP, have promotion of increased gender equality as one of their annual key assignments.	■			

No one's job descriptions include relevant tasks related to gender equality	■			
M&E reports include little assessment of programme effect on gender equality, and it is not applied consistently.		■		
Limited evidence that UNICEF holds its partners accountable for reporting on increased gender equality in the programmes funded.		■		
Programme documents do not systematically require management sign-off on the gender equality inputs before they are approved.		■		
Gender Focal Point does not have clear TORs.	■			

Rating scale: 1-Low, 2-Fair, 3-Good, 4-High.

> "Mainstreaming sometimes means that everybody's business becomes nobody's business."
> *Senior Management, UNICEF Mali*

Workplans and PER reporting do not include specific references to gender equity work or special indicators on gender work. Job descriptions are based on generic UNICEF versions and do not, therefore, contain specific requirements related to promoting increased GE.

The Gender Focal Point is formally of a low status (JPO, P2) but has strong support from senior staff and has been working actively to increase the attention paid to gender work within the Mali office.

There is also a difficulty caused by an assumption that everyone knows how to "mainstream" gender within an institution. In fact, although there is an understanding of what mainstreaming should mean, there is little shared knowledge of what actions need to be carried out to achieve it and who is responsible for doing so.

ToRs for research are also weak on gender analysis. For example: the key piece of research on attitudes to child rights did not ask that consultants examine attitudes separately for men, women, boys and girls or the implications of these differences. The situation analyses in program documents and the design of monitoring and evaluation are also not systematic with regard to gender considerations.

Overall, although there is strong leadership in gender in the Mali CO, the level of accountability for integrating gender in programming could still be strengthened significantly. The Malian context also contributes to a general unease about working on gender issues for UNICEF programme staff. In particular they find difficulty addressing the overall expectations of them in their programme work (based on multiple mandates) and what is expected of them in terms of improving the integration of gender quality issues in their work.

(c) Capacity

Description	1	2	3	4
Staff are aware of UNICEF's gender policy, but staff have limited knowledge of gender equality concepts to apply to their work.	■			
Qualitative gender analysis is either not included in programme planning or only on ad hoc basis.		■		
Some programme planning documents include GE inputs or objectives. Some planning decisions are based on prior qualitative gender analysis.	■			
There are few technical experts in gender equality that staff can call upon within UNICEF.		■		
Gender quality results are not clearly defined, measured or tracked, with the main focus on sex-disaggregated data.	■			
No formal systems exist to capture and document internal knowledge on gender equality, particularly good practices.		■		
Few staff have knowledge and skills they need to advocate effectively on key gender issues with partners.			■	
Staff have not been provided with gender analysis and advocacy training.	■			
Most staff do not yet have the capacity to conduct qualitative gender analysis to support their work.		■		

Rating scale: 1-Low, 2-Fair, 3-Good, 4-High.

There are important weaknesses in the application of gender approaches in program work within the Mali CO. First there are difficulties with shared and common understanding of gender issues and staff tends to have different interpretations of the issues and how they should be addressed. UNICEF's gender policy is largely unknown and only one staff member had received any gender training in the last five years. It was also reported that gender equality is not included in the Senior Leadership Training for executive management.

The UNICEF policy is not known partly because it only exists in English. The frequency with which only English is used in UNICEF documents is a common complaint among staff who find it hard to see why a UN agency should not provide material appropriate for a Francophone country, particularly given that French is one of the UN's official languages. They also observed that the gender policy is a very large document and does not provide simple instruction on how programs should be designed and run in order to ensure a sound gender approach.

Overall there has been a tension between the desire to work well on gender (refer the high scores in Commitment) and the means to promote improvements in gender work. Debates on gender issues have not always been effective because some of the difficulties with the words and ideas have not been made explicit. For example; the negative connotations of the word "gender" and the lack of local alternative words or phrases have not been adequately discussed. This has tended to make it harder for staff to turn their good intentions in gender into good program work. In particular, the gender vocabulary in French does not fit with the local understanding of gender issues. The phrase "gender equality" is also not used consistently by staff in the Mali office. The programs in education, HIV/AIDS and health include elements promoting the position of women, which reinforces a feeling that gender work promotes opposition between males and females.

There is also an overall sense that staff is uncertain of how gender work should be planned and carried out. Programs where activities are focussed on women or girls tend to have good analyses of the position of women and monitoring is effectively disaggregated. However, programs where the focus is not so obviously on one sex tend to be weak with regard to gender analysis and many have monitoring and evaluation plans that are not sex-disaggregated at all.

(d) Funding

Description	1	2	3	4
It is not possible to track the amount of funds spent to achieve specific gender-equality results without modifications to financial reporting tools.	■			
Resources to support the achievement of gender equality results are not systematically included in every programme/ project.		■		

Rating scale: 1-Low, 2-Fair, 3-Good, 4-High.

Throughout the program, initiatives are focused on issues facing children and women but not on gender equity as an aim separate from improving health, education or protection. There is only one "gender" project in the entire country program that carries this name. For this reason, and as the UNICEF standardized financial codes do not have a separate code for gender, it is not possible to identify funding committed to gender equality.

Summary of Institutional Assessment

Mali CO Programme staff clearly articulated the strengths and assets that have enabled their programme to make notable gains in gender equality. These include:

Specific measures in education programme target both girls and boys
An integrated health programme designed to improve maternal health and therefore reduce maternal mortality Application of a Human Rights Based Approach (HRBA) and Results Based Management (RBM) to programming

Improved efforts to collect data disaggregated by sex and age UNICEF's leadership in advocacy to change attitudes promoting harmful practices (e.g., FGM)

The programme staff also felt that there are some constraints that limit their efforts. These include:

- Lack of awareness of UNICEF's gender policy
- Unclear instructions on how to implement the gender policy. For example, staff have participated in an elaborate training on HRBA, which they felt increased their understanding and implementation of the tool. They noted that a similar training on gender would be helpful.
- Confusion about what UNICEF's mandate should be, whether as programme staff they should focus on children's rights only or also on women's rights
- Lack of skills on how to implement gender equality programming and track gender results.
- Little or no access to relevant key directives and programme documents in French.
- Awareness that the pressure to produce "concrete" results and respond to Objectively Verifiable Indicators (OVIs) in logframes puts more emphasis on countable observations and reduces the ability to comment on qualitative indicators such as changes in attitudes.
- Limited understanding of what are important indicators of increased GE.

IV PROGRAMMING PROCESSES

The last CCA[192] for Mali was conducted in 2001. In the following years, the UNCT relied on the two PRSPs adopted by Mali, the first in May 2002, and the "second generation" in December 2006. The first PRSP was considered to present a weak analysis of key poverty issues, including those that exacerbate gender inequalities. The outcome was therefore frustrating to the UN family, which at the time was debating whether to update the 2001 situational analysis and/or the CCA before the next country development framework could be elaborated. In the end, it was deemed more effective to support the Malian government in strengthening the PRSP to better address MDGs, human rights, and social economic reforms. It is against this backdrop that UNDAF 2008-2012 was drafted and finalized. The latter and the 'second generation' PRSP served as platforms for the development of UNICEF Mali's 2008-2012 Country Program Document (CPD).

From UNDAF to UNICEF Country Programme

PRSP (2007-2011) to UNDAF

Although gender was treated as a crosscutting issue in the 'second generation' PRSP, there was a lack of systematic integration of gender equality throughout the document. This was especially evident in the lack of gender-sensitive indicators. The analysis of

[192] The last CCA in 2001 was conducted parallel with the SITAN, which brought together various stakeholders and were both led by UNICEF and the Mali Government. UNICEF's 2003-2007 programme was subsequently based on the 2001 SITAN.

challenges affecting women and girls, and to some degree, boys in education and men in rural areas was also relatively weak. Overall, the PRSP is based in the idea of promoting economic growth, but with inadequate attention paid to how the benefits of growth will be shared.

A key challenge the PRSP process faced was the lack of reliable data systems. Even where data was provided, it was only disaggregated by sex for some indicators and the narrative did not provide any analysis of this data. The document generally states that gender should be an integral part of the development process, and apart from giving some brief examples, it does not follow through with this statement elsewhere. This set a poor foundation for integrating GE in the UNDAF, and none of the five (5) identified results for the country address gender equality explicitly. Consequently, the stated results are broad and vague. UNDAF 2008-2012 mentions women and children under its human rights and education sectors but presents a gender-blind[193] analysis and set of expected results for its five-year plan.

From UNDAF to CPD/CPAP

The linkages between UNDAF and the current CPD are evident, mainly because the UNDAF framework allows UN agencies to develop country programmes consistent with their mandates. While it is true the CPD builds upon the UNDAF, this is only extends to the general thematic areas. When it comes to gender equality, the CPD provides a much clearer gender awareness and targeted initiatives compared to UNDAF, even if this is limited to programme or project areas that call for gender-specific results (e.g., Education and Equity, maternity health care, FGM related advocacy initiatives).

Prior to its approval, the Dakar Regional Office called for a slight revision of the CPD to include measures against gender-based violence, specifically against FGM/C and to integrate HIV/AIDS into all programme sections. The amended CPD, subsequently approved, shows a concerted effort to 'mainstream' gender in all its programs but does not do so systematically. It was not possible to assess to what the extent the Country Programme Action Plan (CPAP) would follow the same pattern, as it was still being developed at the time of the evaluation.

A review of key programme documents such as annual workplans, MPO, annual reports and monitoring and evaluation plans found that gender analysis was present or more evident in programmes that primarily target women and girls. However, even then, it was not sustained throughout the documents, resulting therefore in inconsistent recognition of gender differential impacts or in the use of gender-blind indicators. Overall, programme documents explicitly made references to MDG3.[194]

(b) UNICEF Internal Programming Processes

Guidance from the Regional Office

[193] Gender blind refers to any statement, document, policy or programme that assumes that all interventions will have an equal impact on women and men, boys and girls and does not take their different conditions into account. There is also a tendency to use aggregate terms such as children, people, communities, etc. and not distinguish between male and female target groups or stakeholders.

[194] Refer to Annex 3 for lessons re integrating GE in the CPAP and other key programme documents in the future

In general, the Mali CO receives strategic programme related support and advice from the Dakar RO. However, only the senior management recalled obtaining some form of guidance related to gender equality. This is mostly within the framework of a forum held by the RO on a variety of development issues, where if a gender related issue is identified, it was usually discussed in that context. Staff interviewed indicated, however, that such information exchanges have not always brought practical solutions for the Mali CO. It is not clear to the CO staff whether central policy statements would reach COs directly from HQ or would come via the RO.

The programme staff noted that the visibility of the RO was almost non-existent with regard to their receiving support related to gender equality. In fact, very few officers could indicate what kind of resources were available or could not confirm whether a gender specialist or a gender unit existed at the RO level. Only two programme staff knew the name of the RO GFP, who has in the past sent out to the CO key publications on gender equality. Other than that, they could not remember either requesting or receiving any guidance related to gender mainstreaming in programming.

The Use of Guidance in Programming

Given the limited timeframe of the evaluation, it was not possible for the evaluators to collect a comprehensive list of sector-by-sector guidance used by the programming unit. However, most programme staff reported that they rely on programme directives developed by or for each section. They also ask the current GFP for supplementary support to help them integrate gender inputs into programmes and projects. Staff interviewed could not confirm how often or at what point of the project cycle they sought the GFP's input or advice.

Other references on gender equality routinely used consist of:

- Executive directives[195] posted on the intranet of UNICEF
- PPPM[196] (P. 8, Chapter 6, Section 20) – This was considered to be useful to a limited extent, particularly in the planning phase of a project/programme
- MTSP[197] (para 54-67 - Gender, and para 98-112 – Human Rights)
- The resource pack on Gender and HIV/AIDS, Operational Guide Fact Sheets[198]
- Websites of other UN agencies, namely UNIFEM and UNFPA.

Despite the availability of key documents on the intranet and internet, a persistent problem encountered by programme staff which presents a serious challenge to the national country staff is the lack of access to French language resources on gender equality. Programme staff noted that most gender equality related documents on lessons learned and good practices on the intranet are available only in English.

[195] Interview with Representative, Deputy Representative, UNICEF Mali
[196] Interview with M&E Officer, UNICEF Mali
[197] Interview with Representative, Deputy Representative, M&E Officer
[198] Primarily used by the HIV/AIDS Officer, this resource pack was received from UNAIDS

V. STRATEGIC PARTNERSHIPS

Donor and Partner Perceptions of UNICEF

Mali is characterized by a strong donor presence but a weak regulatory framework, particularly with respect to gender equality. Even though there is a government organ, the Ministry for the Promotion of Women, the Child and the Family (MPFEF) with the responsibility of promoting women's rights, it is also mandated to foster the well-being of children and families. This is one reason contributing to the fact that the Ministry is yet to develop a national strategy on gender equality. A proposition has been drafted for a national gender "mechanism" which contains a range of initiatives to push practical progress in gender work by government bodies. However, resources for the initiatives have not been identified and at the same time the Ministry has been deliberating on its mandate[199] and vision. The result has been a vacuum where the donor and aid communities have been responding mainly according to their respective mandates and priorities related to gender programming. It is therefore not surprising to find some donors who are highly interested and influential in promoting and supporting gender equality initiatives while others remain visibly absent. Those interviewed noted that at least two or three donors have little or no interest in supporting gender equality[200], possibly because measurable results take a long time to show. The aid community has attempted to remedy this situation by setting up an informal committee of donors and international aid agencies working on women's development and gender issues known as COFED[201]. Its purpose is to harmonize donor initiatives related to gender equality.

> "Gender equality issues are very important in a country like Mali, more important than HIV/AIDS, because the statistics on FGM and other discriminatory practices are more critical. But donors do not see these inequalities, especially in reproductive health."
>
> *A member of the donor community, Bamako [Translation from French interview]*

Within the COFED circle, UNICEF's contribution to gender equality or support to women's development does not seem to be widely recognized. There is also no consensus on which organization had a clear leadership in gender equality in Mali as each person interviewed named a different agency, e.g., USAID, UNDP and CIDA and one interviewee felt it was his own organization because of its elaborate gender policy and implementation guidelines. There was confusion about the mandate of each UN agency with regard to GE within COFED and some COFED members noted that there was poor coordination among each UN organization, resulting both in inefficiency and

[199] The MPFEF, whose mandate is seen to be too broad by many, is debating whether to focus on promoting women's rights or gender equality. In a nation where gender equality has adversarial connotations, it is critical for the Ministry to engage a large number of stakeholders and the public in order to ensure the vision it would define would meet the needs of women, men, girls, and boys.
[200] Subsequent interviews with some of these donors also confirmed their lack of knowledge of any key gains or setbacks, or of who the key players are in gender equality in Mali.
[201] COFED is currently chaired by CIDA, its members include bilateral organizations such as embassies of the Netherlands, the USA; the Cooperation of the French, Swiss, Swedish; GTZ, USAID, SNV, CECI, and the following UN organizations: UNDP, UNCDF, UNFPA, UNESCO, UNICEF, FAO, IFAD.

possible duplication of efforts. UNICEF's gender policy appears to be also largely unknown among donors and partners[202].

> "Gender equality between men and women is neither social nor cultural cosmetics; rather it is an economic, political and democratic necessity."
>
> *Ministry of Foreign Affairs, Danida, Gender Equality in Danish Development Cooperation, Strategy, 2004.*

How UNICEF is perceived at the local partnership level is in stark contrast to the donor viewpoint. Here partners and programme beneficiaries perceive that UNICEF is playing a strong leadership role with regard to children's rights advocacy. Some partners in education and health also see UNICEF as a leader in gender equality. This may be explained by the fact that UNICEF's visibility in gender is apparent in areas where its primary targets are women (maternity related interventions) and girls (girls and boys' school enrolment and retention gap reduction programmes). There were also instances where partners related UNICEF's solid experience in advocacy to having contributed to the advancement of women's status in Mali. They recounted the organization's support related to CEDAW and notably the "Code de la personne et de la famille" (Family and Persons Code), which has yet to be adopted by the National Assembly.

Examples of Good Practises in Gender Policy

In keeping with the Evaluation TORs and to foster the sharing of lessons learned, the Evaluation Team made concerted efforts to collect information related to good practices in gender equality by both UNICEF and its partners. The following are examples of initiatives taken by organizations other than UNICEF in Mali. They clearly indicate that much of what is being conducted around gender equality is done in isolation of each intervention, with little coordination amongst the organizations concerned.

Danida:

- requires its staff to complete a gender training offered online. It takes 3 - 4 days and must be completed within three months of being hired.
- carries out a thorough analysis of the institutional, political and social situation and of the best indicated methods for working in an equitable way with men and women in the chosen programme areas.
- sets out a clear rationale in its corporate gender policy for addressing gender issues, some practical considerations for implementation and stresses the importance of local ownership and local "rooting" of work on gender.
- CIDA: Capacity building support to the MPFEF – a gender specialist[203] has been providing in-house training to the Ministry since 2006.
- Ongoing discussion among key stakeholders in HIV/AIDS: Possible inclusion of men in the PMCT HIV/AIDS initiative, to reduce the stigma felt by women and increase understanding among men on the importance of not breastfeeding in cases where the mother is HIV positive.

[202] According to the COFED current chair, the association has just called for each member organization to share information on its gender policy in a bid to improve coordination of efforts.
[203] Suzanne Ménard is a gender expert based in Bamako under an agreement with the Canadian Government.

- A gender equality assessment (April – June 2005) financed and led by the World Bank involved civil societies that now serves as an advocacy tool for civil society and gender interest groups.
- A World Bank initiative targeting girls who have dropped out of school through support of remedial courses. This work features as part of the UNICEF model in the programme with homeless girls and young women in Bamako.
- WFP School Feeding Programme where families who send their daughters to school are provided eight litres of oil every three months. They reported that this initiative has improved the attendance rate of girls.
- WFP Mali has two GFPs: the lead GFP is normally a woman and the alternate GFP is a male programme officer. This way they can both share the workload and ensure that there is representation of both a male and female perspective.

VI GENDER EQUALITY RESULTS OBSERVED

Given its country context the Mali CO has designed programmes that address gender equality from both a practical needs and strategic interests perspective. For purposes of this evaluation, these results are only observed. Most of the gender-specific results are already documented in the CO's annual reports and some were identified through the interview process.

There were also some measures newly introduced by the CO and others that staff did not necessarily perceive as contributing to increased gender equality, but which in the view of the Evaluation still represented good practices. A summary of all of these are outlined below:

The establishment of the Gender Task Force (GTF) at the Mali CO is an innovative approach as it strives to distribute the responsibility borne by the current GFP across all the major sections of the CO. This idea stemmed from similar initiatives for HIV/AIDS and Communications, where it was deemed necessary to create a committee drawing focal points from the programme and operations sections. The GTF, headed by the Deputy Representative and coordinated by the current GFP includes members from seven sections, including Communications and Human Resources. The task forces mandate seeks to promote a management culture that supports gender equality and diversity at the administration level, and to improve the implementation of gender mainstreaming approaches. The committee has met once since it was established in July 2007, and aims to meet at least 2-3 times per year.

The Mali CO is supporting measures against gender-based violence and has recently teamed up with SIDA to set up a national commission to combat FGM practices.
Child trafficking in Mali occurs within the country as well as across international borders[204]. The children affected are for the most part young girls who run away their rural homes and find themselves working in low and often exploitative situations in urban areas. UNICEF Mali is working to combat child trafficking through its Protection programme and is also collaborating with the Belgian cooperation in this area.

[204] The first common destinations for international child trafficking include Ivory Coast, Guinea, Burkina Faso, and Senegal.

Mali is known for its extensive set of laws and regulations. However, almost all of these documents are in French and their understanding is also made difficult by the use of judicial terminology. UNICEF has supported the vulgarization of some legal texts that are relevant to its mandate, namely the Constitution, the CRC and CEDAW.

The Mali CO supports the work of the MPFEF in various ways. For example, it has just provided institutional strengthening support to the Ministry by assisting them to develop their 5-year action plan, as well as provides other forms of capacity building support.
Advocacy on the elaboration and approval process of the 'Code de la Personne et de la Famille'.

VII CONCLUSIONS & RECOMMENDATIONS

Using the rating system of the Institutional Assessment Framework, the Evaluation Team concluded that the Mali CO is at the semi-integrated mainstreaming stage of gender policy implementation.

The Mali CO has succeeded fairly well in gender integration at the planning, implementation, and monitoring stages. This is particularly evident in gender-specific programmes where the primary targets are women and girls. However, it would be useful for the CO to also adapt to a more systematic approach so that the same level of attention is accorded to gender issues in all programmes. The table below indicates two scenarios for the Mali CO, the first one depicting its current status with regard to gender mainstreaming and the second (right-hand side) outlining what else it needs to do to implement a more seamless and consistent gender strategy. The recommendations outlined below pertain to the CO level only. The larger scale institutional recommendations that need to be directed towards the RO and HQ will be integrated in the final evaluation report.

Current Status: Mali CO Semi-Integrated Gender Policy Integrated Stage	**Future Ideal: Rights and Results-Based Gender Policy Implementation**
• There are some findings and results of gender analysis in some programme design, implementation, and monitoring • Gender analysis not applied consistently, or if so, not well documented in annual work plans • Some baseline data, disaggregated by sex but not applied systematically in the analytical process of planning • Indicators are not always gender sensitive (both in intent to collect and to report) • Restricted level of accountability for addressing gender equality in programmes.	• Gender analysis used to identify priority gender equality and rights results needed • Resources to achieve GE results integrated into programme design. • Clear results indicators and baseline information established at the beginning of planning process • GE indicators monitored throughout implementation and evaluated at the end of programme to determine actual results achieved. • The CO and staff are held accountable for the achievement of these results.

(a) Recommendations for Mali CO

Review of mandate within the UN System in Mali. The Mali UN group needs to examine overlaps and gaps in its mandates related to gender equality as part of the ongoing global reform of the UN system.

This reform in general work is already underway but has not yet developed a great deal of momentum as the global reform is taking a long time to show results. In Mali the reform also does not yet focus on gender as each of the UN agencies has a gender policy and there may be a presumption that gender has been "mainstreamed" and does not require additional attention. UNICEF management could start with sharing the results of this evaluation with other UN agencies in Mali and then lead a discussion on the best approaches to gender equity work in the Malian context.

1. New definitions of gender

There is a need to develop a new language to describe gender equality and equity in French and within the Malian context that will provide greater clarity about the meaning of these concepts and which will not be so closely associated with the now unfortunately negative connotations of feminism.

There is potential in starting new office-wide discussions around local concepts of complementarity (e.g., ngogon dafa, in Bambara). This concept includes understanding of the different roles but equal importance of men and women in society. The discussions could explore the differences in positions of men and women in society to develop areas of support to women that make sense in programming work and in the Malian context.

2. Training opportunities

UNICEF Mali could explore the possibilities of organizing joint gender training initiatives with other UN organizations in the country, e.g., there are opportunities for UNICEF and WFP in Mali to find common gender related areas of interest (support to school canteens, nutrition programmes).

This training should not be carried out as an end in itself, but should be linked to immediate use of the training. It also needs to use different learning strategies such as workshops, online training tools, discussion groups, etc. so that different learning styles can be supported and learning shared within the office. The timing of the evaluation fits with planning of new country strategy and plans and the plans could be addressed directly after receiving training.

3. Program work on Recognition of Rights

The UNICEF program needs to take a more direct role in the diffusion of legal texts related to gender equality in local languages.

This would directly address the ignorance of legal instruments that offer protection of rights and promote discussions of the meaning of "rights" within the Malian context. The work would require several stages: translation and abridgement of legal texts into short texts in plain language; translation of simple text into local languages; design of

publications using images, cartoons and good graphic styles; and, facilitation of discussions at community level based on the texts.[205]

The development of simple texts needs to be regularly tested at community level and should be integrated with other work that is in close contact with local authorities and communities. UNICEF is in a good position to carry this out with its integrated programs and committed program staff.

4. Greater attention to a more gender-sensitive life cycle approach

There is a need to target adolescent girls and boys, who have dropped out of school and may not have access to social services and resources.

Discussions on education issues with parents and committees highlighted a persistent problem facing adolescent girls and boys who leave school for various schools. This concern was also raised in the context of higher illiteracy rates among women in Mali.

5. Systematisation of gender in program documents

All program and project documents need to be assessed for gender approach and special attention paid to work within community, family and government contexts so that the situation of women is addressed as part of a more holistic approach.

Work with women and girls should not be continued in isolation from changes going on in households, institutions (e.g. schools) and society (e.g. local government, NGOs, etc.). An immediate tool would be the replacement of all neutral nouns with gender-specific nouns. This may be resisted as tedious but should allow more penetrating analyses of the current situation. It would also facilitate the identification of gender-sensitive monitoring and evaluation methods including specific indicators.

6. Accountability of gender in management

Senior management needs to require each program team to show how it has enlarged its approach to involve more gender-sensitive approaches and to hold individual staff accountable for this during their annual performance evaluations and in the annual report.

There may be less work required to reach this point in education and women's health than in HIV/AIDS and other programs. Initially there would need to be extra supervision of routine procedures in design and monitoring and evaluation to ensure a more consistent and systematic integration of gender equality approaches. UNICEF staff in the Mali CO currently do not seem to want to be assessed on gender work as part of their PER. This could be more accepted if each officer had gender elements specified in their Annual Work Plans. However, as this evaluation has shown and has been feared in many areas of international development, mainstreaming has not been successful in itself and needs to be supported by specific gender specialist inputs and making all staff responsible for the gender approach in their work.

[205] There are attempts to do develop simple and illustrated texts in Mali (for example: SNV, UNICEF, OVG, etc.) but it would be a good idea to look for the very best quality work and perhaps examine some samples from Associates in Research and Education for Development – **ared@enda.sn** (ARED) in Dakar, Senegal.

7. Access to gender specialists

The Mali CO could develop a roster of local gender specialists to help programme staff work actively to conduct gender analyses as a regular part of the programme planning process.

Annex 1 below contains more detailed suggestions re recommendations 6 and 7.

Detailed Suggestions for Integrating Gender Equality in the Future

Country Programme Action Plan (CPAP)

- Need for stated results to include more gender explicit goals in all the five programme areas
- Participation rates to be broken down by sex (and by age where applicable)
- Track if existing baseline information contains sex-disaggregated data to allow for better tracking of gender-explicit results
- Update LFA such that results indicators are clearly linked to stated objectives
- Allocate adequate resources to achieve stated results and to enable proper monitoring and evaluation of results during implementation and at the end of the project cycle
- Explore practical ways of holding programme staff accountable for the achievement of stated results (eg. Explicit responsibility to integrate gender equality input)

Annual Workplans

- Gender explicit objective to be integrated in the project objectives for each year
- Need for explicit number of male and female target groups

Integrated Monitoring and Evaluation Plans

- Project objectives could be strengthened by the inclusion of an explicit gender equality objective
- Need for specific qualitative and quantitative indicators to measure project effects on gender equality
- Need for general project indicators to be gender-sensitive (e.g., include numbers of female and male beneficiaries reached)
- Targets to be disaggregated by sex where possible and appropriate

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Country Case Study 5: NICARAGUA

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I. INTRODUCTION

Nicaragua is one of the six countries that participated in the global evaluation of UNICEF's gender policy implementation. The general purpose of the case study is to:

- assess how a representative sample of country offices (CO) selected by UNICEF are implementing UNICEF's gender policy in each region
- analyze the institutional constraints the COs face in the policy implementation process
- to review strategic partnerships and to document the type and scope of gender equality results being achieved through UNICEF programming.
- identify good practices that could be scaled up elsewhere
- make recommendations that are grounded in a strong field experience in order to strengthen the impact of UNICEF's gender policy.

Two members of the Evaluation Team participated in a ten-day evaluation mission to Nicaragua from September 2 to September 14, 2007. The following findings are based on semi-structured interviews and focus group discussions (FGDs) with stakeholders from the Country Office (CO), UN agencies, government counterparts, NGOs, donors and beneficiaries, [206] along with review of key documents. [207] The Team interviewed 81 respondents, including seven programme staff from the Nicaragua Country Office (NCO); senior NCO management (2); government (9) and NGO partners/allies[208] (10); four members of the United Nations Country Team (UNCT) from UNDP, UNFPA, UNIFEM and UNICEF; three (3) donor agencies, including the Swedish International Development Agency (SIDA), the Embassy of the Netherlands, and Denmark; and project staff and beneficiaries from five UNICEF projects.[209] The mission included project site visits and meetings in the capital city, Managua, and outside, in the Departments of Estelí and Chinandega. The Team met with children and adolescent beneficiaries of the programmes in these Departments to discuss the projects, who presented their recommendations through focus groups discussions.

This report highlights the challenges to promoting gender equality within the country's political context; it identifies good practices within the UNCT for strengthening institutional capacity in gender equality, and it stresses the importance of integrating this approach into emergency assistance. This is very important, as the country is highly vulnerable to natural disasters.[210]

[206] See Annex 13 List of Persons/Organisations Interviewed
[207] See References Used and Documents Reviewed
[208] Allies are institutions and organizations that contribute to the implementation of UNICEF's programmes/ projects.
[209] Details on the methodology used are included in Annexes 5 -10
[210] While the Team carried out the evaluation, Hurricane Felix hit the Caribbean Coast of Nicaragua. As a result of this emergency, most of UNICEF programming staff had to travel to the affected area. In this situation, it was not possible to maintain the original agenda. Most of the meetings had to be rescheduled to

The NCO selected its largest flagship programmes for the Evaluation Team to review. These included: Friendly and Healthy Multi-Grade Schools, the "Los Cumiches" Communication and Social Mobilization Association, Adolescent Clubs, Potable Water and Sanitation Committees, Maternal Centres and the Nicaraguan Association of Persons Living with HIV/AIDS (ASONVIHSIDA).

The evaluation team held a debriefing at the end of the mission with senior management and a wrap-up workshop for programme staff that was also attended by the Representative and the Deputy Representative. The Team members presented, discussed and verified their findings and received valuable input from staff on recommendations for the future that are included in the report.

II. GENDER POLICY IMPLEMENTATION IN THE NCO

National Context:

The way gender policy has been integrated into the programme by the NCO needs to be viewed and understood within the national context and significant development challenges faced by Nicaragua. Nicaragua is the second poorest country in Latin America.[211] The country's vulnerability to natural disasters makes it more fragile still. In 2005, the Committee on the Rights of the Child reiterated in its observations the need to combat regional disparities in access to health, high rates of malnutrition in children, and low access to health care in rural and remote areas. Of indigenous children living on the Caribbean coast, 33% of Miskito children and 100% of Rama children are affected by chronic malnutrition.[212]

Poverty and family survival are the main factors causing children to drop out of school. Twelve percent of children 5-17 years old are working.[213] Boys, in particular, are expected to start working at an early age and many of them cannot complete elementary school. In Nicaragua more girls than boys complete primary school (grade 6): with 45% percent of girls graduating in comparison with 37% of boys.[214]

Children's right to a name and a nationality is also a great concern. Approximately 35% of children are not legally registered.[215] This is seen as a gender issue as there is a high rate of abandonment of children by their fathers and having the father's name registered can help the family get access to child support. This situation is exacerbated by male migration to seek work which leads to many women being left behind to become sole-support parents. Currently 31% of households in Nicaragua are headed by single

the second week. However, the mission was able to obtain most of the information required under this compressed agenda.

[211] In 2004 Nicaragua became one of the countries approved for debt relief through the Heavily Indebted Poor Countries (HIPC) Initiative and the Multilateral Debt Relief Initiative (MDRI).

[212] CCA 2008-2012, p.30

[213] Ibid, p.26

[214] Ibid, p.33

[215] Ibid, p.15

mothers.[216] In response, a responsible parenting law has recently been presented to the National Assembly.

The percentage of children born from adolescent mothers is 28%, one of the highest rates in Latin America. The maternal mortality rate is high at 87.3 deaths/100,000. However, there has been some decrease in recent years. A significant problem is that adolescents make up 1/3 of maternal deaths. Access to health services is particularly limited for indigenous women and 57% of Miskito women living in the Caribbean Coast do not deliver their babies in medical facilities.[217]

Family violence and sexual abuse within and outside the family is rampant in the country resulting in severe injuries, rape and suicides.[218] A step forward was the creation of the National Commission on Violence Against Women, Children and Adolescents and of the Women's and Children's Police Stations. Both male and female children are also victims of sexual exploitation and trafficking. HIV/AIDS infections are increasing among adolescents with 7% of new HIV/AIDS infections occurring among adolescent boys and girls. The epidemic also increasingly affects girls and women with a ratio of 2.4 women to 1 man being infected.[219]

Nicaragua ratified CEDAW in 1981, but has not integrated the Convention in the national laws, improved the participation of women at political levels, or ratified the optional protocol. The 2007 CEDAW Committee observations urged the National Assembly to approve the proposed Family Code and the Law of Equal Rights and Opportunities. The country does not have a gender equality law and policy. The Nicaraguan Women's Institute (INIM) does not have the rank of a Ministry, nor does it have the authority required to implement its mandate or the resources. The creation of the two Special Ombudspersons for Children and Adolescents and for Women are a positive step, but they are also under-resourced.

In Nicaragua there are groups of men addressing masculinity and other gender equality issues, particularly gender-based violence and HIV/AIDS. More work needs to be done, particularly on responsible parenting, to address not only legal aspects but also a change on gender roles and stereotypes. The Puntos de Encuentro (Common Grounds) Foundation does research on masculinity issues. The Centre for Popular Education and Communications CANTERA (Quarry) runs a course on Masculinity and Popular Education. The Association of Men Against Violence, raise men's awareness on issues of gender equity, masculinity, power and gender-based violence.

Government and religious groups' conservative policies have had a direct effect on women's sexual and reproductive rights and the promotion of gender equality. In 2005,

[216] Movimiento Autónomo de Mujeres de Nicaragua. 2006. Informe Alternativo al Sexto Informe Oficial Presentado por el Gobierno de Nicaragua ante CEDAW. Nicaragua. P.4.
[217] Ibid , p.34
[218] Ibid, p.36
[219] Ibid, p.36

the Nicaragua Episcopal Conference expressed its opposition to gender equality. Prior to national elections in October 2006, the National Assembly reformed the Criminal Code to criminalize therapeutic abortion with the support of the Catholic Church and other religious groups.[220] As a result, women with pregnancy complications cannot access emergency obstetric services. The Nicaraguan Women's movement and other civil society organizations are contesting the law and addressing its impact on the MDGs.[221]

A UNDP assessment of the likelihood of Nicaragua meeting the MDGs considered that there was a low possibility of achieving most of them, with the exception of eliminating gender disparity in access to education at all levels.[222]

The NCO has addressed these different issues by using a combination of a practical needs and strategic approach. Some of their GE programme components address basic needs issues and others focus on changing social attitudes. Where they find a challenge is in advocating with their government partners on sensitive political and religious issues. "There is resistance to gender issues in the country."[223] In these instances, sometimes the NCO's approach has been to promote increased gender equality in a less explicit way by simply stating that they will be working with children and mothers[224]/women. They also take a strong rights-based approach and always promote women's participation.

III. ANALYSIS OF INSTITUTIONAL STRENGTHS AND WEAKNESSES

The evaluators conducted an assessment of the NCO's institutional strengths and weaknesses related to gender equality by comparing the data collected from the programme staff interviews and a review of programme documents with the indicators previously developed for the institutional assessment framework outlined in Annex 6. This framework is based on four primary categories of analysis: 1) Commitment; 2) Accountability; 3) Capacity; and 4) Funding. The 2002-2006 cycle was selected for the analysis based on a common set of criteria for the case studies. However, improvements on gender integration on the 2008-2012 cycle are commented in on item IV Gender Equality Results Observed.

The assessment and rating for the NCO for each set of indicators for the four categories are summarized below. The ratings for each indicator range from a score of 1 that represents a low level of institutional achievement for this area, to 4 at the high end of the scale. Each of the four categories of analysis starts with a summary assessment of the key assessment indicators outlined in the Institutional Assessment Framework. The ratings for each category have been aggregated to give an overall sense of the NCO's

[220] CCA, p.41. Therapeutic abortion was re-criminalized in the new penal code on September 13, 2007 (La Prensa, 13 September 2007).
[221] See Grupo Terapéutico 2007 and Asociación de Mujeres Profesionales et al. 2006.
[222] European Commission. 2007. Country Strategy Paper Nicaragua 2007-2013 Annexes.
[223] Interview with Country Representative
[224] Interviews with Donors (Embassy of Royal Netherlands), UNFPA and teleconference with SPO

status in this area. A brief analysis is then given of any notable strengths or weaknesses for the category as a whole.

In the following section the Evaluation Team outlines its analysis of the institutional constraints that underlie these weaknesses in the integration of GE policy in programming, implementation and results. They found that many of these appeared to beyond the control of the country office and therefore need to be viewed within a national and global UNICEF context. The Team were also told that day-to-day institutional guidance on gender equality comes more from the PPPM and the RO, than from the formal Gender Policy. Overall the capacity and understanding of GE in the CO is varied.

(a) Commitment

Description	1	2	3	4
Representative and SPO well informed about key gender issues that affect their area of work (high).				▨
Senior Managers support staff with interest in promoting GE, but do not provide systematic direction to all programme staff (fair).		▨		
Highest level of authority (SPO) with significant responsibility for GE including GFP Note: High level of individual staff commitment to promotion of increased GE also observed (high).				▨
CO and SPO have participated in gender analysis/awareness training in past 5 years. Note: CO member of UNICEF female leadership network, SPO GE championship in UNICEF Bolivia (high.)				▨
Some evaluation TORs include gender equality tasks, all TORs include knowledge of GE in qualifications (fair).		▨		
Some links made between priority GE inputs in CCA and UNDAF and CO programmes (good).			▨	
UNICEF not perceived as having leadership role related to GE within UNGTG & UNCT (low).	▨			

Note: Rating scale: 1-Low, 2-Fair, 3-Good, 4-High.

The Representative demonstrated visible commitment to GE and to increasing men's participation in GE approaches. When she took over her position she appointed a man as a GFP to send a message that GE was everyone's responsibility. The Team also saw gender-balanced documents/ posters in terms of images and inclusive language regarding women and men, boys and girls. One staff person indicated in her interview that this is one of her responsibilities, although it is not explicitly in her job description. The CO has also recently increased the level of the GFP which was formerly the responsibility of the Monitoring & Evaluation Officer (NO-B2). The SPO will take over the GFP next year, as well as the leadership of the Interagency Group and is also

committed to develop the TORs for the GFP position. However, there is a concern that gender does not have a HQ or RO strong incentives structure as do other themes, such as financial issues (e.g. audits, financial reports).[225]

The NCO management has a strong GE background and knowledge of the main GE issues of the country. The Evaluation Team was also made aware of the dedication of the programme cluster staff very clearly. Their overall review found that the weak implementation of UNICEF's gender policy appears to owe more to a lack of a systematic approach to its implementation, a need for a clearer strategic vision, a gender equality mandate, and a programme-based gender equality strategy, than to a lack of commitment of programme cluster staff or senior management in the NCO.

"Our mandate with CRC (Convention on the Rights of the Child) is very clear. The RO provides guidance to integrate CRC in programming and we have a well-defined accountability with the CRC Committee, but this is not the case with CEDAW. We don't have this level of guidance from HQ for the GE policy, which is a controversial issue in Nicaragua.[226]"

Staff also noted that they do not have clear direction from HQ and also lack guidance from the RO and HQ on GE issues. They also find themselves limited by a low GE priority in the government's agenda and the influence of traditional religious sectors opposed to GE.

(b) Accountability

Description	1	2	3	4
Lines of accountability for gender equality inputs exist, but not enforced systematically (fair).		▨		
No staff, except GFP, has promotion of increased gender equality as one of their annual key assignments (low).	▨			
No one's job descriptions include relevant tasks related to gender equality (low).	▨			
Some evaluation reports include assessment of programme effect on gender equality, but mainly for flagship projects (fair).		▨		
UNICEF holds partners accountable for promotion of GE to a limited extent (fair)		▨		
Programme documents technically require management sign-off on the GE inputs before they are approved but this process is only enforced on an ad hoc basis (low)	▨			
TORs for Gender Focal Point only includes a vague phrase (low)	▨			

[225] Interview with NCO management
[226] Interview with NCO management

The overall score for the accountability section rests between fair and low, owing to the weak institutionalization of GE in the NCO, attributed by senior staff to the weak institutionalization in UNICEF as a whole. This is a challenge that the entire UNICEF system appears to be facing. While the NCO management has a clear sense of accountability on GE issues, they are required to follow UNICEF's institutional processes as outlined in the PPPM and to follow guidelines approved at the Headquarters or policy papers provided also by Regional Office (RO) level. Also the leading document providing programming guidance to the COs, the MTSP, has relatively little reference to gender equality issues and approaches.

In the NCO, the integration of programming remains ad hoc and none of the programme staff reported having a gender-related assignment in their PERs, with the exception of limited accountability for the GFP. This responsibility was stated just with one sentence, in part because of the limited structure of the PERs to report on GE assignments. Documents presented to the RO, mainly the Country Office Annual Report –COAR (as noted by management staff), are reviewed by the Regional Adolescent and GE Advisor, but a systematic sign-off approval procedure for GE is not in place at either the CO or RO level. The inconsistency in integrating GE in programming and reporting is also carried over to UNICEF's partners.

This analysis of the NCO also must be understood in the context of the multiple challenges facing COs which are grappling with the implementation of Results–Based Management, Human Rights-Based Approaches and the UN Reform process all at the same time. Within this context, the strong commitment of senior management to GE and the appointment of the SPO as a GFP are important steps forward.

(c) Capacity

Description	1	2	3	4
Staff has knowledge of basic GE concepts, gender mainstreaming processes and UNICEF's gender policy (fair).		▨		
Lack of inclusion of GE content in programme planning documents (fair)		▨		
No gender-specific results or activities, gender-sensitive indicators or risk analysis; some sex-disaggregated indicators (low)	▨			
Limited number of GE indicators are measured and progress is tracked (fair)		▨		
Some sex-disaggregated data and gender analysis in research and evaluation reports and a few gender-specific reports written (fair)		▨		
Limited reporting with gender analysis (fair)		▨		
No formal systems exist to capture and document internal knowledge on gender equality, particularly good practices (low)	▨			

Emergency programming designed to take the specific vulnerabilities and priorities/needs of girls and boys, male and female adolescents and men and women into account (good).		▨		
Staff has limited access to local gender expertise through external consultants and occasionally consult with GFP (low).	▨			
Most staff has some knowledge and skills to advocate on key gender issues with partners (good)			▨	
Staff has not been provided with gender analysis and advocacy training (low).	▨			
Over 40% of staff has skills to do basic gender analysis related to programme, but need more skills in complex gender analysis and mainstreaming suitable for their programmes (good).			▨	

The overall ratings of staff capacity are between low and fair. They are mainly the result of personal initiatives and not of institutional training. According to the staff interviews, some factors that explain the commitment to independent capacity building are the staff's high level of gender awareness, recognition of deep gender inequalities in the country and the fact that gender equality issues are highly politicized in Nicaragua. Recognition of the importance of gender equality issues is also high within the NGO and Civil Society Organization (CSO) community in general. It is important to highlight that there are some GE capacity efforts at the country level. Last year the UNCT carried out a GE workshop in preparation of the 2008-2012 CCA, UNDAF and CPD. As well, UNDP staff is attending a compulsory GE training programme that will have university accreditation, a good practice documented in this study.

The results of the analysis also mean that there is a good foundation at the NCO to take GE analysis and integration to a more systematic and strategic level. In this respect the NCO also has the asset of GE expertise at a management level. The SPO has conducted GE training and has worked as an expert on GE indicators. Her experience is an asset that the NCO should make more use of it.

It is important to note that the CCA and UNDAF 2008-2012 cycle documents have specific sections on gender and a guiding gender analysis focused on unequal power relations, which is reflected in the other sections of the documents. The NCO is also working to develop a strategy to integrate gender equality into the CPAP 2008-2012. According to Management Staff there is a new draft of the CPD 2008-2012 with improved GE content that the Evaluation Team was not able to obtain.

(d) Funding

Description	1	2	3	4
There is little or no funding to support the achievement of gender equality results from core funding (low)				
It is not possible to track the amount of funds spent to achieve specific gender-equality results without modifications to financial reporting tools (low).				
Programmes do not have gender equality results and allocation of resources to GE aspects is not specified. (low)				

A small amount of resources has been approved from the annual budget for activities to advocate on gender equality with the Interagency Group. Management staff noted that some activities have been designed based on these resources, to address gender equality as part of the programmes[227]. UNICEF's existing financial reporting systems (PIDB coding) do not currently facilitate the tracking of expenditures on GE inputs to projects and programmes. This makes it difficult to assess the degree of spending related to gender components of programmes.

IV PROGRAMMING PROCESSES

a) Policy evaporation

"*Gender is everywhere but nowhere."*
UNICEF staff

There is very little attention to gender equality in UNCT guiding documents (CCA, UNDAF) or in the UNICEF programming documents that correspond to the 2002-2006 period. CCA and UNDAF only consider gender as one of several social gaps without developing any in-depth analysis. The UNICEF documents address gender slightly, primarily in terms of infant-maternal health, HIV/AIDS and education.

The NCO does not currently have a gender equality strategy. As a result, there is no guiding statement that provides a gender analysis of its programming with sex-disaggregated data or which maps out gender equality objectives, results, and indicators, either as a separate component or to be pursued through existing programmes/projects. Gender equality results have been observed by staff, as well as by the evaluation team, but there are no gender equality results outlined in the programme documentation, and only a few gender-sensitive and sex-disaggregated indicators. The NCO is concerned about this situation and is working to develop a strategy to integrate gender into the CPAP 2008-2012. Management staff noted that

[227] The Evaluation Team did not have access to these programming documents.

"given that it is not required to have a gender equality strategy, it is very hard for any country office to have one."[228]

(b) From CCA to UNICEF Country Programme

The main gaps are in the process of gender policy implementation in formal programme planning, management, monitoring, and reporting. The following document analysis focuses on the previous cycle (2002-2006). This is followed with a comparison with the 2008-2012 cycle.

The Common Country Assessment (CCA) (2000)

The first step of preparing the CCA was a one-day workshop on gender and the CCA organized by UNIFEM.

The CCA was developed according to three reference points. It was based on a commitment to contributing to meeting the goals of the Strengthened Poverty Reduction Strategy (ERRP in Spanish). Its human rights approach reflected the seven core rights outlined in the global Human Development Report of 2000, and the causal analysis reflected the 2002 UN Guidelines for CCAs and UNDAF (Nations Unies 2002).

Within its multi-dimensional approach to poverty analysis, reducing gender gaps was considered a crosscutting issue, and was lumped together with other "gaps:" age, socio-economic, and ethnicity, among others. Furthermore, these gaps are identified at the "immediate" level of causes of the "poverty system," not at the deeper levels of "underlying" or "structural" causes of poverty (UNICEF 2000, 227).229

Based on this framework, there was no specific attention to gender equality, either a gender analysis or a guiding general statement that could then be applied to each dimension. There was only a small sub-section on the economic dimensions that explored women's unvalued contributions to the economy. Sex-disaggregated or women-only data were also provided in reference to: violence against women, maternal mortality causes, and desired births. However, there was no sex-disaggregated educational data.

The gender equality objectives included focused on sexual and reproductive health for adolescents and adults; responsible motherhood and fatherhood; maternal health; institutional strengthening and resources regarding violence against women and children; and strengthening and funding for the Nicaraguan Women's Institute (INIM) and the Special Ombudspersons for Children and Women.

From CCA to UNDAF (2002-2006)

[228] Input from SPO

[229] The four structural causes of the poverty system identified were: an excluding economic model, the absence of a culture of rights and responsibilities of all persons, weak institutionality and incipient rule of law, and a culture of violence (UNICEF 2000, 227).

The UNDAF has been done through a participatory process; however, the document does not indicate who the participants were. Feedback on the first draft was received from civil society organizations, but not from the social cabinet (which includes the Ministry of the Family and the INIM). The TORs of the consultants (1 man, 1 woman) were not accessible for review by the Evaluation Team.The document did not mention any specific gender issues or needs of women, girls, men, or boys. For example, not even the analysis of women's unvalued economic role which was found in the CCA, and was reflected in one of the economic objectives of the same CCA, was included in the UNDAF. There were also no gender-specific results or indicators outlined.

From the seven dimensions of poverty outlined in the CCA with their respective objectives, the UNDAF identified four action areas, whose objectives were not the same as the CCA's. One goal for one of the areas, "rights and duties of the person," reflected the multiple gaps, including gender and age, identified in the CCA, as did one of its objectives. Other objectives referred to human rights; public policy for children, adolescents and women; sexual and reproductive health; infant and maternal mortality; and sexuality. This area represented over 60% of UNICEF's programming budget (RR and OR combined).

The area of "rule of law, democratic governance and institutional development" had as its goal "universal, unrestricted, quality access to justice" with an objective reflecting "improve[d] access to justice for the most vulnerable groups" but gender is not specifically mentioned; juvenile justice is part of another goal, but is not sex-disaggregated or gender-sensitive and it does not have a specific indicator. One objective in this area referred to "the most vulnerable groups."

Only one indicator was sex-disaggregated (sex and age of participants in environmental sustainability education activities), but it did not refer to a gender-equality result such as "gender gap." Almost all of the indicators were quantitative.

From UNDAF to MPO (2002-2006)

The UNDAF's area of "rights and duties of the person" is the largest of UNICEF's programming, and is reflected in UNICEF programming either directly (through attention to policy, legislation and the Special Ombudsperson and the INIM) or indirectly (e.g., through the education and child labour programme/projects). In this way the Master Plan of Operations (MPO) contributes to the CCA and UNDAF's approach to gender, i.e., reducing the multiple gaps, including gender and age. Although the CCA and UNDAF had a gender analysis of the economy, this was the only one of the four components to which UNICEF did not contribute.

There is extremely little sex-disaggregated data or gender analysis. Public policy and protection programming mentions data of domestic violence against women and children (not gender-disaggregated) and women-headed households and poverty, health programming addresses breastfeeding, fertility and maternal mortality, though there is no gender analysis for either programme. The only gender-related indicators address CEDAW- and CRC-based revision of laws and public policy, auditing for women's and children's rights and women's knowledge of preventing HIV/AIDS and maternal-infant transmission.

Gender is more evident in the education programme, both in an analysis (without providing data) of girls having slightly higher enrolment and performance rates though the education system reinforces traditional gender stereotypes and in the only gender-disaggregated indicators in the MPO, which address drop-out and child labour. Thus there are no indicators or results related to the brief gender analysis.

Comparison of the 2002-2006 and 2008-2012 cycles

There was considerable difference between the previous CCA-UNDAF-MPO cycle (2002-2006) and the upcoming cycle (2008-2012), where gender equality is more integrated in the CCA 2006 and upcoming UNDAF. The UNICEF CPD (2008-2012), by contrast, has little gender content. It includes a general comment that all programme components will have an explicit gender perspective, but this is only reflected in the education component and improving gender- and age-disaggregated statistics. Management staff noted that only responsible parenthood is stated as a result it will contribute to."

The improvement in the 2008-2012 CCA/UNDAF is due to the following factors. The 2006 CCA process involved an in-depth training process for UNCT staff (see Section II - Good Practices) and human rights and gender specialists accompanied the process. The focus of the CCA and UNDAF is on the MDGs, with special attention to MDG 3. Whereas there was scant attention to gender in the 2002-2006 CCA and UNDAF, the 2008-2012 cycle documents have specific sections (a specific outcome with own outputs) on gender and a guiding gender analysis focused on unequal power relations, which is reflected in the other sections of the documents. Few other outputs and outcomes have a gender perspective though. Nevertheless, the 2008-2012 UNDAF still has few sex-disaggregated quantitative indicators or baseline data, and no qualitative indicators to reflect gender equality issues and results statements.

There is also a short 2007 CPD (5 pages). In the background this document indicates that "emphasis will continue to be placed on ensuring the full inclusion of a gender perspective in all programme documents

c) UNICEF Internal Programming Process

The NCO's programme documentation does not reflect any explicit gender equality results in its general programmes or any gender- or women/girl-specific projects in its country programme. There are also few gender equality or sex-disaggregated indicators on which to report. Most indicators are quantitative and pertain to participation, especially in water and sanitation communal committees. Management staff noted that there are no official orientations/guidelines/compromises on how UNICEF should address gender equality. What results the NCO should be aiming at. How the NCO can contribute to them, How UN agencies would contribute to Gender Equality[230].

[230] Input from SPO

On the positive side, the NCO's projects and programmes do have gender equality components in practice. There is a general concern with equal participation of both boys and girls, women and men in all programmes, which aims at changing gender roles. Some programming also has specific gender equality content, e.g., the revision of textbooks and separate toilets for boys and girls in the Friendly and Healthy Schools; inclusive language and images; discussion of gender equality issues in communications materials; and changing attitudes towards gender roles and building self-esteem and leadership for girls and boys, women and men, particularly in projects with children and adolescents and in HIV/AIDS programming.

Situational analyses have also been done in some projects which include sex-disaggregated data and provide varying levels of analysis of gender issues. Inclusive language is used systemically in all programming documents. There is often attention paid to domestic and sexual violence, either in the contextual analysis or in research and evaluation reports. There are sex-disaggregated data in most documents, but it is not systematically analyzed.

The Team considers that part of the weakness around explicit GE programming relates to the fact that a results-based management (RBM) approach is not fully integrated into programming, although UNICEF staff did receive RBM training in the past.[231] Staff are still struggling with this approach to some extent and results are not broken down – with their respective indicators – into impacts, outcomes, and outputs. There is also some confusion between results and indicators. Some staff therefore also find it challenging integrate gender into an RBM approach and framework.

Another factor is that staff has received very little official guidance from other UNICEF sources such as programming guidelines or policy orientation from the HQ and RO. Therefore the gender components have been integrated based on staff's own resources, training, and experience.

The NCO has received recommendations in the past from Sida on how to improve gender equality in programming, particularly through developing and implementing a gender equality strategy.[232] Management staff noted that, they are just starting to act on these for the new CPD.

The NCO staff indicated that they are concerned with finding a way to integrate GE in programming more systematically, particularly with regard to the CEDAW, and using an approach which encompasses both children's and women's rights. For example, they want to improve breastfeeding components of their programming so that they reflect infants' right to exclusive breastfeeding, while balancing it with mothers having working conditions that make this feasible.

The development of a gender strategy and more explicit GE programming, including a focus on responsible fatherhood, are planned for the upcoming cycle (2008-2012).

[231] Sida evaluation 2005.
[232] Sida evaluation 2005 and UNICEF 2005 "Informe de Reuniones".

d) Monitoring and Reporting

There are some sex-disaggregated data outlined monitoring reports and generally minimal gender analysis. However, there are some gender-specific and other reports which provide a good or even high level of gender analysis, which needs to be incorporated in planning and programming.

One factor contributing to the general lack of attention to gender equality in reporting appears to be the lack of an integrated RBM approach to programming. In particular, the IMEPs consulted (2005-7) consist only of a list of activities to be carried out. Another is that there is not currently an incentive structure, from HQ down, to promote GE reporting. Since staff have limited time for reporting, they prioritize the other aspects which are required.

There is, however, reporting on specific gender components of some projects with the use of some sex-disaggregated data. This is accompanied by discussion in response to a set of directed questions in reporting formats.

V. STRATEGIC PARTNERSHIPS

Donor and Partner Perceptions of UNICEF

Overall, the donors interviewed expressed a positive opinion of UNICEF in Nicaragua (including Sida, DANIDA and the Royal Netherlands Embassy).The interviews and focus group discussions with UNICEF government counterparts, NGOs/allies and UN entities confirmed this perception. Donors praised UNICEF's leadership work with children and mothers, while government counterparts praised UNICEF's work with them at the local level. NGO partners/allies highlighted UNICEF's leadership on children's human rights and its work with adolescents. However, most people interviewed agreed that UNICEF does not provide leadership on gender equality in Nicaragua. On the positive side, donors noticed that the CO and SPO are bringing gender equality to the table. Partners also pointed out that UNICEF is achieving gender equality results in the field, but these are not systematized and lack visibility. Sida's monitoring report of UNICEF's country programme was very critical of the lack of systematization and explicit gender equality results and indicators in programming[233].

There is a general perception that UNICEF has a low profile on sexual and reproductive health issues and on sexual abuse against children and adolescents, which is one of the main problems in the country. There is an expectation that UNICEF should have more visibility on gender equality as as Coordinator of UNCT's thematic group on HIV/AIDS, not only regarding vertical transmission, but also the rapid increase in the number of male and female adolescents infected.

UNICEF's selection of partners has been strategic in terms of their capacity and commitment to integrate a gender approach in programmes/projects. Most of the partners interviewed exhibited a high level of gender awareness, knowledge of gender

[233] Sida evaluation 2005.

equality terminology, an understanding of gender roles and stereotypes specific to the country, and are addressing gender equality issues in their programmes. However, they expressed the need to receive monitoring and training from UNICEF and to have instruments to report on gender equality results.

Nicaragua is one of the pilot countries for UN harmonization and both donors and partners voiced the need for harmonization of international cooperation in terms of work, mandates and reporting procedures. In 2005, the National Plan for Harmonization and Alignment was developed and adopted by the government and donors. However, input received indicated that more needs to be done. Feedback received from donors and government partners recommended UNICEF focus its work on technical assistance, strengthening partners' institutional capacity and ensuring sustainability when funding ends. Donors also pointed out the need for the UNCT to develop a coordinated strategy on gender equality, especially given the reduced opportunities to work with the government on these issues at the present time and the continuing weakness of the Nicaraguan Women's Institute (INIM).

VI. GENDER EQUALITY RESULTS OBSERVED

Although there is generally little documentation of GE results by the NCO and no gender equality results programmed, from a results perspective UNICEF's gender policy in programming has "condensed" as opposed to evaporated. This is because GE results are found in practice even when they are not explicitly planned. These results were both observed by the Evaluation Team during their mission and UNICEF staff and partners are also fully aware of them.

The most obvious GE result achieved in most of the programming is equal participation of boys and girls, women and men. Participation of women and men of different ages has also been achieved in decision-making bodies, e.g., the Potable Water and Sanitation Committees (CAPS); and student governments linked to the Healthy and Friendly Schools Initiative (IEAS). Participation in these bodies and other project activities which promote gender equality have led to changing gender roles and increased participation in other community organizations and decision-making bodies. Both of these projects have been identified as good practices.

Other GE results observed are related to changing gender roles, attitudes, the development of greater self-esteem, increased empowerment, knowledge of rights, and leadership. These results have been promoted in different ways in many projects with different partners, e.g., Young Entrepreneurs develops businesses where everyone takes turn in all roles. Management staff noted that the NCO is in the process of developing training material on gender equality. The women living with AIDS who are members of ASONVIHSIDA have developed literacy skills, self-acceptance, and leadership skills through their participation in the project, particularly through giving talks with medical professionals and community members. Los Cumiches, a children's and adolescents' communication network, have received training, produce a weekly radio show which regularly integrates a gender perspective and children's rights, and give workshops to adolescents, parents and other community members in several communities. They have learned about gender equality issues, research and discuss them on their radio show, and then teach them to others.

These results have been achieved partly due to UNICEF's contribution and those of other donors, but also because of partners' own commitment and experience with gender equality, particularly civil society organizations (CSOs). (see Section III for a detailed breakdown of good practices leading to increased gender equality in programmes promoted by the NCO)

At the same time, staff, partners and beneficiaries have identified limitations to these results, e.g., women's and girls' increased participation does not always lead to men also taking on different gender roles, as in the case of the Water and Sanitation Committees (CAPS). The adolescents who participate in Los Cumiches also do not all enjoy more equal gender roles in their homes because the rest of their families have not received training or sensitization.

In the emergencies the needs of vulnerable girls and boys, women and men are included from the initial response, following UN emergency guidelines. The Team was able to confirm this fact with the emergency supplies sent by UNICEF to the victims of Hurricane Felix. Interviewed staff who did the emergency rapid assessment indicated that they use UN emergency check lists to identify the needs of vulnerable groups by sex. They were also aware that gender-based violence needs to be addressed in emergency shelters, however the staff pointed out that this is difficult because research has shown that people of the eastern autonomous regions do not stay in shelters for more than a few days. In addition to taking into account practical needs in the immediate response, a gender analysis was also being incorporated into human interest stories being written and planned for in education and other post-hurricane work. Donors interviewed were confident that gender is included in emergency work according to UNHCR emergency training, but indicated that they do not assess if gender has been included in a more consistent way in the medium-term emergency plans or longer-term emergency interventions. The Evaluation Team was not able to assess the emergency plan, as the emergency kept the staff extremely busy. Since UNICEF's role in emergencies has been very visible and there is a high degree of coordination within the UNCT and with the central and regional governments, the parties involved could build on this coordination and incorporate the new conditions so as to strengthen existing programming, including with new initiatives that will address the strategic gender interests of girls and boys, women and men from an inter-cultural and diversity perspective.

VII. CONCLUSIONS & RECOMMENDATIONS

Based on the indicators developed as a part of the Institutional Assessment Framework, the Evaluation Team has assessed the Nicaragua CO's status in terms of UNICEF's gender policy implementation as being at the semi-integrated stage of gender policy implementation. The NCO approach to gender equality demonstrates some characteristics of the initial stages of a country programme that has semi-integrated UNICEF's gender policy in that some of its programme documents include quantitative gender equality indicators and relevant sex-disaggregated data, but mainly at the level of participation. However, it is also important to note that there is a lack of guidelines from HQ and RO and that NCO has been working in a very difficult political and religious context where there are considerable challenges to promoting gender equality. This may partially explain why in many cases gender equality results are not explicit in the

programming documents, but achieved in the actual implementation of programs and projects, particularly at the local level.

The NCO is in an excellent situation to strengthen gender integration in programming. It has very committed senior managers with GE expertise and staff with capacity to implement GE in programming. The GFP has been placed at the SPO level. She is working to develop a strategy to integrate gender equality results and indicators into the CPAP and Annual Work Plan. In addition, the NCO has developed strategic partnerships with counterparts and allies who have strong GE knowledge. They are achieving GE results on programs/projects funded by UNICEF, as the good practices documented in this study demonstrate. Much of the GE results observed appear to have been the product of personal commitment, self-led capacity building and the informal exchange of experiences that needs to be strengthened with the appropriate strategies and implementation mechanisms. Management staff noted that the lack of policy orientation and guidelines as the fundamental reason for why they are not doing enough.[234]

In the long term to implement UNICEF's gender policy more systematically the NCO could examine strategies it could use to work towards the processes described in the right hand column of the table below. The recommendations outlined are designed to assist with this process. They focus at the NCO level as recommendations directed at the RO and HQ levels will be addressed in the final evaluation report.

Current Status: NCO at Semi-Integrated mainstreaming	**Future Ideal: Rights and Results-Based Gender Policy Implementation**
• Findings and results of gender analysis evident in some aspects of programme design, implementation, and monitoring and in institutional decisions • However, the results of this gender analysis have not been applied at all levels systematically. • Limited degree of formal accountability for integration of gender equality in programmes.	• Gender analysis used to identify priority gender equality and rights results needed • Resources to achieve GE results integrated into programme design. • Clear results indicators and baseline information established at the beginning of planning process • GE indicators monitored throughout implementation and evaluated at the end of programme to determine actual results achieved. • Organization and staff are held accountable for the achievement of these results.

Management staff noted that the first statement of Future Ideal "is to ample, we can not address all gender inequalities. We need guidelines on this issue"

Recommendations for NCO

[234] Input from SPO

"There is a risk that UNICEF sees mothers as a means and an instrument for children's rights. Women have their own rights. CEDAW is our framework of action, not just a document to refer to. However, this has not been internalized in UNICEF. We need a policy for the organization with steps to take." (Senior UNICEF Programme Officer)

It is recommended that the NCO:

1. Develop an overall gender equality strategy for its programming, validated by UNICEF partners and stakeholders and supported by the UNCT. This strategy should be based on a gender equality situation analysis that includes political and religious challenges and gender equality outputs and outcomes.[235] It needs to also serve as an instrument for promotion, lobbying and negotiations with government partners. The development of the strategy would require a specific allocation of human resources and funding. The GFP[236] and the Monitoring and Evaluation Officer could potentially work together to monitor its implementation.

2. Develop a sustainable gender equality and diversity approach for the eastern autonomous regions (RAAN and RAAS) that addresses poverty issues. This would involve strengthening local capacities on gender equality for both regular programming and emergency situations, as well as using local gender expertise and targeting indigenous and afro-descendent populations. These regions are not only the poorest area of the country and have great ethnic diversity, but they are also isolated and particularly vulnerable to hurricanes, such as the devastation caused by Hurricane Felix.

3. Conduct a participatory gender analysis of each major programme focus/area. The analysis should then be integrated to both the internal and external processes of the programming cycle, as partners also contribute to plan, implement, monitor and evaluate programmes/ projects.

4. Strengthen documentation of gender equality in programming and of good practices in programming and create a system to share these good practices and have them available. It is particularly important to document objectives and gender equality results anticipated and achieved, monitoring indicators and lessons learned to make adjustments and determine the way forward after each programme cycle. Documenting good practices would also provide a knowledge base for promoting gender equality, lobbying with government partners and making visible the CO's contribution to reducing gender inequalities.

5. Work in collaboration with other UNCT members (where appropriate) and the RO to ensure that programme staff have access to a hands-on gender equality training programme and work with the RO and HQ to ensure access to alternative training options. The training program should be mandatory for all programme staff, be linked to the RBM and HRBA approaches and include practical measures and guidelines for applying gender equality to current programming.

[235] Management staff noted that the only clear reference is in the MTSPs where gender issues are related to participation and distribution of gender roles for parenting.
[236] The SPO will assume the GFP in January 2008. Currently the M&E Officer is the GFP.

6. Develop guidelines and tools to increase partners' capacity to monitor and report on gender equality results. Programming staff should accompany partners in this process by providing advice and replicating the training received for monitoring and reporting.

7. Strengthen the inclusion of men as fathers and address the specific needs of boys and men in local development programs. Work in this area is incipient and requires involving fathers (not just mothers) in programme activities. It also requires outreach strategies that address the fact that community work has been traditionally a female-dominated field. The challenge is to achieve not only equal participation, but to change attitudes and behaviours hold by both men and women related to traditional gender roles in a way that could lead to increased gender equality.

8. Explore developing relationships with other governmental entities than can further gender equality, in addition to continuing work with the Nicaraguan Women's Institute (INIM). When there is a diversity of channels through which gender equality is promoted, the results are increased and the impact of the Nicaraguan Women's Institute low profile is mitigated, all while continuing to strengthen the Institute.

9. Work more closely with UNCT partners to develop a more unified approach to promote GE with government partners. Part of this strategy would need to include an analysis of partner capacity to plan for and monitor and report on gender equality results.

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Country Case Study 6: NEPAL

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I INTRODUCTION

Nepal is the last of the six countries that participated in the global evaluation of the implementation of UNICEF's gender policy[237]. Nepal is the only country selected by the global evaluation mission from Asia.

Two members of the Evaluation Team participated in an eleven-day evaluation mission in Nepal from September 18 to 28, 2007. The findings and recommendations of the evaluation mission pertaining to the Nepal case study are presented in this report. These findings are based on semi-structured interviews and focus group discussions (FGDs) with stakeholders from the UNICEF Nepal Country Office,[238] other UN agencies, government counterparts, NGOs, donors and participants in UNICEF programmes[239], along with a review of key documents[240]. The Team interviewed and met with respondents in the country, including: NCO staff – senior NCO management (5), programme staff (8), field staff from the zonal offices (10); UNICEF's Regional Office for South Asia (4); government officers (11); NGO partners (7); members of the United Nations Country Team (UNCT) and of the UN/donor Gender Theme Group including the World Bank (10); donors such as the Norwegian Royal Embassy (2); and leading women leaders and gender specialists in Nepal (3).

The NCO selected the *Decentralised Action for Children and Women* (DACAW) as its cross-cutting flagship programme for the Evaluation Team's review, as well as the education and protection sector specific projects. The mission visited four (of the 23) districts where the DACAW was being implemented: Chitwan, Nawalparasi, Morang, and Kavre, representing the Central, Western and Eastern regions of Nepal. The Team held focus group discussions with approximately 194 women/men/girl/boy participants of the DACAW community organisations (mixed), paralegal committees, federations/cooperatives (women), life skill training and adolescent children's clubs (girls/boys).[241] Members of the District (DDC) and Village Development Committees (VDCs) as well as teachers at a village school were also consulted.

[237] See United Nations Economic and Social Council, 1994, 2003 and 2005, as well as UNICEF-HQ, 2005 and 2006 for details on UNICEF's gender policies

[238] The Evaluation Mission is extremely grateful to the NCO staff, partners and community women, men, girls and boys who shared their insights. The Mission is also grateful to the Country Representative and Gender Focal person for all their support.

[239] See Annex 6 List of Persons/Organisations Interviewed

[240] See Annex 7 References Used and Documents Reviewed

[241] Details on the methodology used are included in Annex 2.

II GENDER POLICY IMPLEMENTATION IN UNICEF's NCO

National Context

To understand the extent to which the UNICEF's gender policy is being implemented in the Nepal Country Office (NCO), it must be viewed in the context of deeply discriminatory gender and social relations in Nepal, regional disparities, as well as the last ten years of the Maoist insurgency. The fragile Comprehensive Peace Agreement which was signed with the seven party alliance and the Communist Party of Nepal – Maoist in November 2006 was under threat during the beginning of the Evaluation mission, with the Maoists walking out of the constituent assembly.

UNICEF's Situation Analysis of Children and Women in Nepal 2006 notes:

> Nepali girls and women are at a disadvantage in terms of access to decision making, productive resources information, education, health, training and other opportunities. Mortality rates for children aged one to five are higher among girls than boys, fewer girls than boys attend school, and girls generally have a heavier workload at home than boys. When she marries, a daughter forfeits her rights to inherit her parents property, though she acquires right to half of her husband's inheritance. For women, many civil rights are only ensured through marriage, making unmarried women (single, divorced, or widowed) highly vulnerable to violations of their basic rights. Discrimination is compounded for girls and women who are part of the socially excluded groups. (Pg 5 of Summary)

Women's and girls' lack of access and control is reflected in the Nepal's position at 15 places lower on the UN's Gender Development Index than the Human Development Index[242]. The prejudiced attitudes feed into discriminatory practices throughout society and are then reflected in the absence of women's views, needs and leadership in policy making, legislation and implementation in the country. A 2005 study identified 85 laws that discriminate against women, providing a culture of discrimination for those who engage in discriminatory behaviour. The rates of marriage registration are low and the present laws allow for bigamy and polygamy.[243]

Although these discriminatory laws affect all Nepali women, women from particularly disadvantaged groups live in a rural area and come from the Dalit (lowest caste), Janajati (indigenous groups), Madhesi or Muslim groups.[244] The Dalit and Janajati women are the most disadvantaged due to their low caste and gender disparities as they have the lowest poverty and human development indicators (literacy rates of 11% as compared to 46% on average[245]). They have very limited access to information and healthcare, leading to high maternal and infant mortality rates, uterine prolapse,

[242] The GDI takes the same measures as the Human Development Index and gives a value for the differences in indicators between men and women. UNDP Human Development Report 2005.
[243] CCA, 2007, Pg 43
[244] Dominant classes such as the Brahmin, Chhetri and Newar women are generally better off, but they too are seriously disadvantaged if they live in the mountains and Terai of the Mid-Western and Far Western hill districts. CCA, 2007, Pg 42
[245] Bhatia, K and Turin, M (2004) *Vulnerable Community Development Plan for Nepal: EFA Programme (2004-09)*

malnutrition, stunting and low body weight, among other issues. Thousands of girls are trafficked to India every year or are held in as virtual slaves working as domestic servants in richer households in Nepal, among other atrocities. All women, and in particular Dalit, Janajati, Madhesi, Muslim and single women, suffer from gender-based violence. [246] Leadership roles for these women need to be particularly strengthened.

Apart from Pakistan, Nepal is the poorest country in the South Asian region. The Maoist insurgency resulted in widespread violations of human rights including loss of life, displacement and mass abductions including those of children. Widows have suffered greatly due to the lack of property and inheritance rights.[247] However, the Maoists attracted many followers with a pledge to end discrimination against indigenous people, dalits and women, who have been overwhelmingly sidelined in Nepal's patriarchal society. Often referred to as "the people's war", the insurgency sought to redress the social exclusion and marginalisation of the lower castes, and their inequitable access to the benefits of development and high level of deprivation amongst them.

Both sides in the conflict have been accused of raping women and girls and orphaning children. It is estimated that a large number of children were used by the Maoist forces (as well as government forces) as soldiers[248] and suicide bombers[249] but also as cooks, porters, messengers and government informers. Watchlist on Children in Armed Conflict has observed that large numbers of women and girls sometimes join voluntarily.[250] Also of note is that an unintended consequence of the insurgency has been the strengthening of women's participation in public spaces and ability to promote legislation towards gender equality. In April 2006, women played a significant part by coming onto the streets in huge numbers to demand a more inclusive democratic system of government. Their protests did much to ensure that gender equality and justice were placed on the national agenda. In 2006, certain laws were reformed to address this discrimination including nationality and citizenship. This new emphasis on equal rights resulted in the passage of legislation which requires 33 per cent of women's representation at all levels of the state structure[251] and, for the first time, allowed for the right to citizenship to be passed on through the mother not just the father.[252] In January 2007, among the 73 Maoists sitting in the new Interim government, 37% are women.[253]

The violent conflict disrupted the state, reduced state revenues, diverted resources reduced the access to basic needs for a large portion of the population in Nepal.

[246] Other cultural mistreatments including being accused of practicing witchcraft, being blamed for adverse events, excluded from households during menstruation and being kept in a state of seclusion, and as bonded labour. CCA, 2007, Pg 42
[247] CCA, 2007, Pg 5
[248] UNICEF NCO uses the term "Children Associated with Armed Soldiers and Armed Groups" (CAAFAG).
[249] Nepal records the highest numbers of child casualties caused by victim activated explosions. CCA, 2007, Pg 6.
[250] Watchlist on Children in Armed Conflict, Caught in the Middle: Mounting Violations Against in Nepal's Armed Conflict, 2005
[251] Jones, Rochelle, Political Reforms brings hope of renewed hope for women in Nepal, in Association for Women's Rights in Development, June 16, 2007
[252] Many Nepali men migrate to India and other parts of the world in search of work; or may have been dead, in refuge camps or in jail due to the Maoist insurgency.
[253] Logan, Marty, "NEPAL: Doors open to Maoists", IPS, January 16, 2007

Although there are considerable variances between regions, ethnic groups and urban-rural areas, an overview of the level of deprivation in Nepal includes:

- Hunger – 30-40% of Nepali population suffer from hunger[254]
- Malnutrition – 45% of children are underweight; 43% record stunted growth[255], more girls than boys are malnourished with regard to height and weight for age indicators, while the reverse is true for weight by height indicators[256]
- High maternal mortality – 539/100,000 live births[257]
- High infant mortality – 59/1,000 live births[258], slightly higher for boys due to biological reasons[259]
- High child mortality – 76/1,000 live births[260], slightly higher for girls in the age 1 to 5 years due to gender discrimination[261]
- Lower rates of full immunisation of girls than boys 48% for poorest girls, when compared to 56% for poorest boys[262]
- High school drop out rates and low completion rates especially for girls
- Early marriages – median age 16.6 years for girls – many marry 4-15.[263]
- High rates of depression and suicide for women and adolescent girls– second highest cause after mortality amongst women[264]

Nepal is on course to meet MDG 1 (Target 1) for poverty, MDG 4 for under-five mortality; and with sustained effort, is likely to reach it's target for reducing hunger (MDG 1, Target 2), for maternal health (MDG 5) and malaria (MDG6, Target 8).[265]

NCO's Approach to Address Gender Gaps and Concerns

Through its innovative[266] multi-sectoral[267] strategic approach in DACAW (refer to Nepal good practices in Section III and national sector support outside the DACAW, the NCO has attempted to break the cycle of discrimination by targeting both socially marginalized and excluded groups and women and girls within them. The project

[254] Common Country Assessment (CCA) for Nepal, 2007, Pg iv
[255] CCA, 2007, Pg 30
[256] SITAN p 114.
[257] Sitan Summary, Pg 11
[258] UNICEF "Short Duration country programme document", Nepal. IMR/CMR rate for 2004, Pg 2.
[259] SITAN, p63 main document. Biologically, infant mortality rates are higher universally for boys than for girls.
[260] Ibid.
[261] SITAN, p 63, main document
[262] SITAN p 64 main document
[263] Sitan, Summary, Pg 9
[264] Findings based on studies by NGO "Saathi"
[265] CCA, 2007,
[266] The NCO's innovation includes supporting awareness building on child and human rights and a platform for the public to discuss day to day adolescent issues through its radio programme "Chatting with my Best Friend" and TV serial "Catmandu" . These programmes attempt to rise to the challenge of identifying role models for changing the cycle of discrimination through good parenting and appropriate adolescent behaviour
[267] UNICEF, 2007e

appears to have generated significant gender equality (outlined in the section of the case on GE Results Observed). This programme stands as both an example of a good practice and represents an effective strategic approach to the integration of gender equality in programming.

DACAW mainly focuses on women and children as the target beneficiaries, but takes a a gender integrated approach which addresses important basic and strategic needs at the community level. It also takes a multi-sector approach[268] and works to support basic needs in the areas of reducing child and maternal malnutrition; improving maternal and infant morbidity and health; providing basic and informal education; improving psychosocial and cognitive development of children; increasing access to sanitation facilities and water supply; and increasing HIV/AIDS awareness. Most (but not all) of the field level components of the education, water and sanitation, emergency response and protection sector are implemented through the DACAW programme, while the national sector support of these sectors are implemented independently.

The DACAW has targeted disadvantaged groups and Village Development Committees since 2004. The DACAW programme consists of three components, namely the community action process (CAP) to raise awareness and demand for services, the strengthening of government institutional capacity to meet increase in demand for services, and promoting decentralized governance in favour of women and children. It partners with the District Development Committees (DDC), sectoral departments and Department of Women's Development at the district level to implement the programme.

DACAW's community level work is supported by interventions at the national level, such as NCO successful support of strategic gender issues such as the enactment of the Bill against Trafficking and the adoption of a formal gender strategy by the Department of the Education on mandatory enrollment of girls in primary schools. Basic education, especially girls from disadvantaged groups, has been encouraged through the "child friendly school" advocacy campaign, training of teachers, support to the national government through a Sector Wide Approach programme (SWAp) in education, and informal schools for child workers. As such, the programme also takes a strategic approach to gender equality and works in a holistic manner ranging from the community level to related national advocacy initiatives.

DACAW has actively worked to involve men and boys in the programme, e.g., adolescent boys in increased contraception use and men in parenting, monitoring nutrition and accompanying women to pre and ante-natal check-ups.[269] The programme has also targeted girls from disadvantaged groups in its education

[268] UNICEF, 2007e
[269] UNICEF Nepal 2006c (Boys also claimed to have increased condom use during focus group discussions in the adolescent children's clubs.)

component[270]. It has also worked to foster women's leadership at the community level and Empowerment indicators for women's leadership will be captured in the DACAW's next programming cycle 2008-2010 according to the new but not as yet approved DACAW Results Framework[271] (refer GE Results Observed section for details).

The DACAW programme provides a range of strategic gender approaches combining practical needs and strategic needs at the community level and involving local levels of government as well as national governments. The Ministry of Local Development is currently seeking to expand the overall DACAW approach into 336 districts and 3,950 Village Development Committees due to its effective response to community needs and within that, meeting the strategic needs of women and children. The success of the strategies used by the para-legal committees set up by DACAW to combat GBV has led to a UNDP plan to replicate them in 400 village development committees. The NCO's federation/cooperation model for women's organizations is so well regarded and there was a suggestion of multiple donor buy-in into an "Integrated Community Based Programming SWAp" based on this model.[272]

However, while DACAW serves as an outstanding model of innovative, gender-integrated programming, in many of the Nepal COs programme gender equality interventions, the outputs and results are not systematically institutionalized within the NCO nor are their impacts fully assessed or captured into its programming and reporting documents. One result of these ad hoc interventions and a focus on "children" as a homogenous group is that some important gender gaps are not addressed, e.g., even within DACAW, the Team found that the protection programme did not differentiate between the gender issues of girl children and boy children in a conflict[273], despite its focus on "unreached children" and "disadvantaged groups" as beneficiary groups. The programme also has encountered challenges in reaching and including Dalit women.

III ANALYSIS OF INSTITUTIONAL STRENGTHS AND WEAKNESSES

The Evaluation Team conducted an assessment of the Nepal CO's institutional strengths and weaknesses related to gender equality by comparing the information collected from staff interviews and review of programme documents with the indicators developed by the mission for institutional assessment outlined in Annex 4. This framework is based on four primary categories of analysis: 1) Commitment; 2) Accountability; 3) Capacity; and 4) Funding.

The assessment and rating for the Nepal CO for each set of indicators for the four categories are summarized below. The ratings for each indicator range from a score of 1

[270] In 2006, 77% of girls from disadvantaged groups completed the informal schools programme and those that transited to primary school increased by 10%. UNICEF Nepal 2006c
[271] UNICEF Nepal, 2007d
[272] Suggestion by the World Bank's gender specialist.
[273] Girls are most vulnerable stage at the demobilisation, disarmament and reintegration (DDR) stage as they come out of a situation of leaving the "family" of insurgents/armed groups and moving back to civilian families who may no longer exist. The likelihood of girls being trafficked is much higher at this stage. In Watchlist on Children in Armed Conflict, "Caught in the Middle: Mounting Violations Against in Nepal's Armed Conflict", 2005

that represents a low level of institutional achievement for this area, to a score of 4 at the high end of the scale. Each of the four categories of analysis starts with a summary assessment of the key assessment indicators outlined in the Institutional Assessment Framework. A brief analysis is then given of any notable strengths or weaknesses for the category as a whole.

The Evaluation Team also outlines its analysis of the institutional constraints that underlie the weaknesses identified in the integration of GE policy in programming, implementation and results. The commitment of the senior management at the CO level, however, plays an important role in accountability and capacity for gender equality strategies and results.[274] The Team were also told that overall institutional guidance on gender equality comes more from the PPPM and ROSA, than from the formal global Gender Policy.[275] However, this guidance is limited with regard to the day to day guidance required for GE e.g., in respect to creating tools for gender empowerment indicators for DACAW.[276] Overall the capacity and understanding of GE in the NCO is varied, with DACAW and education staff more aware.[277]

(a) Commitment

Description	1	2	3	4
NCO Representative demonstrates visible leadership/ championship of GE issues in CO.				
Senior managers support staff with interest in promoting GE but do not provide systematic direction to all programme staff.				
Gender Focal Point at highest possible level for national staff. There are GFPs in the 3 field offices and in the sectors.				
Staff job descriptions include gender equality responsibility and concerns				
Some links made between priority GE inputs in CCA and UNDAF and CO programmes				
UNICEF perceived as having leadership role related to GE within UNGTG or UNCT				

Note: Rating scale: 1-Low, 2-Fair, 3-Good, 4-High.

[274] View of the evaluation team based on the reasons why the gender mainstreaming process was initiated in 2000. Recommendation of M & E Officer that a gender champion was important and a section head in the gender position.
[275] Interview with ROSA Chief of Programme Planning/Gender Focal Point confirmed ROSA provided quality assurance and oversignt for the country programme. Documents such as the CPD, CPAP, AWP, Annual Report were reviewed to determine how the NCO is performing and one element of the review included gender equality. He said that most people did not know that the Gender Policy existed as gender was not an issue which was in the forefront but everyone was aware of it.
[276] Interview with GFP
[277] Opinion of the evaluation team

There is a strong commitment within programme staff interviewed to their work in general, and to supporting issues relating to "children and women". The Evaluation Team observed the dedication of individuals, both at HO and field very clearly.

Between 2000[278] and 2004, significant efforts was made to mainstream GE at the NCO as a result of the strong commitment and synergy of the country representative, SPO, GFP, staff members and ROSA.[279].This commitment resulted in gender mainstreaming efforts into DACAW targeting women in the disadvantaged groups, scaling up the anti-trafficking initiative to more holistic para-legal committees approach, strengthening the women's role in the federations/cooperatives and life skills training in the adolescent children's clubs.[280] A further effort to strengthen results was made more recently.[281]

There was a gradual loss of momentum in the GE mainstreaming process – the RO gender and child protection position was abolished in 2002[282], a less supportive of GE issues SPO came on board[283] and the GFP became acting head of the DACAW from 2004-2006, reducing the time needed to monitor and support GE in other sectors and areas. The new country representative is particularly committed to supporting a second phase of this GE effort and is awaiting the arrival of the new SPO to champion the effort at the NCO.[284]

Within the UNGTG and UNCT, the NCO is perceived as playing a stronger role in promoting the rights of children[285] than women. All agencies acknowledged that the NCO's strength lay in its work with promoting GE with government particularly at the district and village levels due to this strong presence in the field. The perception is that NCO does everything but work with men.

[278] There was no mention by staff of any substantial efforts for gender capacity building before this time.
[279] Interview with GFP. The gender mainstreaming effort included identifying additional GFPs for each sector in the NCO, as well as GFPs appointed in the 4 (now 3) field offices. A gender mainstreaming policy was formulated in 1999 and GE checklists created for each sector (other than child protection, water and sanitation, and emergencies). Staff gender training took place at HO and field offices including village facilitators and community mobilisers.
[280] Initial meeting with the GFP and M & E Specialist (Project Officer)
[281] Process, issues and concern encountered while developing Mainstreaming Gender Framework for DACAW program, undated.
[282] Interview with GFP and former ROSA gender specialist, now with UNDP's Regional Office
[283] Interview with M & E Specialist (Project Officer)
[284] Noteworthy was the NCO's recent hiring of two women drivers. The new SPO has been a gender focal point in a previous position and the country representative thinks he will be a strong gender champion.
[285] FGD with the UN Gender Donor Group

b) Accountability

Description	1	2	3	4
Lines of accountability for gender equality inputs exist, but not enforced systematically.				
Senior managers officially do not have gender equality as one of their key assignment.				
Only jobs that have a strong focus on GE includes relevant tasks related to GE				
GFP has clear TORs outlining roles and responsibilities.				
Some evaluation reports include assessment of programme effect on gender equality, but mainly for flagship projects such as DACAW and education.				
Programme Documents technically require management sign-off on the GE inputs before approval but this process is only enforced on an ad hoc basis.				
UNICEF only holds partners accountable for promotion of GE to a limited extent.				

Note: Rating scale: 1-Low, 2-Fair, 3-Good, 4-High.

The overall score for the accountability section rests between fair and low, owing to the weak institutionalization of GE in the CO. In the NCO, GE integration in programming remains ad hoc[286] and none of the programme staff reported having a gender-related key assignment in their PERs, with the exception of the Gender Focal Point (GFP).[287] Knowledge of GE was not considered a core competency requirement for staff.[288] Gender training was provided to NCO staff in 2000-2002 and many had received training at other jobs.[289]

[286] Evaluation team's analysis based on documentation review in Annex 5, field visits and interviews with staff.
[287] Interviews with Education Specialist, M & E Specialist, Emergencies Officer/Coordinator of Field Office, Chiefs of Education and Protection sectors, Communication officer, field officers and project officers in the field offices.
[288] Knowledge of gender equality issues not on core competencies list.
[289] E.g. NCO gender training received by Emergencies Officer and Chief of Field Office Bhiratnagar; training outside NCO received by Education Specialist, M & E Specialist, Education Chief had received gender training before joining NCO

Only the job description of the GFP, who is at her highest national staffing level, includes responsibilities for gender equality, where 25% of her responsibilities are allocated to gender.[290]

In terms of partnerships, holding the government accountable for gender mainstreaming within various sectors has proven to be very challenging due to their perceived lack of commitment.[291] To some extent UNICEF has succeeded in gender mainstreaming into some programmatic aspects.[292] However, the dynamic civil society movement in Nepal has built a high capacity for GE in some NGO partners, enhancing the NCO's own capacity for understanding and implementing GE,[293] NGO partners capacity needs to be enhanced not only in collecting sensitive gender disaggregated data, but providing a nuanced gender analysis and results framework.[294]

This situation, however, may relate less to NCO-specific systems and more to UNICEF's approach to the institutionalization of gender equality as a whole. Some processes and procedures initiated during early 2000s such as sign-off of documents on GE by the SPO, lines of accountability for GE and regular gender team meetings now lie defunct.[295] Although HQ has global reporting requirements on gender equality, they are considered to be long and onerous.[296] Further, they do not address or capture programming processes and issues in gender mainstreaming and do not provide the required guidance.[297]

[290] Interview with GFP
[291] E.g. Education specialist in reference to the Ministry of Education's reluctance to: making primary education compulsory; reforming the curriculum to make it gender sensitive; hiring more teachers; hiring female teacher trainers; hiring more female teachers (did not hire NCO trained female teachers); increasing the government level of the gender unit and staff level of the gender specialist; staff in gender unit frequently changed or moved around after GE capacity building by NCO. Similar issues were reiterated in other staff interviews.
[292] E.g with the Department of Education and Department of Women Development (but not gender parity in the institution)
[293] In FGD with women's federations and cooperatives in Nawalparasi and Kavre, for example, days where widows are encouraged to wear red as a symbol of their empowerment and re-entry into society from which they are virtually barred
[294] Interview with INSEC, NGO partner on protection.
[295] Interview with GFP
[296] Interview with GFP
[297] Interview with GFP

c) Staff Capacity

Description	1	2	3	4
Staffs have knowledge of basic GE concepts, gender mainstreaming processes				
Gender analysis is included in planning but only on an ad hoc basis				
Some gender analysis is reflected in research and evaluation reports.				
Programme planning documents include GE inputs and include specific GE objectives based on prior gender analysis but do not carry these through systematically in all sectors (AWP)				
LFA does include some activities designed to support achievements of gender equality results.				
There are limited gender specific results statements in a few sectors such as Education, DACAW CAP process.				
Emergency contexts have some assessments which include some sex disaggregated data.				
Limited number of GE results are partially measured and progress partially tracked.				
Regular reporting does not include references to gender equality results achieved or an analysis of the key gender issues concerned.				
Unicef staff have access to internal GE expertise on as needed basis at the CO level.				
Most staff have skills to advocate on key gender issues with partners based on sectoral knowledge of GE				
Knowledge Management, Unicef has some systems and tools in few areas related to GE and are used by at least 50% of programme staff.				
Staff have skills to do basic gender analysis related to programme themselves, but need more skills in complex gender analysis and mainstreaming suitable for their programmes.				

Note: Rating scale: 1-Low, 2-Fair, 3-Good, 4-High.

The overall rating for staff capacity in GE is between fair and good. This positive rating reflects future potential of senior programming staff (SPO/chiefs of sections and GFP) interviewed to take gender analysis and integration of GE into programming to a more systematic and strategic level perhaps with the assistance of an external GE and diversity technical expert or a contract staff person. There were variances, for example,

in programming and evaluation, where gender integration in protection was weaker and DACAW was good[298] . Although the new CPD (country programme document) 2008-2010 and the draft summary matrix both refer to women and children as homogenous participants and lack GE analysis, the new LFA (logframe analysis) shows promise in some areas. Objectives and gender disaggregated indicators need to be better outlined, but its bid to look at empowerment indicators for women as decision-makers is positive and noteworthy. GE analysis and strategies in Protection Issues need far greater attention.[299] This is a result of a more recent effort to renew the gender mainstreaming effort into DACAW and its results areas.[300]

The evaluation team found that programming staff have a sufficient understanding of gender issues but required more targeted gender training to build on for future programming, e.g.: in combining RBM, rights based approaches and gender equality[301]; developing gender sensitive indicators for specific sectors;[302] and gender sensitive tools for communities to monitor their own progress.[303] In addition, staff requested that gender sensitivity training be provided to all non professional staff[304] and updated information on gender policies of UNICEF be provided through workshops[305]. In general, staff and senior management were less knowledgeable than gender focal person on traditional notions of masculinity, male roles and the application of these issues to strategic programming. The new staff at senior management and other levels were not aware of the 1994 gender policy of UNICEF, while those that had been through trainings offered in 2000 and 2004 were aware of this.

The major partners and NCO staff felt that a concerted effort had to be made by all to address the needs of women and girls in emergencies[306]. There is a perceived lack of GE capacity within these few agencies such as the Nepal Red Cross. [307] As emergencies are by their very nature immediate[308], GE plans need to be included in disaster preparedness planning. ROSA had no plans as yet for gender training in the new IASC gender guidelines in emergencies.[309]

[298] An independent evaluation of DACAW was conducted by the donor, Norwegian Embassy and DACAW Update Survey for Seven Districts (2005) outlined many strategic GE results.
[299] Girls are most vulnerable stage at the demobilisation, disarmament and reintegration (DDR) stage as they come out of a situation of leaving the "family" of insurgents/armed groups and moving back to civilian families who may no longer exist. The likelihood of girls being trafficked is much higher at this stage.[299]
[300] Process, issues and concern encountered while developing Mainstreaming Gender Framework for DACAW program, undated.
[301] Interview with the Emergencies Officer/Coordinator of Field Office
[302] Interview with the M & E Specialist (Project Officer)
[303] Interview with GFP and M & E Specialist (Project Officer)
[304] Interview with the Communications Officer
[305] The Chief of Western and Central region, UNICEF, Nepal, for example, reported that staff were flooded with emails, and did not have time to read emails which disseminated information on new gender related policies or procedures. It would be better to disseminate such information through periodical workshops.
[306] Interview with the Emergencies Officer/Coordinator of Field Office
[307] Interview with the Emergencies Officer/Coordinator Field Office
[308] Interview with Emergencies Officer/Coordinator Field Office – the emergencies in Nepal are related to conflict e.g. in Kapilvastu which started with the evaluation (see Annex 2) and displacements caused by natural disasters such as floods, landslides. The “immediate” nature of the emergencies in Nepal were collaborated by the RO Emergency Officer and reports received from HQ.
[309] Interview with ROSA Regional Emergency Advisor

d) Funding

Description	1	2	3	4
Adequate funding is allocated to support GE results.				
It is not possible to track funds for GE results in gender integrated programmes.				
Funding for gender equality comes from a balanced mix of core budgets and external earmarked sources.				
Resources to support the achievement of GE results are included mainly in programmes in which there are large numbers of female beneficiaries.				
There is funding for GE-related activities for societal/attitudinal change[310] and its rarely reallocated.				

Note: Rating scale: 1-Low, 2-Fair, 3-Good, 4-High.

The NCO reflects the general findings from the other countries studied that UNICEF's existing financial reporting systems currently do not enable tracking of expenditures on gender equality inputs to projects and programmes. An interview with M&E staff member indicated that there may be potential ways to track expenditure on GE specific programming such as training of village facilitators and community mobilisers. The large number of gender integrated activities which included men/women and girls/boys rendered an exact costing system financially unfeasible. Each expense line item would need to be tracked and allocated to a GE result based on gender dis-aggregated data. [311] However, it may be possible to use an estimated costing system, roughly based on the percentage of men/women and girls/boys beneficiaries of various sectors in the programme e.g. education, protection, CAP, etc.[312]

IV. GENDER INTEGRATION WITHIN PROGRAMMING PROCESSES

The Evaluation Mission carried out a gender analysis of the programming process adopted by the UNCT and UNICEF Nepal Country Office. A five point ranking system of gender integration within the programme documents was adopted: none (0), low (1), fair (2), satisfactory (3), and highly satisfactory (4) gender integration. Criteria used for rating are listed in Annex 5, with detailed gender analysis of each programming document.

a) Gender Integration within UN-Wide programming

Common Country Assessment (CCA) Nepal, 2007: The gender (in) equality analysis within the CCA is, overall, 'satisfactory'. The CCA outlines gender disparities in the

[310] Funds for gender advocacy have not been reallocated according to the GFP. Generally, funding for gender related activities are often cut when other needs arise.
[311] Interview with M & E Specialist (project officer)
[312] Evaluation Team's analysis.

sectors of poverty/economy, hunger, primary education, reproductive and maternal health, political participation and gender based violence, supported by sound sex-disaggregated data. Each sectoral chapter also includes an analysis of causes of gender disparities and strategies for addressing the same. In addition, a separate section on gender equality and women's empowerment, identifies gender specific issues and concerns, as well as attempts to mainstream gender analysis into the other sectoral sessions. However, there are gender gaps in the sections on environment, water and sanitation, governance, and peace & recovery; wherein strategic gender interests could have been better identified. Important health issues like high rates of female suicides have not received the attention they should. The CCA could have benefited from an analysis of strengths and weaknesses of gender integration within different UN agencies and donors in Nepal. The CCA has tended to equate 'gender issues' with issues facing women and girls, and attention to gender issues facing boys and men has remained inadequate.[313]

United Nations Development Assistance Framework (UNDAF, 2008-2010): Gender integration within UNDAF is, overall, 'fair', and thus weaker than in the CCA. The Nepal UNDAF (2008-2010) prioritises four priority outcomes for the Nepal UNCT: a) Consolidating peace, b) Access to quality basic services, c) Expansion of sustainable livelihoods, iv) Respect, promotion and protection of human rights, gender equality and social inclusion. Though the UNDAF mentions that gender is a cross cutting concern, in reality it has given attention mainly in the section pertaining to Outcome 4. The analysis, strategies and indicators outlined under the sections on strengthening 'sustainable livelihoods' and 'quality basic services' is gender-blind. In the section "Consolidating Peace", the need for reintegration of displaced girls and boys due to conflict and enhancing women's participation in peace process is mentioned but other gender issues in peace processes are not analysed, such as: sexual violence suffered by women, the restraining of freedom of women who were involved in conflict when they get back; and the protection of women widowed due to the conflict.[314]. On the positive side, the section on gender equality (part of outcome 4) mentions the need to address gender and sexual based violence, increase women's participation in parliament, remove legislation and policies that discriminate against women, and strengthen institutional capacity to address gender issues. On the other hand, this section, as well as UNDAF in general, does not analyse gender inequalities in access to literacy, education, nutrition, health, productive assets and wages. Only 13% of the total UNDAF budget is earmarked for Outcome 4 (which also includes human rights).[315]

Common Appeal (CAP) for Transition Support, Nepal, 2007: Gender integration within the CAP, 2007 falls somewhere between 'fair' (on needs and interests of girls and boys) and 'satisfactory' (on needs and interests of women). The Common Appeal focuses on issues of food security, health, displacement, children affected by armed conflict, disaster preparedness, and protection. The analysis and projects pertaining to these issues recognise the following sex/gender-specific discrimination faced by women in the context of emergencies: lack of sanitary clothes/kit, unequal access to nutrition,

[313] UNCT, 2007a, Common Country Assessment for Nepal: 2007, United nations, United Nations, Kathmandu.
[314] UNCT, 2007b, United Nations Development Assistance Framework for Nepal 2008-2010: United Nations, Kathmandu
[315] UNCT. 2007b. op.cit.

health care and household decision making, sexual violence and vulnerability to STIs, and constraints in reintegration (if they were affected by armed conflict). The special needs of pregnant women as well as women with uterine prolapse in the context of emergency are also well analysed.[316] However, the document provides a weaker analysis of gender issues facing girls in context of emergencies. Children and adolescents are lumped in one category in most sections of the report. The CAP report only recognises the vulnerability of girls to sexual violence, as well as the need for sanitary kits in the context of emergency. The impact of emergencies on access of girls vis-a-vis boys to nutrition, education, and rest/recreation could, for example, have been analysed. The impact of emergencies on trafficking and early marriages of girls could have also been unravelled, as well as gender specific disadvantages faced by boys and male youth in emergencies (UN/IASC. 2007).

(b) Gender Integration within UNICEF NCO's Programme Process

Situation of Women and Children in Nepal, 2006: Gender (in) equality analysis in SITAN is 'satisfactory'. The SITAN provides good sex disaggregated data and analysis of causes of gender inequalities and analyses strengths and weaknesses of UN interventions in the area of immunization, infant and child survival, nutrition, primary and secondary education, and female literacy. Gender inequalities in work load, decision making and property rights are also analysed, though hard data is not made available on these issues. Gender based violence against women and issues faced by women in conflict situation have been analysed well (UNICEF, 2006a). Analysis of role of patriarchy and caste/religion/ethnic norms within the institutions of family, community, and state is good, but analysis of market institutions is lacking. (UNICEF 2006a). Another shortcoming is that data disaggregated by sex and other identities (e.g. sex and community background) is not consistently available. Gender analysis is weak in the area of child protection and children affected armed conflict; wherein children are treated as a homogenous category. Like in the case of CCA, gender analysis in the area of water and sanitation could be strengthened further. The impact of inadequate access of women and girls to water and toilets is well analysed, but not why it is that women have to bear the burden of fetching water or few women are found as masons and plumbers. Gender-specific disadvantages facing boys and men, as well as the influence of 'construction of masculinities' (socially accepted ways of being men and boys) in shaping their lives could be given more attention.

Country Programme Recommendation 2002-6: Gender integration within CPR 2002-6 is given a rating of somewhere between 'fair' to 'satisfactory'. The section ***analysing*** the situation of children and women in this document draws attention to gender inequalities in primary education, adult literacy, age at marriage, life expectancy and decision making. It also discusses issues of trafficking of women and girls for commercial sex work, teenage pregnancies, and high maternal mortality rates in Nepal. However, gender gaps in the area of immunisation, secondary education, nutrition and child survival were missing in this document. Issues of how conflicts and disasters affect men/boys and women/girls differently did not receive adequate attention in the document. Analysis of the impact of women's low economic and political participation on

[316] United Nations/IASC, 2007, Nepal: Common Appeal for Transition Support, Office for the Coordination of Humanitarian Affairs, United Nations/Palais Des Nations, New York/Geneva.

UNICEF's priority areas could be strengthened further (UNICEF 2000, 2001). The overall **goal** of the country programme is the 'progressive realisation of children's and women's rights'.

Again the term children is not disaggregated –Two of the five **result areas** of CPR 2002-6 are gender-specific, while three are gender blind. However, even the two gender specific objectives[317] address mainly practical gender needs, and not strategic gender interests. Like all the documents reviewed so far, the CPR 2002-6 does not explicitly address gender issues facing boys. The CPR (2002-6) **strategy** is innovative in the sense that it combines decentralised action for (and by) children and women with national level policy support for decentralization and for strengthening capacity of the government in five sectors[318]. The CPR does not mention gender disaggregated monitoring indicators. It is also not clear from the document how stakeholders have participated in formulating it (UNICEF, 2001).

Master Plan of Operations 2002-2006[319]: Gender integration with MPOP is, on the whole, between 'fair' to 'satisfactory'. The gender analysis of situation of women and children in MPOP is slightly weaker than in CPR 2002-06. Gender inequalities in basic education, literacy, age at marriage and awareness on HIV/AIDS are recognised, but not in child survival, immunisation, and work load which are mentioned in the CPR 2002-06. The overall objective of MPOP is the progressive realisation of rights of women and 'children' in nine result areas[320]. Again, 'children' are treated as a homogenous category within the objective. None of the result areas pertain specifically to gender, peace, and emergency (UNICEF, 2002). Interventions in all nine areas are to be implemented through the DACAW approach at local level, and sector support at national level in keeping with the CPR 2002-6.

Gender integration was better with regard to three programmes: DACAW; girl's education and communication, advocacy and life skills, and weak with regard to women and child environment (water and sanitation), protection, nutrition and health care. Gender integration is stronger in DACAW because it seeks to mobilise women around practical gender needs and strategic gender interests of women and girls, as well as raise awareness amongst men on gender needs and interests of women and girls. Gender integration is considered stronger in education programme and communication/life skill programme because they recognise the gender specific disadvantages faced by girls (life skills programmes also addresses substance addiction habits of boys) and gender specific-barriers in education system (e.g. absence of toilets, gender blind curriculum, few female teachers); and try to address these at policy and programme levels (UNICEF, 2002). Protection programmes (e.g. CAFFAG, work with

[317] The two objectives together pertain to improved care of pregnant and lactating women, work load reduction, enhanced health seeking, increased access of girls to education, and enhanced decision making
[318] The five sectors are nutrition & care, health, education/child protection, child and women's environment, and communication, advocacy & participation (UNICEF, 2001)
[319] The Master Plan of Operations (MPOP) for the years 2008-2010 is yet to be finalised, hence the focus is on reviewing gender equality integration within MPOP 2002-06.
[320] The nine areas include: i) survival, ii) growth and development, iiI) good health and adequate health care, iv) clean water and improved hygiene, v) quality basic education, vi) special protection, vii) protection form HIV, viiii) information knowledge and skills and ix) non discrimination.

children in alternative care) with few exceptions[321] tend to treat children as a homogenous category. Greater sexual exploitation and abuse of girls than boys or higher involvement of boys than girls in armed forces and groups have not been adequately recognised in the MPOP 2002-06 or interventions planned for (UNICEF, 2002). Nutrition programmes do not seek to address nutritional inequalities facing women as women (not as mothers), girls in 4-18 age group (weight by age and height by age) and boys with regard to height by weight. Health programme has focused mainly on MCH, and have not addressed gender, violence and health, or gender and mental health. Water and sanitation programmes have attempted to strengthen women's participation in committees and addressed women and girls' needs for toilets, but not addressed strategic gender concerns like training women as masons or hand pump mechanics.

Gender integration was better with regard to indicators than programme objectives and results for each of the nine areas. Some of the innovative indicators include proportion of men sharing household tasks, proportion of men who believe domestic violence is wrong, proportion of parents who favour girls education and men's involvement in parenting. Sex disaggregated indicators on immunisation rates, malnutrition, enrolment in primary school, leaders in community organisation and DDC, and (sex of) teachers & Department of Education personnel were included. Indicators were also included on gender sensitivity of legislation and school curriculum, women's participation in VDC/DDC/other committee planning, and gender sensitivity of the plans (UNICEF, 2002).

Annual Work Plans (January 2006-June 07): The gender integration within result statements, activity descriptions and outputs in the Annual Work Plan again is between 'fair' and 'satisfactory'. The CPD (2002-06) was extended by a year, and guided the Annual Work Plan. Gender integration in these three respects and variations in gender integration across sectors is similar to MPOP (2002-6), and will not be repeated. A strength of AWP (2006-07) over the preceding documents is the attention to reaching disadvantaged groups, emphasis on formation of women's federation and PLCC (ward to district level) in *all districts*, and emphasis on working with mothers in law and husbands on caring for pregnant daughters in law. However, gaps in the AWP (2006-07) include absence of indicators to monitor progress in reducing gender disparity in immunisation, malnutrition and child survival (such indicators are there on education). A minority of NCO staff[322] hold that gender disparities do not exist on these issues, and that SITAN data needs to be revisited. Also missing are output indicators for women's para-legal committees at ward, village and district levels e.g. the number of cases handled, proportion of gender based violence cases (against women, girls and boys), proportion of cases solved etc and some of the innovative indicators found in MPOP 2002-6. Further innovations seen on the ground are not institutionalised through the AWP like PLCC's 'form filling service' in Biratnagar district courts, women's federation acquiring licenses for economic enterprises in Kavre and creating a women's shelter by a federation.

***Emergency preparedness and responsive plans (EPRP), 2005*:** The gender integration in the NCO emergency preparedness and responsive plans, 2005 is rated as

[321] Some of the child clubs have addressed child marriages amongst girls.
[322] Interview with Chief of health section

'fair'[323]. The suggested base line review system within the EPRP includes analysis of the current status of women and 'children' (at the time of preparedness planning) and revised status (at the time of planning for a particular emergency context). The overall principle underpinning the document is UNICEF's global 'Core Commitment to Children' which unfortunately does not include principle of addressing gender-specific needs or interests (UNICEF, 2007b). The Sector and Operations plan in EPRP, 2005 seeks to meet a few practical-gender needs in the context of emergencies like maternal feeding, toilets for dignity of women and girls and prevention of MTCT services. The document mentions addressing sexual abuse of women and 'children', as well as provision of counselling for victims of sexual abuse (under protection). The document mentions that UNICEF will tie up with UNFPA with regard to provision of condoms. Practical gender needs which are not considered in EPRP (2005) include provision of sanitary kits, clothes that are sensitive to gender codes, medicines for breast feeding mothers who have lost their infants, and provision of female contraception. Strategic gender interests which could have been taken into account include participation of women, girls and boys in disaster preparedness planning and emergency response, protection issues of girls in particular, and protection of single women in temporary shelters (UNICEF, 2007b).

Draft Country Programme Document 2008-2010: Gender integration in the Draft Programme Document 2008-2010 is somewhere between 'low' to 'fair'. The **situation analysis**, apart from drawing attention to discrimination against girls reported in Concluding Observations of the Committee on the Rights of Children does not analyse gender inequalities disadvantaging women and girls (leave alone disadvantaging boys). Gaps in primary education are mentioned only fleetingly (UNICEF, 2007a), and in other sectors (see SITAN) are not refereed to. The overall **goal** of CPD 2008-2010 remains the same as the earlier CPR, namely realisation of rights of all children and women. However, unlike the earlier CPR, none of the (seven) **key result areas** are gender-specific or redistributive[324] (UNICEF, 2007a). While the CPD 2008-2010 pays greater attention to children affected by conflict than the earlier one, gender analysis is missing. Though improving maternal health is part of the intervention, it is not mentioned in the objectives. The CPD (2008-10) ***strategy*** continues to combine the decentralised action for children and women (in 23 districts) with national sectoral support. A gender specific improvement is the emphasis on formation of women's federation of grass roots women's community groups and women's para legal committees from ward to district levels. However, a concern is that the health component includes HIV screening of pregnant women, provision of PMTCT services, and treatment of infants who are HIV+ but not the mothers. A criticism levelled by some of the sectoral head/staff of NCOf[325] about the CPD 2008-10 is that the budget allocated for institutional capacity-building of line departments to meet increased awareness and mobilization of women and children

[323] With the gender CAP advisor being brought on board the NCO hopes that gender will be better mainstreamed in emergencies.
[324] The key results include I) New born health care package developed, ii) Increase in proportion of households using drinking water treatment method, iii) the bottom 20% of primary schools in 15 districts are child friendly, iv) increase in proportion of adolescents having correct knowledge of HIV/AIDS, v) reintegration of 15000 children affected by armed conflict, vi) alignment of national legislative framework on protection of children with international instruments, vii) institutional capacity strengthened to promote participation of children and young people in policy.
[325] Discussion with Section-Head, Health and Project Officer, Protection Section

is not adequate (UNICEF, 2007a). Like the CPR 2002-06 gender indicators are not included in the CPD 2008-2010 document for monitoring.

Draft Summary Results Matrix - Country Programme, 2008- 2010:[326] This matrix defines key results and indicators in the five areas of the MTSP framed in terms of "women and children". GE results or gender disaggregated indicators are not outlined. The area with a GE focus is child protection where there is a results area for "national legislative framework for protection of children from violence, exploitation and abuse" aligned with CRC and CEDAW and two indicators for – the number of laws and policies which have been reviewed and revised based on the CRC and CEDAW.

Internal Monitoring and Evaluation Programme/Logical Analysis Framework (2007- not approved)[327]**:** Outcomes and output level results coined mainly in terms of households, socially excluded, women, children, adolescents without addressing any gender differences or gender differentiated impacts on various groups of activities. It is assumed that many of the indicators will be gender dis-aggregated but this is not institutionalised within the IMEP/LFA and therefore there is little in the way of ensuring accountability or qualitative gender analysis as a result. There are output level results statements relating to maternal health for services and in health. For education: an outcome level indicator includes enrolment specifically broken down for Dalit and Janajati girls; and an output level indicator includes that the gender strategy developed is implemented. For DACAW, a good development is a GE focused empowerment indicator: % of women and disadvantaged "empowered as decision maker" in VCC, DCC and Women Federations.

c) Overall Analysis: Policy Evaporation or Policy Condensation

An overall observation is that the UN country-wide and UNICEF programming process in Nepal makes reference to CEDAW, CRC and Inter-Agency Standing Committee guidelines, but not to the UNICEF 1994 gender policy or the UNICEF PPPM, Chapter 15, Section 6 guidelines on gender integration. Systems do not appear to be in place for dissemination of UNICEF gender policies amongst other UN agencies involved in preparation of CCA and UNDAF, or ensuring that these are considered while drafting CCA and UNDAF. The dilution of gender analysis between the CCA and UNDAF can be attributed to two factors, namely the "ghettoization" of gender into a separate outcome in UNDAF, and the combining of broader issues of human rights with gender equality towards the end of the UNDAF drafting process. According to the UN Gender Theme group many recommendations in the area of promoting gender equality were lost in the process (like for example the need to work with men and boys on gender based violence).

The SITAN, 2006 was drafted by a consultant with some expertise on gender and rights of girls and boys, and its 'satisfactory' performance on gender analysis can perhaps be attributed to this factor. The gender commitment of the senior management in 2000/2, that of the gender focal person who continues now, and the technical support on gender from the Gender and Child Protection Adviser of the UNICEF Regional Office for South Asia perhaps explains the 'fair' to 'satisfactory' gender analysis of the CPR and Master

[326] This version of the framework was received after the evaluation mission.
[327] Ibid.

Plan of Operations for the period 2002-06 (UNICEF, 2004). Series of gender trainings that were organised by the gender focal person between 1999/2000 and 2004 which amongst other topics disseminated UNICEF 1994 gender policy may have also contributed to the fair to satisfactory gender analysis of the CPR and MPOP. A gender team was constituted consisting of the then SPO, gender focal persons and representatives from different sectoral sections.

The 'low' to 'fair' attention to gender integration within CPD 2008-10 can perhaps be attributed to lesser gender-commitment of senior management, the vesting of multiple responsibilities with the gender focal person since 2004, the discontinuation of the NCO gender team meetings since 2005, and the removal of the Gender and Child protection Adviser post in the UNICEF Regional Office. Refresher gender training programmes for staff were not organised after 2004 and staff were not aware of recent additions to policies and procedures related to gender[328]. Discussions with new staff of NCO[329] suggest that they were not informed of UNICEF gender policy or procedures. Hopefully, with the recent recruitment of the new (gender) committed NCO Representative and new SPO (yet to join, but reportedly gender sensitive), gender integration within programming would go back to satisfactory level.

But to make the leap to 'highly satisfactory' level of gender integration, UNICEF-NCO has to reflect on its gender perspective. Often the NCO swings between working with women as mothers (e.g. women's groups' monitoring of well being of children) and as women with their own rights. Strategic gender interests are not consistently identified and addressed in all programmes. Children are treated as a uniform category (i.e., no distinction made between the boy and girl child) in most programmes (other than education). Lastly, a gender perspective is used only to identify disadvantages facing women and (to some extent) girls; gender issues affecting boys and men could be better analysed. Issues of masculinity are taken into account with regard to men as protectors of their pregnant wife, and as fathers who are protectors of children. However, issues of masculinity and gender based violence against girls and women, and high-risk behaviour of men and boys deserve greater attention.

V STRATEGIC PARTNERSHIPS

a) Partnerships and partner perceptions on UNICEF NCO

UNICEF NCO has developed partnerships with three kinds of stakeholders for promoting gender equality: i) national and district government; ii) other UN agencies and donors; and iii) district, national and international NGOs. The Table below summarises details of who the partners are, the areas of partnership, NCO's contribution to gender-related capacity building of partner or vice versa, perception of the partner on UNICEF NCO's comparative strengths and their recommendations to UNICEF NCO.

Almost all partners met perceive UNICEF-NCO's strength to be in promoting gender equality at the district level, in particular mobilizing women and 'children' towards girl's education, gender based violence against women, and women's rights to justice. The

[328] Discussions with Gender Focal Person and Chief of Western and Central Region.
[329] Discussion with Chief of Protection Section, NCO. The Chief of Human Resources also observed that as yet new staff where not informed of gender policies when inducted.

national level NGOs referred also to NCO's good work on maternal health. UNICEF's flexibility, innovativeness and understanding of Nepal context were seen as general (non gender-specific) strengths. The UNICEF NCO was seen to have the second strongest (after UNDP) district presence amongst the UN agencies. At the national level, however, UNFPA was perceived to be the lead on gender overall[330], with UNIFEM (which is not represented in UNCT and does not have staff at the Representative level) playing a strong role mainly on national level gender budgeting and gender and governance. The absence of a **full time** gender person within UNICEF at **senior level** was perceived by the UN gender theme group in Nepal to be essential, and necessary if UNICEF-NCO was to play a role at national level on gender equality.

Table 1: Gender Equality Partnerships of UNICEF-Nepal

Partnership	Important examples of GE partnership	NCO's contribution to partner capacities on GE	Partner's contribution to NCO on GE	Partner perception on NCO's strengths in GE	Suggestions of partner to UNICEF in GE
NCO-Government	Ministry of Local Development Department of Women's Development (DWD) Ministry of Education Ministry of Health	DDC-Periodic development plan on women & children* DWD-Gender expertise, policies and guidelines Gender expertise of teachers* and gender policy development in education Health workers expertise on sexual abuse*	Space to work at policy level on gender equality	Girl child rights and education Women's rights to justice Gender based violence Mobilization of women, and children Understanding of Nepal context	Gender and diversity data analysis District level gender planning & budgeting[331] Advocate greater powers for DWD, women's commission & gender desks Support for status of women study and gender chapter-interim plan
NCO-other UN agencies and donors	UNDP (on DACAW) Norwegian embassy (on DACAW) ADB (on education SWAP)	UNDP's capacities on forming women's PLCC Gender-inputs into minimum standards for performance based financing of district development committees	NCO building upon UNDP formed women's, men's and mixed credit CBOs	Access of women to justice Girl child rights Girl child participation Mobilization of women, and children	Coordination on issues of donor-overlap[332] Integrate gender, peace and governance within DACAW Gender person at section chief

[330] UNFPA was perceived by government and UN/donor agencies met by the mission to play an important role in sexual and reproductive health, gender based violence, 1325 monitoring and gender mainstreaming in general.
[331] Including VDC and DDC level MDG targets, that are sex disaggregated

		Gender inputs into education SWAPs			level within NCO
NCO- NGOs	Forum for women law and development (PLCC) SAHVAGI (Girl's education) INSEC (CAFFAG) Save the Children (girls and boys participation) CLRC* (on PLCC)	Gender, CEDAW and CRC expertise of district level NGOs Emergence of new district level NGOs on legal justice Enhanced standing of district NGOs in the eyes of government on gender	National level NGOs have strengthened gender expertise of NCO District NGOs outreach to women, girls and boys	Girl child rights GBV against women Maternal health Mobilization of women, and children Understanding of Nepal context	Focus within DACAW: - gender and peace - violence and health - female suicides - ward level PLCCs Attention to issues of gender and diversity Strengthen powers of NCW and unity of women's movement

* At district level

UNICEF was reported by the organisations concerned to have contributed significantly to building gender capacities - expertise, policies and guidelines - of Department of Women's Development and Department of Education, as well as district level NGOs. National level NGOs and International NGOs, on the other hand, reported having enhanced the gender expertise of UNICEF notably on gender and education, gender and law, and gender based violence[333]. UNICEF's reach to the grass root women, girls and boys was only possible through the tripartite collaboration between UNICEF-district government and NGOs.

The ambitious recommendations from partners to UNICEF-NCO pertained to the following:

- New gender issues that UNICEF could be working on at district level through the DACAW programme, for example gender and peace, gender and electoral process, gender and female suicides, gender and women's health and gender and violence;
- New perspectives from which UNICEF could approach gender equality, for example gender and diversity, working with men and boys on gender based violence;
- New ways of working with donors avoiding overlaps or better coordination on common interventions (joint programming on areas of overlap is being attempted with the UNDP and with the UNFPA);

[332] UN agencies met by the mission observed considerable overlap between UNICEF NCO's work on life skills education and uterine prolapse and the work of UNFPA on the same issues. Both UNDP and UNICEF are working on access to legal justice, and several donors work on gender based violence against women. UNDP and UNICEF are attempting joint programming on some issues.
[333] Discussion with FWLD, SAHVAGI, World Education and Save the Children Alliance

- New gender integration advocacy issues, like strengthening gender and diversity disaggregated data, decentralised MDG setting, enhancing powers of National Commission on Women, Department of Women Development and gender desks in line Ministries, and decentralized gender budgeting and planning; and
- Renewed gender studies that UNICEF could support like comprehensive study on Status of Women (last done in 1970s)[334].

b) Good Practices of Gender Equality Initiatives of partners

Partner good practices on gender equality, as reported to the Evaluation Team, pertained to addressing strategic gender interests of women/girls in a range of *sectors* (e.g. education, gender based violence) *and to gender mainstreaming in different functions (e.g.* policy, legislation, capacity building). These are mapped in the Table 2.

The mapping suggests that the good practices have been stronger in the sectors of gender and education, SRH, law, and violence against women, and weakest in the area of gender, peace and disaster. Gender integration in the sectors of poverty and livelihoods falls somewhere in-between. Nevertheless, a good initiative in the area of promoting gender equality within peace initiatives is the donor working group to monitor the implementation of the Security Council Resolution 1325 on women's role in peace process in Nepal, under the leadership of UNFPA (UNICEF NCO is not perceived to be very active member). The recommendations of this working group have included constitutional and legal reform in favour of women, gender aware post-conflict reconstruction and rehabilitation, demobilisation and reintegration of women combatants into society, prevention and response to gender based violence in the context of conflict, transitional justice from a gender lens, and monitoring and documentation (UNICEF,2006c) However, few donors reported working at the community level on the issues of gender and peace.

[334] The evaluation mission was informed by the Representative and Gender focal person of the NCO that UNICEF is planning to carry out a comprehensive study on the status of girl child.

Table 2: Good Practices of Partners in Gender Equality across Sectors and Functions

Functions - good practices	**Good practices of partners in gender equality across sectors and functions**					
	Poverty/social exclusion	Governance	Emergency	Education	Health/SRH	GBV
Research Studies/ data	UNGTG: SD data on women's property & labour (2001) WB/DFID: Gender and social exclusion[335]	UNIFEM: Scan of potential women leaders in Nepal				
Policies, legislation and structures	UNGTG: - Passing of gender equality bill - gender aware amendment of citizenship act	UNGTG: 33% reservation for women in parliament		ADB Gender main-streaming within Education SWAPS	Ministry of health: Emergency fund with VDCs for accessing safe delivery	UNGTG: Drafting bills - domestic violence and -sexual harassment UNDP/NCW: women's central legal aid wing
Budgeting		UNIFEM/ Ministry Finance: Gender budgeting UNDP- DDC level (10) gender budgeting				
Personnel	UNGTG: 33% reservation women in all state bodies	UNDP: training women to enter civil services				
Innovative programmes	ILO: Gender integration within unions WB: Poverty action fund-SHG			UNESCO: Gender and female literacy		UNFPA: Working with men and boys on GBV
Media					UNFPA: Gender and SRH- Nepal TV program	
Training manual and guidelines		UNIFEM/Finance: Gender budget guidelines			UNFPA: Training manual series on SRH	
Monitoring		UNIFEM:	UNFPA/GTG:			

[335] DFID and World Bank, 2006: Unequal citizens: Gender, caste and ethnic exclusion in Nepal

HR standards		Shaming of parliamentarians for non gender performance	1325 monitoring			

Beyond the issue of gender and peace, a notable good practice at the strategic interests level worth disseminating globally, is the passing of a gender equality bill in Nepal (2006). This allows women and girls to take legal action if their rights are violated by societal institutions. The successful advocacy (along with Maoists) towards 33% reservation for women in parliament and state bodies is another good practice (UNDP, 2006). ILO's gender integration within trade unions is again an innovation. Similarly, UNESCO's work on strengthening female literacy offers scope for strengthening literacy levels of women members of DACAW groups.

Several good practices of partners pertain to gender integration in policies, legislation and budgeting. However, few exist on gender integration in programming, human resource development, and monitoring and evaluation systems. UNIFEM has taken the lead in gender integration in budgeting at the national level, partnering with the powerful Ministry of Finance (UNIFEM, n/d). At the district level, UNDP is piloting gender budgeting and auditing in 10 districts and 5 municipalities (UNDP et al, 2004). Another good practice is the inclusion of gender indicators by UNDP's performance-linked (of administration and programmes) financing to district development committees (UNDP, 2007)

VI GENDER EQUALITY RESULTS OBSERVED

At national and district levels

At the national/district level[336] the main gender equality results arising from the NCO's contributions the Evaluation Team observed visited have been:

- Increased gender-parity in primary school enrolment and retention nationally, due to replication of 'Welcome to School' campaign by the government;
- Integration of gender issues within the child rights chapter of the latest interim plan (2008-10) of the government
- Enactment of a new bill to address trafficking (in a context where a majority of those trafficked for sexual purposes are women and girls) by the government due to pressure put by the UNICEF NCO along with other stakeholders;
- Drafting of a new Child Act (yet to be passed) due to pressure put by UNICEF and others, which prohibits corporal punishment of children- reported to be higher against boys (UNICEF, 2007a)
- Replication of DACAW in 60 of 75 districts of Nepal (covering 1/3rd VDCs) by UNDP and Ministry of Local Development
- Adoption of a plan on gender equality in girls education by the Department of Education (Ministry of Education and Sports, 2007);
- Adoption by the Department of Women Development of a policy to gender audit programmes with a budget beyond a ceiling amount

[336] Four districts visited by the evaluation team, namely Chitwan, Nawalparasi, Morang (Bhiratnagar) and Kavre.

The Evaluation Team also visited Community Action Process (CAP) groups, federations/cooperatives (70% women), adolescent children's clubs[337], women's para-legal committees (PLCC) and the district/village development committees (DDC/VDC). Effectively building the leadership qualities of women and adolescents, these inter-dependent organizations were seemingly effective in reducing gender discrimination at the community level, as well as increasing their role in local level policy making as their capacity to demand for government services increases. Evidence of these gender sensitive processes by these inter-dependent organizations were observed by the Evaluation Team at the community and district levels in the specific areas visited.[338] In the specific areas visited, they are effectively engaged in combating gender discrimination and increasing women's leadership roles at the community level. For example, the paralegal committees address many cases related to domestic violence including the right to marital support on separation.[339] Police training has also taken place on gender based violence issues and during the focal group discussions, women said that men were now more afraid to indulge in domestic violence due to the presence of the para-legal committees and their connections to the police, VDC and DDC.[340] More girls have taken leadership positions in the adolescent children's clubs over the years.[341] The VDCs have also started to pay the salaries of the village facilitators from their own budgets.[342] The DDC in Kavre had allocated a budget to various gender specific programmes as a result of lobbying efforts by the women's cooperative[343] in that area.

However, several important challenges remain at national and district levels. The national gender integration challenges were outlined by partners (p 21). At the district level, opportunities for involving women, girls and boys (especially from marginalised communities) in school committees, health committees, district planning and budgeting are yet to be fully realized[344]. There is still a need to strengthen government services to meet increase in demands from women, men and children in DACAW[345].

Community/household/individual level

In the habitats covered by DACAW programme, by using a combination of innovative strategies which address both basic and strategic gender equality needs, the NCO has

[337] Impacts of the child clubs include: reduced various forms of discrimination against adolescents such as forced marriage and employer abuse involved them into cleaning up the environment and safe hygiene. Adolescents in Bhiratnagar Child Club took up blowing whistles in order to shame community members who would not agree to a defecation free zone.
[338] Results may vary in districts not visited.
[339] Paralegal club in Chitwan
[340] Focus group discussions with paralegal committees in Chitwan and Kavre
[341] UNICEF Nepal 2006c. The annual report states that the child clubs have a membership of 46% girls.
[342] UNICEF Nepal 2006c
[343] This particular women's cooperative was a model and had an emergency health fund, a nurse on staff, a birthing centre, an ambulance service, a member's home served as a short-term safe house and a fertilizer franchise, among other things.
[344] Discussions with DDC in Chitwan and Kavre, women federation members in Nawlparasi and Kavre, and child club members of Bhiratngar.
[345] Discussion with women's federations in Kavre districts, Gender wing of the Department of Education, and Chief of Education and Health Section, NCO

contributed to **reducing gender-based discrimination disadvantaging women and girls in the areas of** primary education (enrolment and retention), immunisation, malnutrition (0-3 years) and decision making processes[346]. It has also contributed to reducing domestic violence against women (in particular the PLCCs), girl-child marriages (PLCCs and child clubs) and increasing freedom of widows to dress in 'red' colour[347] (women's federations). Another contribution has been the strengthening of knowledge of women and girls (and boys) on HIV/AIDS.

Slow **changes in norms on masculinity** are visible in the habitats covered under DACAW visited by the mission. Men met by the mission in Kavre district reported helping in housework when women go for meetings, though not routinely. Both women's and men's community based organizations visited in Chitwan and Kavre districts were monitoring the immunization, nutrition and education of children. The NCO annual reports mention that 20% husbands accompany pregnant wives during ante natal care visits (UNICEF, 2006c). Some of the adolescent boys who have taken part in life skills education programme of the NCO in Kavre district reported to the mission that they have stopped smoking with the support of peer counsellors.

According to the habitat level women's groups met in Chitwan district, more couples are adopting contraception (monitored by the groups formed under DACAW), and fertility rate has decreased at community level. However, women report that they bear the burden of contraception. Due to decrease in fertility rate, as well as better access to nutrition, tetanus injections, access to emergency funds, and incentive scheme for institutional delivery maternal deaths were reported to have decreased in field areas visited. Women's and girls' access to toilets with water facilities was also reported to have improved by women and girls met by the mission in all the four districts.

Against these positive results, it is a concern that women, men, girls, and boys met by the mission did not report a reduction in strategic areas of need such as trafficking, incest, and eve teasing[348], sexual abuse and suicides. None mentioned the reintegration of women, girls, or boys affected by conflicts. Reductions in gender disparity in secondary education, adult literacy, and malnutrition amongst 4 - 18 year olds (and women who were not pregnant) were also not reported. Increase in girls' and boys' enrolment has not been accompanied by end of child labour, with child domestic workers in areas visited going to school and engaging in unpaid work (in return for boarding and lodging)[349]. While birth registration had increased due to NCO efforts, there was no reported increase in marriage registration by the habitat groups interviewed in Chitwan and Kavre districts.

[346] According to the UNICEF Nepal Annual Report, 2006, 60% of the groups involved in the community action process of DACAW programme are women-exclusive, 46% of the members of children's clubs are girls, all the para legal committees comprise of women, and over 90% of the village facilitators (attached to VDCs) and community mobilisers are women (UNICEF, 2006c).
[347] Traditionally widows are either expected to dress in white or in dull colours. Only women whose husbands are alive are allowed to wear red saris.
[348] The term eve-teasing, as used in the Indian sub continent, refers to sexual or verbal harassment of girls or women, but does not include rape of girls or women.
[349] Interview with child club members in Biratnagar town

The increased knowledge on spread of HIV/AIDS amongst women and girls, is not necessarily accompanied by greater ability to negotiate safe sex practices. Married women met by the mission in Chitwan district expressed that they could not negotiate condom use with 'migrant' husbands who returned home periodically even though they were aware of its importance. The women reported that if they kept condoms at home their husbands would suspect them, and men did not bother to bring condoms. While adolescent boys who took part in life skills programme in Kavre district expressed that they accessed condoms from the NGO run resource centers supported by UNICEF, the girls did not report such access.

The habitat level community organisation had not made much impact on the economic empowerment of women. It is only under the 'women's federation' model that benefits are seen in terms of women entering commodity markets and or making claims on government's health/education system[350]. Another challenge is increasing representation of marginalized women- in particular, Dalits and Muslims- in membership and leadership of groups, to which greater attention is being paid under the CPD 2008-2010.

Overall Comments on Gender Equality Results

Thus the achievement of UNICEF global gender policy and UNICEF MTSP varies with which component of the policy is being referred to (see Table 3), and results are more impressive at community than national level. Gender disadvantages facing men and boys have been less addressed than women and girls, as well as specific gender issues faced by Dalit and Muslim women. These results are not obvious in the NCO's reports reviewed and may be due to the lack of a reporting format and knowledge management[351] and specifically a gender equality results framework which captures process indicators and aggregated results. Refer to Annex 6 for summary of NCO's progress on UNICEF's global gender policy by programme type.

VII. CONCLUSIONS AND RECOMMENDATIONS

The preceding analysis of Gender Equality Policy Implementation by the UNICEF Nepal Country Office suggests that gender policy implementation in the NCO is at the semi-integrated, depending upon which aspect of programming is being assessed. For example, UNICEF has been more successful in integrating gender in its development programming than its emergency programming.

It has been particularly successful in integrating gender equality integration in the DACAW programme and in education sector support, and weaker in the spheres of (of late) nutrition, child and women's health and water and sanitation sectors. It falls in between with regard to child protection and emergency preparedness[352] (see section iv). Gender analysis in CPD 2008-2010 is slightly weaker than CPR 2002-6, probably

[350] Interviews with women's federations in Nawalparasi and Kavre districts
[351] The UNICEF HQ notes that UNICEF ROSA has done impressive work in the region in the 1990s, including in Nepal, on gender based violence against women and girls and protection from sexual exploitation and abuse. While work on violence against women and girls continues, the work on protection from sexual exploitation is less visible and reported; pointing to the need for knowledge management.
[352] Emergency preparedness and response was reported by the NCO staff as one of the focus areas of the NCO, and did not appear to be the most important one.

because of a slight weakening of institutional capacity with regard to gender between 2004 and June 2007 (again picking up now). The presence of the NCO's field or zonal offices have greatly contributed to GE results in this area as opposed to those of other UN agencies, with the exception of the UNDP.

Gender specific targets	**UNICEF Gender policy document in which target is mentioned**	**Progress of NCO towards Global gender policy**	
		National/ District level	Community level *
Improving maternal health	MTSP (2002-06)	High	High
Reducing gender gaps in basic education	MTSP (2002-06)	High	High
Gender disparity in malnutrition and immunization	MTSP (2002-06)	Low	High
Protection of girls and boys from violence, exploitation, abuse	MTSP (2002-06)	Fair	Fair
Addressing needs and rights of women in emergency and difficult circumstances	1994 gender policy	Low	Low
Addressing needs and rights of children in emergency and difficult circumstances	1994 gender policy	Fair	Fair
Addressing feminization of poverty	1994 gender policy	Low	Low
Improving legal status of women	1994 gender policy	Good	Good
Gender integration	MTSP (2002-06)	Good*2	

* 1/3 rd habitats in 15 out of 75 districts
*2 Education and children chapter in interim plan Good - Fair- in others

The table below summarizes the current status of the NCO related to UNICEF's gender policy implementation.

Current Status: **NCO at Semi-Integrated Gender Policy Implementation Stage**	**Future Ideal:** **Rights and Results-Based Gender Policy Implementation**
• Findings and results of gender analysis evident in some aspects of programme design, implementation, and monitoring and in institutional decisions • However, the results of this gender analysis have not been applied at all levels systematically. • Limited degree of formal accountability for integration of gender equality in programmes.	• Gender analysis used to identify priority gender equality and rights results needed • Resources to achieve GE results integrated into programme design. • Clear results indicators and baseline information established at the beginning of planning process • GE indicators monitored throughout implementation and evaluated at the end of programme to determine actual results achieved. • Organization and staff are held accountable for the achievement of these results.

To move gender policy implementation to a rights and results based level of gender policy implementation the Evaluation Team has made the following recommendations, for the NCO, with the understanding that there are many processes involved to achieve these that need to originate at the HQ and RO levels.

Recommendations for the NCO

1. Create a clear mandate of UNICEF-NCO on gender equality issues it wishes to address vis-a-vis other UN agencies and donors, e.g., education and protection of girls and boys, reducing gender based violence against women and girls, and strengthening decision making, improving maternal health and (non-sexual and reproductive) strategic health issues of women, gender and emergency response and working with men and boys on all of the above
2. Engage a senior gender equality technical specialist (equivalent to chief of sections) to ensure that gender equality concerns are systematically integrated into various strategies and programmes, to assist with gender integration with staff and partners, and regular monitoring[353]
3. Strengthen the institutional capacity of the NCO through the appointment of the new SPO (who has been a gender focal point earlier in another agency) as gender champion, a re-instatement of the gender team meetings, revise, updating NCO's

[353] The UNFPA and UNDP have both a gender specialist at the country office and at the regional office level. The UNDP gender focal person handles this gender and diversity mainstreaming on a full time basis In comparison, UNICEF GFP has 25% of her time allocated to GE and child rights.

gender integration policy/strategy and adapt the existing guidelines and checklists to reflect updated research on gender inequities specific to Nepal[354].

4. Strengthen the gender analysis in SITAN and its' translation into gender-redistributive NCO policies, strategies, programmes, and monitoring and evaluation indicators.
5. Include a more systematic understanding[355]and application of gender equality analysis into staff training, strategies, programmes, M & E and reporting frameworks.
6. Strengthen capacity of partners on disaggregating data, gender analysis and creating gender strategies to enable them to address gender equality systematically within programmes, and in reporting and monitoring requirements
7. Enhance the strategic advocacy approaches used to provide sector support on gender equality and balance this with the continued integration of all grass roots result areas within DACAW.
8. Work closely with other UN agencies and donors to eliminate areas of overlap and to strengthen partnerships on gender, livelihood and decentralized governance.

[354] For example, nutritional inequalities across gender is a contested issue within the Nepal Country Office, and merits a study.
[355] Refer to the gender gaps referred to in Section IV and V of the evaluation e.g: examining and including the gendered impact on DRR on girls and boys in the Protection Programme; conducting an analysis of and integrating sensitivity on female suicides into training for PLCCs, VFs, CMs; addressing issues such as property ownership in cooperatives/ federations; examining issues of housing/violence and Dalit/Janjati girls low attendance/early marriage.

Annex 1: Additional Details on Recommendations

Review mandate of UNICEF-NCO on gender equality vis-à-vis other UN agencies and donors in the context of Nepal

It is suggested that UNICEF NCO defines its mandate clearly on gender concerns keeping in mind the gender issues identified in Nepal CCA and SITAN, the global gender policies of UNICEF, and the thrust of other UN agencies and donors working in Nepal. Preliminary discussions of the evaluation mission with selected UN agencies, donors, and NGOs suggest that UNICEF's niche in the context of Nepal could be the following issues: i) Gender and protection of girls and boys, ii) Gender, survival and well being (health, education, nutrition) of girls and boys, iv) Reducing gender based violence against and improving household/community decision making of women, v) Improving maternal health, and addressing non-SRH issues like high female suicides and violence and health, vi) Gender and emergency preparedness and response (as related to i to v). As gender integration at national level seems to be the mandate of UNFPA and UNIFEM in Nepal, it is suggested that UNICEF restricts its role to supporting these two agencies in strengthening powers of women-specific government machinery[356]. However, UNICEF may play a strong role in gender integration within sectoral ministries relevant to the possible mandates of UNICEF (i to v).

Make definition of gender perspective and equality more inclusive and rights based

It is suggested that UNICEF NCO broadens its implicit understanding that gender equality issues as the focus is presently on issues facing women and girls. While this focus is extremely important, it is suggested, that gender issues facing boys are also analysed and addressed systematically. The tendency to treat children in several sectoral programmes as a homogenous category, of late, may be avoided, and their differentiated needs and interests may be identified and addressed. While it is laudable that UNICEF NCO's goal is to promote the rights of women, this principle may be consistently maintained in all its programmes and activities targeted at women. That is, the tendency in health, community 'monitoring', and water and sanitation programmes to work with women primarily as mothers and wives may be avoided. This thrust can be better achieved if UNICEF strengthens its work with 'men' on parenting, reproductive work and as teachers involved in early childhood development. The exception to this rule is maternal health, where it is necessary to work with women as mothers. Policies like providing HIV/AIDS treatment for infants but not the mothers may be reconsidered. The diversity amongst women, which is being recognized now in programming is laudable, and may be continued.

Create a Gender Specialist Position

Engage a senior gender equality technical specialist (equivalent to chief) to ensure that gender equality concerns are systematically integrated into various strategies and

[356] The Department of Women, Gender Desks within Line Departments and the National Commission on Women.

programmes, to assist with gender integration with staff and partners, and regular monitoring. [357]

The GFP is a strong GE resource person who has and has good gender analytical skills but is overburdened. Only 25% of her responsibilities are allocated to gender. However, the GFP was acting head of the DACAW unit from 2004-2007, and her programme management responsibilities made even higher demands on her time and energy. Also, the GFP's location within one programming sector sometimes limits her potential to adequately have leverage over other programming areas. The GFP is also the Child Participation focal point. The GFP needs an enabling system in the office to support the integration of GE as well as additional external technical support to institutionalise, monitor it periodically, using an iterative approach. Overall, the potential NCO staff GE capacity could be taken to a much higher level if systematically trained and GE institutionalised within the office.

New entrants had not been exposed to an introductory briefing on the country programming, let aside gender training. One of the issues for institutionalisation are debriefings/briefings and proper hand-over notes for all staff leaving and entering the NCO and stronger systems of accountability such as GE in the PERS and employment ToRs. These task could be entrusted to a senior gender specialist to mainstream and monitor on a regular basis.

Strengthen the gender analysis in SITAN, and its' translation into gender-redistributive NCO policies, strategies, programmes, and monitoring and evaluation indicators.

It is suggested that gender (and diversity) disaggregated data and analysis in SITAN be strengthened in the sectors of protection, water and sanitation, health services and HIV/AIDS. A section on emergencies and decentralized governance could be added. Equally, UNICEF NCO may ensure that the gender analysis in SITAN is effectively translated into gender-redistributive goals, results/objectives, activities, and indicators in CPD, MPOP, Log Frames and Annual Work Plans. It is suggested that a separate chapter on gender, children and emergencies may be added to the Master Plan of Operations (under preparation), in addition to the existing ones on DACAW, nutrition and care, child and women's health, child and women's environment, education, child protection, and community, advocacy and life skills. Each chapter must identify and address important strategic gender interests and practical gender needs of women, girls and boys; and norms on masculinities that have to be challenged; with indicators to track progress in these areas.

Balancing decentralized action with sector support on gender equality, and integration of all grass roots result areas within DACAW

It is suggested that UNICEF arrives at an optimum balance between raising gender awareness and increasing demand for services through decentralized action and sector support to line departments to respond in a gender (and diversity) sensitive manner. At present the institutional capacity of line departments- education, health, and DDC- to

[357] The UNFPA and UNDP have both a gender specialist at the country office and at the regional office level. In comparison, UNICEF GFP has 25% of her time allocated to GE and child rights.

meet the increase in demand (and more so in a gender aware manner) is perceived to be inadequate in districts where DACAW is operational. Yet another .recommendation is to strengthen integration of gender and child protection (apart form emergency preparedness and response) into the DACAW component in the districts where it is operational. It is also important that the good practices across districts within DACAW be documented and institutionalized into programming and monitoring/evaluation indicators.

Strengthen partnerships on gender, livelihood and decentralized governance, and donor coordination on areas of overlap

It is suggested that UNICEF NCO strengthens district level partnerships on gender and livelihoods with World Bank and ILO (apart from UNDP which it is doing now), and gender and decentralised governance with UNDP (10 districts and five municipalities). In particular, women's groups need to be linked to livelihood support available through other agencies, and to decentralized gender and diversity planning, budgeting and monitoring processes at DDC and VDC level. UNICEF may advocate with Ministry of Local Development for institutionalising representation and participation of women's groups and children's clubs into DDC and VDC structure as well as committees monitoring delivery of government services. UNICEF, through the UN and Donor Gender Theme Groups, may strengthen donor coordination in the area of life skills, safe motherhood, gender based violence, and working with men and boys on gender. As UNDP and Ministry of Local Development are interested in replication of the DACAW programme, it is suggested that UNICEF Nepal evolves and publishes manual on the same, refining the existing guidelines further.

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Case Study 7: Document Review and Overview of UNICEF Emergency Operations in Sudan, Mozambique, Sri Lanka, Sierra Leone and Afghanistan

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1. Introduction

It is not intended to serve as an in-depth study, but simply to provide an overview of the key issues and practices related to gender and emergencies. As both gender equality and emergencies are multi-dimensional and 45% of UNICEF 's work is dedicated to emergencies, a full assessment of the integration of gender equality in this work, would require an in-depth, dedicated evaluation of gender integration in an emergency context that constraints of time and space cannot address here.

This case study, based on a document review of emergency operations in a selection of countries where there are significant emergencies, is designed to complement the country case studies which examined all aspects of UNICEF's programming from a gender perspective. The Evaluation Team was limited to conducting field visits in countries with a level 2 security status. This restricted the type and amount of data the Team was able to collect on gender in emergencies. Therefore to address the issue of gender equality integration into emergencies of a more urgent and chronic nature, the Team has conducted a review of key documents associated with UNICEF's emergency programming process.

The criteria used by this sample desk review include:

- How UNICEF is addressing the different needs of girls, boys, women and men in emergency contexts
- Whether the interventions reviewed included a focus on supporting the participation of women and boys and girls in the programmes and in decision-making as a means of promoting increased gender equality in an emergency context
- Whether the documents concerned used a women and children approach which simply targets women and children as vulnerable groups that need to assisted as programming beneficiaries or a gender equality approach which focuses on addressing the underlying causes of gender disparities.

2. Core Documents and Processes

Consolidated Appeal Process

Within the IASC approach to emergencies, the UN has promoted a Consolidated Appeal Process (CAP). The CAP is a tool used by aid organisations to plan, implement and monitor their activities together, as well as to determine the amount of funding needed to address a specific emergency. The UN and its partners at the national level work together in the crisis area or region to produce appeals which they subsequently present to the international community and donors.

Since its inception, it was intended that the CAP become the humanitarian sector's main tool for coordination, strategic planning and programming. It is viewed as an inclusive and coordinated approach within the programme cycle to:

- Strategic planning leading to a Common Humanitarian Action Plan (CHAP).
- Resource mobilisation (leading to a Consolidated Appeal or a Flash Appeal).
- Coordinated programme implementation.
- Joint monitoring and evaluation.
- Revision, if necessary.
- Reporting on results.

Common Humanitarian Plan

The CHAP is a strategic plan for humanitarian response in a given country or region and includes the following elements:

- A common analysis of the context in which humanitarian action takes place.
- An assessment of needs.
- Best, worst, and most likely scenarios.
- Stakeholder analysis, i.e., who does what and where.
- A clear statement of longer-term objectives and goals;
- Prioritised response plans; and
- A framework for monitoring the strategy and revising it if necessary.
- The CHAP is the foundation for developing a Consolidated Appeal or, when crises break or natural disasters strike, a Flash Appeal.

3. Specific Document Review

3.1 Appeals

The following review of specific appeals demonstrates both the strengths and weaknesses of the CAP from a gender perspective.

AFGH donor update 2007: The latest Government of Afghanistan – UNICEF Programme of Cooperation started in 2006 -UNICEF's key programme intervention areas are health and nutrition, education and gender equality, water and sanitation and child protection. Emergency activities are an integrated part of each programme and implemented in close collaboration with Government and other UN/NGO partners. **Gender equality is compartmentalized and reduced to girls' education and gender-based violence, often UNICEF-wide.**

Mozambique donor update July 2007: While entitled "The needs of children and women affected by the 2007 flood and cyclone emergencies", **the entire update is gender blind except for its Child Protection initiative**: Strengthening the Capacity of Civil

Society to Monitor and Address Gender Based Violence, Exploitation and Abuse, and Psycho-social Care in Emergencies.

Child Alert, Afghanistan, October 2007: **This appeal used a women and children approach despite the fact that the appeal lists multiple issues affecting girls and women since gender issues in Afghanistan are a significant issue**. While it has documented a wide variety of issues affecting girls, it does not analyze the underlying gender-based causes of these problems, e.g. forced marriages of young girls to much older men; a note that the "pace of change is glacial and that men and women still lead separate and disparate lives.

Rebuilding with Children: Recovering from the Tsunami disaster in Sri Lanka (April, 2005 draft): **This appeal mentions gender mainstreaming as a programme approach but, still identifies women and children as the mandate**. Most key results are expressed as a reduction of gender disparities for women and girls and focus mainly on addressing women and girls' practical needs such as health and nutrition related to reproductive health, building separate toilets for women and girls, detecting anemia in pre-pregnant girls, etc. Initiatives that target ways to address lower retention rates of girls in school; and empower adolescent girls with life-skilled based education take more of a gender equality approach.

The related ERP was developed within a framework of guiding principles that included conflict sensitivity, rights-based approaches, gender awareness, community participation, and international minimum standards. There has been some use of sex-disaggregated data, e.g., the costs of hiring teachers disaggregated by gender (read sex); and women's police desks have been established throughout the country.

Humanitarian Appeal, Sierra Leone, 2003: **This represents a good practice as women and children issues are not just targeted but strategies to achieve increased gender equality are explicitly outlined.** This included gender-sensitive *Facts for Life* materials for formal and non-formal institutions; advocacy and promotion of human rights of women and children; household food security and women's group with agricultural inputs; immunization of women of child-bearing age; emergency nutrition support to women to address malnutrition, especially of children; anemia in pregnant women; Vitamin A and iron supplements for pregnant women; a social mobilization strategy to raise awareness of women and children; gardening, food processing and income-generation of 250 women's groups; as well as a safe motherhood programme.

Short Duration Country Programme document, Sudan, E/ICEF/2006/P/L.23:

This includes an analysis in which the gender disparities are better integrated. **The impetus to address gender and regional disparities appears to have come from having to report on the MDGs.**

Short Duration Country Programme document, Sudan, E/ICEF/2007/P/L.27:

The finalization of the Sudan Household Health Survey (SHHS) has **provided sex-disaggregated data and the target results indicators include women-specific percentages and thus are gender-sensitive**.

Flash appeals present a particular challenge with regard to gender analysis as the personnel involved have to collect their data within a very short time period – which can limit the collection and analysis of the kind of qualitative data needed to conduct an effective gender analysis. Some examples of where this was done well from a gender perspective included:

- The *Mozambique Floods and Cyclone 2007 Flash Appeal* which noted the need to address gender-based violence; the fact that remote areas lack basic services for women and children; provide protection and psych-social environment of accommodation centres in cyclone-affected areas; protection and psych-social support to women affected by cyclones and floods; and the mainstreaming of cross-cutting issues such as HIV/AIDs, gender and environmental issues.
- The *Sudan Floods Flash Appeal 2007: LLIN (Long Lasting Impregnated Nets), ITNS (Insectide Treated Nets)* where project beneficiaries were explicitly disaggregrated by men, women and children in different parts of the country, except in the Education and Health and Nutrition sectors.
- The *Sri Lanka CHAP 2007 Mid-Year Review* where separate training was held for men and women on how to improve agricultural activities; training/information programmes on protection and equity issues in camps, raising awareness of issues pertaining to women, children and vulnerable groups, among displaced communities.
- In contrast to this the *Indian Ocean Earthquake Tsunami- Flash Appeal 2005* in which UNICEF had a pivotal role, represented a missed opportunity for the organizatin to ensure that gender equality issues were integrated in a much more strategic manner. The tsunami was noted for the fact that there was a higher

In general, for Appeals to take a more gender-integrated approach they need to:
Identify all of the primary gender equality issues related to the specific emergency. Currently there is a tendency to focus primarily on gender-based violence and protection issues

- Analyze the underlying causes of the primary gender disparities identified
- Include relevant sex-disaggregated data in the analysis
- Determine which specific groups of women and men and boys and girls are especially vulnerable (i.e., not treat any of these groups as homogenous entitites)
- Include initatives and approaches that will address the gender-based needs of specific groups of men and women and boys and girls within an emergency context, including looking at under-represented groups of men, women, boys and girls as actors who need to be involved in decision-making as opposed to simply vulnerable groups needing services.

3.3 Emergency Response Plans (ERPs)

The Regional Emergency Advisors and emergency personnel interviewed for the evaluation all emphasized that unless a gender analysis is conducted and the results of

this analysis used to inform the development of the CO Emergency Response Plans, it is unlikely that gender equality issues will be addressed in a significant way during an actual emergency. This gender analysis also needs to consider both the physical gender issues related to the practical needs of women and men and boys and girls as well as the socio-economic gender issues that come to the fore in an emergency context.

Examples where this was done include:

***Sri Lanka Emergency Response Plan, April 2007*:** The plan included references to the need to protect women and girls from violence and abuse; GBV; and included women-specific targets, such as the percentage of women who receive TT vaccine; access to safe havens for lactating mothers; and preparations for women of menstruating age receiving sanitary towels in an emergency context.

***Batticloa May 2007*:** integrated gender concerns in design as identified as a gaps in the Water, Environment and Sanitation sector.

***Emergency Preparedness and Response Plans (EPRP), Afghanistan, March 2007*:** which included basic services to women and children; monitoring of the status of women and children-maternal mortality and the **rapid assessment by CCCs involved the local adaptation of generic checklist and integrated gender-related questions by sector, a process which can be cited as a good practice.**

EPRP, Sierra Leone, July 2005 which included monitoring gender disparities in education and whose **gender-based violence component stands as a good practice**. It focused on preventing sexual abuse and exploitation of children and women by: (i) monitoring, reporting and advocating against instances of sexual violence by military forces, state actors, armed groups and others (ii) providing post-rape health and psychosocial care and support. Internally, with regards to humanitarian workers and staff it committed to: (i) undertaking to promote humanitarian activities in a manner that minimizes opportunities for sexual exploitation and abuse (ii) having all UNICEF staff and partners sign the Code of Conduct and ensure that they are aware of appropriate mechanisms for reporting breaches of its six core principles.

The other EPRPs reviewed by the evaluator did not pay major attention to gender equality issues, an approach which emergency personnel interviewed is more the norm than then exception.

3.4 Situation Reports (SIT REPS)

Situation Reports provide an opportunity for UNICEF to profile specific initiatives and issues that address gender equality issues in an emergency context. A review of 14 SITREPs and related reports found quite varied results, ranging from no mention of gender issues at all, to only a note of women and children as service beneficiaries to those which applied a more gender-integrated approach. The majority had limited reference to gender equality issues. The ones that stood out as good practices from a gende equality included:

The ***Sudan Monthly Report, April 2007*** which was quite comprehensive and discussed working towards gender parity in getting girls into school; gender issues in Child

Protection; gender-based violence; vaccination of pregnant women; provision of treated nets for the protection of women and children IDPs from malaria; ferrous sulphate to pregnant women; Behaviour Change Communication and life-skills based education to women and youth in South Sudan; voluntary testing (HIV/AIDS) women. As such, the report took a fairly strong gender equality approach blended with addressing practical gender needs.

Sri Lanka Sit Rep, 2004: All out efforts are being made to ensure an effective response in compliance with the CCCs. Attention is hence being focused on advocacy on the situation of children and women; providing essential health interventions; providing safe drinking water, sanitation and hygiene; addressing protection and psycho-social needs while ensuring a safe family environment for the children; and, providing child learning opportunities.

The ***UNICEF response to the Indian Ocean Emergency, Februrary 2005*** which included *reference to the* Civil Society call for involvement of women in Tsunami response. The Asian Civil Society Consultation on Post-Tsunami Challenges, a two day seminar held in Bangkok on 13-14 February, was attended by more than 70 activists. It highlighted the need to ensure that communities, and especially women, have a right to participate in all stages of planning, decision-making, implementation, and monitoring of all relief and rehabilitation efforts. Participants also stressed the need for transparency in fund use, and that international human rights norms must be respected. It should be noted here that the impetus for this action came from outside UNICEF and that there are many lessons to be learned from civil society organizations regarding how to integrate gender equality in an emergency context.

Also of note are the ***Best Estimate Factsheets*** produced by the Afghanistan CO. The CO produced Factsheets by Province which helped present key, strategic information for donors and planners that was gender-sensitive and could be absorbed at a glance. These fact sheets included the following types of information:

- Ranking of each Afghan provinces on the basis of some MDGS indicators, including gender indicators, e.g., maternal mortality rates, girls' attendance of primary schools
- Disaggregated women-specific statistics, including statistics on early marriages,
- Education and reproductive health issues
- Water and sanitation however was not disaggregated by sex

While the factsheets could still be strengthened from the perspective of data disaggregation to include all sectors such as water and sanitation, they did serve as a powerful tool for policy advocacy and programme development from a gender equality perspective in Afghanistan.

The ***Consolidated Emergency Thematic Report (CERS): Sudan, 2006*** although still needing strengthening in some areas, is also an example of how to apply a more gender-integrated approach in an emergency context. The report starts by stating that gender equality is a goal. To promote gender equality UNICEF is trying to address the specific challenges and opportunities for women and children and the report highlights

sexual violence against women and violence against children. It also includes advocacy messages developed to address include sensitive gender-related issues such as GBV, FGM/C, and the abandonment of babies. However, these issues are compartmentalized and are not included in advocacy for child soldiers (e.g., there no mention or analysis of male roles or issues related to child soldiers). The main gender element in the ERP is also a focus on gender-based violence.

Some innovative approaches it outlines include UNICEF's role in the Juba Peace talks in advocating for transfer of women from Lord Resistance Army, the provision of psycho-social support for them, training of women in Khartoum camps on psychosocial and livelihood issues, and the provision of support to local media guidelines on how to report ethically on women and children provided. In addition, during the year information was collected covering 21 of the 48 MDG indicators at the national and state levels from the SHHS, disaggregated by age and gender. This data will be the largest single source of information for MDG monitoring in Sudan and will provide a basis for informed decision making, sound policy formulation and planning, including on gender equality issues and initiatives. In the context of Southern Sudan, this major achievement will make reliable data on children and women available to UNICEF and its partners for the first time ever. Another strength of this CER was the fact that its results included gender-specific targets, as well as explicit gender equality results.

For the Situation and Consolidated Emergency Thematic Reports to be more effective from a gender equality perspective, UNICEF needs to work with its humanitarian assistance partners to determine at least minimum standards for reporting on gender equality issues, particularly in each cluster. This would greatly facilitate the collection and subsequent analysis of sex-disaggregated data. These standards should also include reporting on results by sex and on specific gender equality results.

3.5 UNICEF Country Initiatives in a Humanitarian Context

As indicated in Chapter Two on the evaluation's major findings the different humanitarian assessment reports produced by UNICEF are quite varied in how they address gender equality issues. Again the range is from almost no mention of these issues or the tendency to aggregate groups with no differentiation by sex to some which are quite innnovative in their approaches. Again, the majority served fell into the weaker category and where they collected sex disaggregated data failed to do so from the perspective of the socio-cultural and socio-economic dimensions of gender equality.

The ones that stood out from a good practice perspective included the following.

Report on national assessment of situation of children deprived of parental care institutions in Afghanistan (2003) that collected and integrated sex-disaggregated information throughout the assessment. There is strong attempt to analyze and document the socio-cultural discrimination and the low status of girls and women and the overriding of the latter's human rights in the analysis. This assessment is a good example that UNICEF can build on to inform future programming, provided the gender analysis is further strengthened, as well.

Caring Practices Formative Research Ghozarah District Community, Herat, Afghanistan (August 2003) is an outstanding example of a study on health and nutrition issues, within the critical contexts of socio-cultural practices of Afghan society, so key to gender analysis. Its methodology is comprehensive and it critiques older narrower approaches, e.g, that Nutritional surveys in Afghanistan have mostly focused on physical outcomes such as anthropometric indicators and that very little has been investigated in the field of underlying causes of nutritional status. It notes that in interventions other than emergency nutrition will be difficult to implement without an in-depth understanding of the caring practices at the household level, as well as motivations and constraints to behaviour change. It notes that technical recommendations based strictly on physiological considerations alone may be culturally unacceptable if they are incompatible with local perceptions. [p.7] , It recommends that "the link between maternal and child nutrition, especially adolescent and pregnant women health and nutrition status and pregnancy outcome should be studied more in-depth." [p.10]

This latter study can be viewed as a good practice in studying health and nutrition from a gender equality perspective, and as such is an important model as health and nutrition as the two areas where the evaluation found that UNICEF's programming is the weakest from a gender equality perspective.

Girls' Education in Afghanistan (UNICEF Afghanistan, Jan 2004 review) To ensure goals are met, UNICEF has reorganised its structure to provide the capacity to focus on provinces across Afghanistan. Girls Education remains a central focus of the Afghanistan office and actions within all programmes are linked to ensure schools act as centres for change. The cultural, social and physical constraints of the country mean that programming must be brought to household level. UNICEF programmes are therefore designed to reach all families and communities mainly through mobilising strong outreach with key partners, such as school teachers, health workers/immunisation volunteers and religious leaders. To help build a base for these interventions, UNICEF is supporting the development of counterparts and working to improve the environment for children through legal reform and improvements to maternal/child health facilities. Emergency preparedness and response is an integral part of all programming. This programme serves as an example of how to develop an integrated approach to a gender-specific issue that ranges from the household to national level advocacy, and as such, demonstrates a highly strategic approach.

UNICEF Afghanistan Annual Report, 2006:

Although confined within a discussion on girls' education, this annual report provides a detailed gender analysis of why these goals are difficult to reach. The level of analysis is at the depth needed for UNICEF to strengthen its programmatic work in emergencies. It focuses on MDG 2: Achieve Universal Primary Education and MDG 3: Promote Gender Equality and Empower Women. The substance of this analysis is as follows:

A statement of the facts in sex-disaggregated numbers: Afghanistan has one the highest proportion of school-age (7-12) children in the world: about 1 in 5 Afghans is a school-age child. Despite success in sending children to school, trends in gender disparity in education remains worrisome. For instance, the literacy rate for young women (aged 15-24) is only 18 per cent, compared to 50 per cent for boys. The primary school completion rate for boys is 32 per cent versus 13 per cent for girls. In terms of cohort tracking, only 30 percent of girls (age 12 years) reach Grade 5, compared to 56 per cent for boys. (Source: Best Estimates of Social Indicators for children in Afghanistan, 1990-2005).

An analysis of the key factors contributing to gender disparities in education:

e.g., According to the AIHRC Report 51.6% of parents mention that the main factor preventing girls from attending primary school is accessibility and security. Other reasons why girls do not attend primary school are that the girls have to work (12.1%), poverty (10.1%) and child marriage (3.7%).

Early marriages are very common; the mean age at first marriage is 17 years according to the 2003 Multiple Indicator Cluster Survey (MICS), the latest data source available on early marriages. The MICS also describes that child marriages account for 43 per cent of all marriages. This plays a part in the gender gap in education, with many associated health and social consequences such as the absence of female doctors/medical personnel that makes access to medical services difficult for women.

Gender discrimination in Afghanistan is due to a combination of factors such as poverty, local traditions and the effects of war. Violence against women has been persistent in Afghanistan and is due to low status of women combined with long exposure to hostilities and conflict. Today, women hold one third (68 seats) of the 249 seats in parliament. This relative high number of women in Parliament is the result of a minimum quota specified in the constitution. The large number of women in parliament will not make a major difference on women's political participation unless women can also take part in local-level decision-making at the sub-national levels. At present, the Afghan MDG Report states that "women are poorly represented at the sub-national level and in local governance".

The annual report concludes by noting that Afghanistan is unlikely to meet MDGs 2 and 3 unless further action is taken to bring about parity in education, makes a clear link between increased gender equality and the achievement of these goals and indicates the type of integrated response and set of interventions needed, e.g, for every three boys enrolled in school, five girls will have to be enrolled and that this will require focused and targeted efforts from all actors.

UNICEF personnel needs to take this same approach to gender analysis in all programme areas of their annual reports, regardless of whether the country is operating in a complex emergency context or focuses more on development programming. However, in an emergency context this level of analysis becomes even more important as when there is a need to make a rapid decision, the data and analysis to inform the decision will already be in place. In some cases UNICEF used Multiple Indicator Cluster

Surveys to help collect the sex-disaggregated data needed to conduct a related gender analysis.

In general, the annual reports that included gender Equality and gender mainstreaming as an explicit strategy in the CO's response to emergencies were more effective in addressing gender equality issues overall (refer to *Annual Report 2005: UNICEF Sudan*: and *UNICEF Sudan IMEP MTR 2002-2004).*

For example, the *Annual Report 2005: UNICEF Sri Lanka* highlights gender equality in a separate section and identified innovative key issues for future programming to address the problems of fathers (widowers) left as the primary caregivers after the Tsunami and the low participation of women in government. Women and girls specific programme activities appear in an Annex in the Results Matrices for 2005. Key result areas include girls' education – specific monitoring questions for Girls' Education included. The report also addressed protecting children against violence, abuse and exploitation – family-based violence against women; and the impact of armed conflict on women and children. As such, it represents a model for a well integrated approach to addressing gender equality in an emergency.

Some key weaknesses in the assessments reviewed include:

- Conducting the assessments from a strictly women's perspective without taking account factors either affecting or influenced by men and boys' roles and needs
- A lack of priority or focus on gender equality issues in humanaritarian response
- No specific assessments of gender-related vulnerabilities or needs brought about by demographic changes
- Lack of lack of participation of affected groups in decisions concerning assistance being given on their behalf
- Insufficient participation of women in decision-making.

These latter points were particularly notable in the *2004 Indian Ocean Tsunami Disaster: (Emergency and Initial Recovery Phase) Evaluation May 2006:*

Another challenge is that where monitoring shows that there are limited results related to a specific group of men, women, boys or girls, it is a clear indicator that there was a need for the emergency programme to have conducted a prior gender analysis. For example, *The Flooding Emergency in Gaza Province, 2000* KAP study showed that pregnant women were identified as a high risk target group for post-flooding distribution of treated mosquito nets, but that there was poor utilization of nets by the women. The reasons for this may have been similar to those found in the same initiative in other countries UNICEF works in Africa (i.e., use of the bednets by male family members as opposed to the pregnant women). However, without the gender analysis to assess this supposition, it is not possible to determine if there are socio-cultural reasons for the poor results of this anti-malarial control measure and if there is a need to address gender equality issues in order to improve programme success rates or if the problem is attributable to other non-gender-related factors.

It is also significant that in 2003, UNICEF's Executive Board noted the accountability deficit in strategic-level country programme evaluations. This issue of accountability is particularly critical when promoting the integration of gender equality inputs in an emergency context, as without it, it is clear that key gender equality issues will either be ignored or not addressed beyond targeting women and children as beneficiaries.

Ways to strengthen accountability include ensuring that all evaluation TORs include a clause requiring the evalators to assess gender equality approaches used and the gender equality impact of the emergency programmes in question. If it is not explicitly spelled out then it will only happen minimally or in an ad hoc fashion, depending upon the particular skills and experience of the evalatuion team. For example the *Review of UNICEF's Evaluation of Humanitarian Action, November 2005* paid minimal attention in to gender equality and accountability to lives of women and children whereas the *Evaluation of UNICEF Learning Strategy to Strengthen Staff Competencies for Humanitarian Reform 2002-2004, June 2005*[358] included an analysis of the mainstreaming of emergencies within UNICEF based on gender mainstreaming concepts and integrated gender in relevant sections of the report. This was not, however, in the original terms of reference, but only because one of the evaluation team members was a gender specialist.

The latter report provided a description of the mainstreaming process that could be useful for UNICEF to consider as a foundation to any future strategies designed to strengthen the ways in which it integrates gender equality in an emergency context.

The term "mainstreaming" originates from the gender mainstreaming processes adopted by the UN system over the past two decades. It refers to the shifting of responsibility for a particular set of issues from specialist positions to all staff members within an organization. It means that each person has to have awareness of what his/her specific responsibility related to this issue is. Staff also need to have sufficient understanding of the technical requirements of this issue to implement related work effectively, and they need to be aware of what are the related procedures and processes they have to follow.

Mainstreaming also means that staff is held accountable for being able to integrate this particular issue into their daily work. The issue concerned becomes a strategic and integral part of the organization's operations and affects the centre of the organization as opposed to remaining on the periphery.

3.6 Gender and IDPs

This is an area where UNICEF particularly needs to focus its gender and emergency work during displacement emergencies. Two particular aspects of displacement, the

[358] Baastel 2005. Evaluation of UNICEF Learning Strategy to Strengthen Staff Competencies for Humanitarian Reform 2002-2004, June 2005. UNICEF.

breakdown of traditional societal norms associated with displacement, and the increased likelihood of female headed households - combine to increase the risk of abuse for girl children and for women in general, along with the risk that program benefits may not reach them equitably. Boy children are also at risk of abuse and vulnerable trafficking or being forced into child labour situations. Recognition of this reality in UNICEF programme design, advocacy and protection efforts, in its family reunification efforts, and in the provision of special accommodation in camps and elsewhere are crucial. While recognizing that women and girls may be particularly susceptible to abuse during displacement emergencies, it is equally important to recognize they have key roles as actors, as sources of community opinion and leadership, as partners in program design, as economic forces in their communities and as providers of services. Mobilizing women throughout the stages of displacement emergencies maximizes program impact.[359]

3.7 Summary

The documents reviewed demonstrate a clear pattern. This typology was also noted the evaluation's review of the Emergency Handbook and CCCs and recurs throughout the sample documents on the work of UNICEF in emergencies reviewed below. It has the following characteristics:

- GE is invisible as an overall strategic approach with explicitly stated GE equality results/objectives.
- The most common approach observed is a `women and children' perspective that addresses women and children as vulnerable populations.
- As such, women and children are viewed implicitly as objects of development (to be vaccinated or provided with micro-nutrients, as opposed to their potential role as agents –their roles in decision-making (i.e. IDP camp management) are not always encouraged.
- UNICEF's gender mandate is often compartmentalized within Girls' Education or Gender-based Violence.
- Underlying socio-economic norms governing the roles of men and women, boys and girls are insufficiently addressed.
- Addressing the roles of boys, men (especially critical for contexts of armed conflict, child soldiers, etc.) is particularly absent.
- Gender analysis is almost absent (e.g., this is very critical for Land Mine Action to determine different mobility patterns of girls, boys, men and women).
- Even where women and children are targeted as key beneficiaries, the actual intervention is not based on a gender analysis and therefore may or may not have positive outcomes for the identified beneficiary groups.

4. Conclusion

This review of the standard documents UNICEF uses in its emergency programming processes also demonstrates that while there are selected examples of good practices,

[359] See The Needs of Internally Displaced Women and Children, EMOPs 1998.

the way in which gender equality is treated in an emergency is not systematic. The evaluation found that this treatment is even less systematic than similar gaps encountered in UNICEF's development programming. This is in part due to the nature of emergencies. Their immediacy appears to have led some emergency staff to consider gender analysis as a luxury that would interfere with saving lives.[360]

The reality is that it is difficult to collect the kind of qualitative data needed to conduct an effective gender analysis in the middle of a hurricane, earthquake or war. However, this data is crucial to ensure that emergency services both reach the most vulnerable populations and that they "do no harm". This type of prior gender analysis can also be addressed in the Emergency Preparedness Response Plans before the emergency occurs, as well as by adapting the Rapid Assessment questionnaires and other assessment tools designed to address different types and phases of emergencies to include specific types of sex-disaggregated data.

The document review also shows that it is quite possible to do this in diverse contexts and that UNICEF has a solid body of existing work and models upon which it could build. However, the organization will have to make a strong commitment to work actively at all levels to integrate gender equality more effectively and systematically within an emergency context. It will also require a substantial effort to build staff capacity in this area.

The organization is well positioned to do so in that UNICEF has supported and generated sex-disaggregated data and analysis, documents and reports in many countries where crises occur. UNICEF can accelerate the gains in emergency programming by an improved, rapid utilization of its knowledge base from a gender perspective, while addressing specific data and information gaps related to gender disparities.

UNICEF also has a core document that explains the links between life saving and development, the types of emergencies. Consequently, these links are clear to staff, such as the difference between sudden onset emergencies (first 6-9 weeks) and chronic (longer term) emergencies. As the CCCs are due to be revised in 2008, EMOPS is already planning on revising them to reflect a more integrated gender equality approach. This represents a golden opportunity for UNICEF to address these issues more systematically in its key guidance document.

In addition, although in general UNICEF is not integrating gender equality in an emergency context systematically, if one takes other humanitarian actors as the baseline, then UNICEF has a lot to offer due to its relative strengths in the field and the body of good practices upon which it can draw.

5. Recommendations

Based on UNICEF's major strengths in emergencies, in the future UNICEF needs to play a more strategic, advocacy role to ensure that the CAP and its other emergency

[360] Interviews with Regional Emergency Advisors and CO Emergency Officers.

processes address a strengthened gender equality response to different types and phases of emergencies. The key recommendations related to UNICEF's overall approach to emergencies are outlined in Chapter Two of this report. However, at a more detailed level within emergency programming processes UNICEF needs to:

1. Ensure that each CO conducts a gender analysis of sufficient depth it can be used to inform the development of gender-sensitive emergency response plans relevant for the different types and phases of emergencies likely to occur in each country.
2. Revise the assessment tools used in the different types and phases of emergency to include indicators that will identify particularly vulnerable groups by sex and age (e.g., disaggregate children into groups of boys and girls to determine if there are sex and age specific vulnerabilities and not treat them as homogenous entities).
3. Develop tools and indicators related to gender equality that are applicable for use in each cluster and which identify the key gender equality issues in each cluster that UNICEF staff and national partners need to consider in their emergency work.
4. Ensure that UNICEF guidance requires COs to integrate an analysis of gender issues in all programmes areas in annual reports.
5. Ensure that gender equality and the issues and opportunities facing women and girls and men and boys in emergencies are integrated into all the five stages identified in the CAP guidelines.
6. Ensure that CAPS both identify the primary gender equality issues for both sexes within the context of specific emergencies and analyze the underlying causes of the primary gender disparities identified so that appropriate initiatives can be addressed. In this process, UNICEF needs to look beyond gender-based violence as being the primary gender equality issues that needs to be addressed in an emergency context.
7. Develop and provide guidance and tools to field staff on ways they could incorporate a rights-based approach in service delivery from a gender equality perspective, e.g., encourage the use of initiatives and approaches that look at men, women, boys and girls as actors who need to be involved in decision-making in emergency processes as opposed to simply vulnerable groups needing services.
8. Document good practices in the integration of gender equality in the different emergency processes (CAPS, CHAPs, SITREPs, CERS, Assessment and Evaluation Reports, etc) and disemminate these widely to both UNICEF staff and UNICEF's partners in humanitarian assistance.
9. Revise the CCCs so that they integrate gender equality issues more explicitly, particularly within each cluster. The revised CCCs should be accompanied by the development and distribution of generic checklists and integrated gender-related questions by sector.

(References for this case study are listed in the report Annexes under Emergencies

ANNEXES

Annex 1: Evaluation Team Members

Dana Peebles was the evaluation's team leader. She has worked on gender equality and gender mainstreaming processes and policies for 28 years in Asia, Latin America, the Middle East and Africa – as an evaluator, programme manager, trainer, facilitator and analyst. Her specific areas of expertise include gender mainstreaming processes, gender policy analysis and gender budgeting. As an experienced team leader, she has led a number of major institutional gender evaluations She also has a solid good understanding of the UN system and its gender mainstreaming policies and processes. In 2005, she evaluated UNICEF's learning strategy on humanitarian responses. In addition to the team's overall technical leadership, Dana led the Jordan country case study mission, the synthesis workshop process and served as the lead writer for the final evaluation report.

Dr. Roma Bhattacharjea served as the Deputy Team Leader. She has a DPhil from the University of Oxford and has several years of experience of UN gender equality work at the country, regional and global levels, having served as a Regional Gender Advisor for the UNDP. She has particular expertise in building gender sensitive capacity in public institutions and has worked extensively in post-conflict and fragile states. Roma participated in the Jordan country case study, led the Moldova and Uganda case studies, served as the technical lead for the team on gender in emergency programming and in policy, and participated in the synthesis workshop.

Dr. Chris Barnett has a doctorate in development studies from the University of Sussex and has led and participated in development assistance evaluations for both bilateral and multilateral organizations. He has significant knowledge of impact assessments and monitoring and evaluation systems. He has country level experience from Africa, Asia and Eastern and Central Europe and considerable expertise in the design of evaluation surveys. Chris participated in the Moldova case study, the on-line survey design and contributed to the evaluation methodology.

Clara Jimeno has specialized in gender equality and health issues, has 30+ years of highly diverse experience and has worked in over 15 Latin American and Caribbean countries. She has worked extensively with multilateral and bilateral development institutions; NGOs and private sector organizations. She has in-depth knowledge of gender in relation to sexual and reproductive health, HIV/AIDS, community development and human rights, as well as substantial training and management experience. Clara led the Nicaragua case study.

Nadine Jubb is a specialist in gender-based violence, case study methodology, community-public gender initiatives and gender-related research. She has 12 years of diverse gender equality and evaluation experience and has worked extensively in Central America. She also speaks fluent French and is in the process of completing her doctorate on the experience of police stations for women and children in Nicaragua. Nadine participated in the Nicaragua case study.

Dr. Johanna Pennarz is ITAD's Senior Social Development Advisor. She specializes in participatory approaches, poverty analysis and monitoring and evaluation and has

extensive experience working in China, Vietnam and Mongolia, as well as recently completed another evaluation for UNICEF in Bosnia. She served as the ITAD Project Manager for the evaluation, as well as provided quality assurance reviews of all evaluation-related reports.

Ranjani Murthy has over twenty years of experience in gender equality issues, poverty reduction and public health. She combines experience at grassroots level with experience with NGOs, government institutions and diverse UN agencies. She has considerable knowledge of child rights, masculinities and disasters – particular in relation to southern Asia. Ranjani led the Nepal mission.

Dr. Neddy Matshalaga is a gender expert and experienced evaluator with in-depth knowledge of HIV/AIDS. She has undertaken dozens of assignments for UN agencies, NGOs, the World Bank and bilateral agencies in Africa. Dr. Matshalaga will participate in the Ugandan country case study. Neddy participated in the Uganda mission.

John Rowley has worked for over 25 years in community development with a wide range of agencies in the UK and Africa. He has extensive experience providing support to NGOs, government agencies, commercial companies and community organizations. His particular areas of specialization include training in participatory methods, project evaluations, community level appraisals, workshop facilitation and project design. He has also considerable experience working on multi-country evaluations. John participated in the Mali country case study and the synthesis workshop.

Neena Sachdeva brings a combination of 8 years as a gender analyst and evaluator, experience working in an emergency context and 12 years as an accountant. She has worked extensively on institutional gender audits at both the multilateral and NGO levels and has particular expertise in gender-based violence, and gender budgeting. She has done considerable work in Eastern Africa, Afghanistan and South Asia. Neena participated in the Nepal mission.

Kisanet Tezare Guebru is a gender and development expert. She has 8 years experience in gender-related field-level programme design and management; training and capacity-building; and research, analysis and assessment. She has worked with bilateral, non-governmental and multilateral institutions (WFP, UNFPA) in Africa and has significant experience of fragile states. To this she adds considerable experience working on corporate social responsibility issues in the private sector. Kisanet led the Mali case study.

Annex 2: Senior Managers Survey Results

The survey was conducted during July to August 2007. In total there were 104 respondents from programmes staff, with 58% of respondents being male and 42% female. The survey questionnaire comprised of mostly closed questions, either numerical or "yes/no" answers, or respondents were asked to rate a series of statements on a 6-point scale from "strongly agree" to "strongly disagree". All the responses to the closed questions are presented in the summary below, plus a selection of the most salient points from the open-ended questions. A commentary on the analysis of the findings is provided for selected questions only. The modal class is highlighted in yellow.

1. Length of employment at UNICEF

	Total		Male		Female	
Less than 2 years	2	2%	0	0%	2	5%
2 to 5 years	6	6%	4	7%	2	5%
5 to 10 years	18	17%	8	13%	10	22%
More than 10 years	78	75%	48	80%	30	68%
Total	**104**	**100%**	**60**	**100%**	**44**	**100%**

2. Sex of respondents

	Total	
Male	60	58%
Female	44	42%
Total	**104**	**100%**

3. Staffing grade

	Total		Male		Female	
ASG/USG	1	1%	0	0%	1	2%
D2	15	14%	8	13%	7	16%
D1	23	22%	9	15%	14	32%
P5	65	62%	43	72%	22	50%
Total	**104**	**100%**	**60**	**100%**	**44**	**100%**

4. Regional distribution of responses

	Total		Male		Female	
Headquarters (New York, Geneva, Copenhagen etc)	7	7%	3	5%	4	9%
Central & Eastern Europe/Commonwealth of Independent States (CEE/CIS)	18	17%	10	17%	8	18%
East Asia and the Pacific	12	12%	9	15%	3	7%
Eastern and Southern Africa	10	10%	4	7%	6	14%
Latin America and the Caribbean	15	14%	9	15%	6	14%
Middle East and North Africa	22	21%	12	20%	10	23%
South Asia	6	6%	3	5%	3	7%
West and Central Africa	14	13%	10	17%	4	9%
Total	**104**	**100%**	**60**	**100%**	**44**	**100%**

Data Analysis:
The sample captures a broad range of senior staff in terms of their regional location. Most are from the Middle East and North Africa (22%) but other regions are not far behind in terms representation. For example, Central and Eastern Europe/ Commonwealth of Independent States (17%) and, Latin America and the Caribbean (14%). The sample is dominated by staff that have been at UNICEF for more than 10 years (75%), more males than females (58% and 42% respectively) and, P5 grades (62%).

All questions have been disaggregated by males and females, although only the most relevant tables are presented in this summary. Where appropriate, some tables have also been analyzed by length of service, staff grade and regional distribution.

5. Have you ever received gender training?

	Total		Male		Female	
Yes	70	67%	41	68%	29	66%
No	34	33%	19	32%	15	35%
Total	***104***	***100%***	***60***	***100%***	***44***	***100%***

6. Did you receive the training through (select all that apply):

	Total		Male		Female	
PP training at UNICEF	33	47%	22	54%	11	38%
Other training at UNICEF	55	79%	33	81%	22	76%
Another UN organization	21	30%	12	29%	9	31%
Another organization	10	14%	3	7%	7	24%

7. When was the most recent training? (Select one)

	Total		Male		Female	
In the last year	15	21%	9	22%	6	21%
In the last 3 years	13	19%	8	20%	5	17%
In the last 5 years	14	20%	6	15%	8	28%
In the last 10 years	21	30%	12	29%	9	31%
More than 10 years ago	7	10%	6	15%	1	3%
Total	***70***	***100%***	***41***	***100%***	***29***	***100%***

Data analysis:

According to this survey, a much higher proportion of senior staff (67%) have been trained in gender as compared with programme staff (45%). Indeed, most of these senior staff have been trained at sometime by UNICEF (79%, or 55 out of a total of 70 trained staff), although not necessarily through the PP training.

In terms of more recent training however, 42 respondents (out of the total of 104) said they had been trained within the last 5 years. This equates to 40% of the senior staff in the sample, which is much closer to the figure for programme staff (35%). Therefore, while the figures for senior staff appear much more positive initially, it may be more a consequence of their length of service than their position. In other words, it is not necessarily that senior staff are more trained in gender than programme staff, but by being at the institution longer they are likely to have been exposed to gender training.

8. To what extent do you agree with the following statements?

Top number is the count of respondents selecting the option. Bottom % is percent of the total respondents selecting the option.	Strongly disagree	Disagree	Slightly disagree	Slightly agree	Agree	Strongly agree
Increased gender equality is necessary for UNICEF to achieve UNICEF's mandate and the MDGs.	2	0	4	10	36	52
	2%	0%	4%	10%	35%	50%

9. Gender equality in my office / division

Top number is the count of respondents selecting the option. Bottom % is percent of the total respondents selecting the option.	Strongly disagree	Disagree	Slightly disagree	Slightly agree	Agree	Strongly agree	Don't know/ Not Applicable
Gender equality issues are regularly discussed in the meetings I attend.	0	6	7	38	41	12	0
	0%	6%	7%	37%	39%	12%	0%
Staff in my office/ division have significant skills and knowledge to promote increased gender equality in programming.	2	8	18	45	26	4	1
	2%	8%	17%	43%	25%	4%	1%
Staff in my office/ division have access to excellent, practical gender tools/guidance.	3	19	25	31	22	3	1
	3%	18%	24%	30%	21%	3%	1%
My office integrates a strong gender perspective into its planning.	0	9	12	40	32	10	1
	0%	9%	12%	38%	31%	10%	1%
My office is successful in achieving gender equality results.	0	7	17	45	27	4	4
	0%	7%	16%	43%	26%	4%	4%
My office is successful in finding experts/consultants able to support us with strong gender competence.	4	9	27	27	21	8	8
	4%	9%	26%	26%	20%	8%	8%
I feel equipped to provide my team with the necessary leadership to address gender equality in UNICEF programming	0	8	13	33	41	9	0
	0%	8%	12%	32%	39%	9%	0%

Data analysis:

It is interesting to note that on many of the same issues, senior management present a much stronger agreement to statements about the necessary conditions, skills and knowledge to promote gender equality are in place. As such there appears to be a 'disconnect' between the more positive views of senior management and the experience of programme staff. For example, on skills and knowledge to promote gender equality: 72% of senior management agree with this statement, and yet only 48% of programme staff agree with the same statement. See table below.

Comparison of results from Senior staff and Programme staff surveys

	Senior staff (n=104)						***Programme staff (n=69)***					
	Agree		***Disagree***		***Don't know***		***Agree***		***Disagree***		***Don't know***	
Staff in my office/ division have significant skills and knowledge to promote increased gender equality in programming.	*75*	*72 %*	*28*	*27 %*	*1*	*1%*	*33*	*48 %*	*34*	*49 %*	*2*	*3%*
Staff in my office/ division have access to excellent, practical gender tools/guidance.	*56*	*54 %*	*47*	*45 %*	*1*	*1%*	*29*	*42 %*	*37*	*54 %*	*3*	*4%*
My office integrates a strong gender perspective into its planning.	*82*	*79 %*	*21*	*20 %*	*1*	*1%*	*40*	*58 %*	*26*	*38 %*	*3*	*4%*
My office is successful in finding experts/consultants able to support us with strong gender competence.	*56*	*54 %*	*40*	*38 %*	*8*	*8%*	*26*	*38 %*	*36*	*52 %*	*7*	*10 %*

The summary results from the Senior staff survey are:

- 88% of respondents agree with the statement that gender equality issues are regularly discussed in the meetings they attend.
- 72% of respondents agree with the statement that staff in their office/ division have significant skills and knowledge to promote increased gender equality in programming.
- 54% of respondents agree with the statement that Staff in my office/ division have access to excellent, practical gender tools/guidance.
- 79% of respondents agree that their office integrates a strong gender perspective into its planning.
- 73% of respondents agree that their office is successful in achieving gender equality results.
- 54% of respondents agree with their office is successful in finding experts/consultants able to support us with strong gender competence.
- 80% of respondents feel equipped to provide their team with the necessary leadership to address gender equality in UNICEF programming

Senior management provide a generally a positive picture of the conditions necessary to achieve gender equality results in UNICEF. The two main exceptions are: the lack of access to excellent, practical gender tools/guidance, and difficulties finding experts/consultants to support their strong gender competence, where 45% and 38% of respondents disagree with these statements.

10. Gender equality in my office / division (continued)

Top number is the count of respondents selecting the option. Bottom % is percent of the total respondents selecting the option.	**Strongly disagree**	**Disagree**	**Slightly disagree**	**Slightly agree**	**Agree**	**Strongly agree**	**Don't know/ Not Applicable**
Staff in my office are highly committed to promoting increased gender equality in UNICEF's work.	0	2	5	36	44	15	2
	0%	2%	5%	35%	42%	14%	2%
The level of senior management commitment to gender equality within UNICEF is very high.	0	2	11	21	52	18	0
	0%	2%	11%	20%	50%	17%	0%
Gender equality is strongly incorporated in my annual objectives (as found in the PER).	1	21	23	30	22	5	2
	1%	20%	22%	29%	21%	5%	2%
Gender equality is strongly incorporated in the annual objectives (as found in the PER) of the staff members that I supervise.	0	23	27	33	16	3	2
	0%	22%	26%	32%	15%	3%	2%
There are considerable institutional incentives (promotion, professional recognition) for me to take a lead on gender issues in my work.	5	27	33	28	8	2	1
	5%	26%	32%	27%	8%	2%	1%

Data analysis:

The commitment of staff to the promotion of gender quality within UNICEF's work is seen as very high, with:

- 91% of respondents agree that staff in their office are highly committed to promoting increased gender equality in UNICEF's work
- 87% of respondents agree that there is a high level of senior management commitment to gender equality within UNICEF.

Yet, the personal incentives and accountability structures for the promotion of gender equality within UNICEF are not seen as so strong:

- 55% of respondents see gender equality as strongly incorporated in their annual objectives (as found in the PER).
- 50% of respondents see gender equality as strongly incorporated in the annual objectives (as found in the PER) of the staff members that they supervise.
- Only 37% of respondents believe that there are considerable institutional incentives (promotion, professional recognition) for them to take a lead on gender issues in their work.

11. To more effectively integrate and promote gender equality in my work, I need:

Top number is the count of respondents selecting the option. Bottom % is percent of the total respondents selecting the option.	**Strongly disagree**	**Disagree**	**Slightly disagree**	**Slightly agree**	**Agree**	**Strongly agree**	**Don't Know/ Not Applicable**
Training on gender analysis	1	9	9	27	41	14	3
	1%	9%	9%	26%	39%	13%	3%
Training on how to dialogue with partners on the promotion of increased gender equality	1	9	7	33	41	10	3
	1%	9%	7%	32%	39%	10%	3%
Clear guidance notes, tools on gender equality within a UNICEF context	1	4	4	25	52	18	0
	1%	4%	4%	24%	50%	17%	0%
Access to gender expertise and advice	1	2	2	26	56	16	1
	1%	2%	2%	25%	54%	15%	1%
Institutional rewards and recognition for promoting gender equality as a part of my work	2	7	14	25	34	17	5
	2%	7%	13%	24%	33%	16%	5%
Commitment to gender equality from my managers	1	5	4	15	54	23	2
	1%	5%	4%	14%	52%	22%	2%

Data analysis:

- 78% of respondents (82 out of 104) felt that they needed training on gender analysis to more effectively integrate and promote gender equality in their work. Of these, nearly two-thirds (52 out of 82) said that they had previously had gender training.
- 81% of respondents felt that they needed training on how to dialogue with partners on the promotion of increased gender equality to more effectively do their work.

- 91% of respondents felt that they needed clear guidance notes and tools on gender equality (within a UNICEF context) to more effectively integrate and promote gender equality in their work.
- 94% of respondents felt that they needed access to gender expertise and advice to more effectively integrate and promote gender equality in their work.
- 73% of respondents felt that they needed institutional rewards and recognition for promoting gender equality as a part of my work.
- 88% of respondents felt that they needed commitment to gender equality from their managers.

Cross-tabulation of questions 11 and 5:

Question 11: I need training on gender analysis to more effectively integrate and promote gender equality in my work.		***Question 5: Have you received any gender training?***	
	Total	***Yes***	***No***
Disagree	19 18%	16 23%	3 9%
Agree	82 79%	52 74%	30 88%
Don't Know/ Not Applicable	3 3%	2 3%	1 3%
Total	104 100%	70 100%	34 100%

Data analysis:

A comparison of answers to questions 11 and 5 shows that the vast majority of those respondents that have had training also perceive the need for more gender training (74%). The perceived requirement of more gender training is only slightly higher for those that have had no previous gender training (at 88%).

A disaggregation the responses to question 11 show that there is little different between the answers of male and female respondents.

Respondents agreeing with the following statements, disaggregated by sex

Question 11: To more effectively integrate and promote gender equality in my work, I need:	***Male***		***Female***	
	No.	***%***	***No.***	***%***
Training on gender analysis	***45***	***75%***	***37***	***84%***
Training on dialogue with partners on gender	***48***	***80%***	***36***	***82%***
Clear guidance notes and tools within a UNICEF context	***54***	***90%***	***41***	***93%***
Access to gender expertise and advice	***56***	***93%***	***42***	***95%***
Institutional reward and recognition for promoting gender equality	***44***	***73%***	***32***	***73%***
Commitment to gender equality from my managers	***53***	***88%***	***39***	***89%***
Total	***60***	***100%***	***44***	***100%***

12. Resources

Top number is the count of respondents selecting the option. Bottom % is percent of the total respondents selecting the option.	**Strongly disagree**	**Disagree**	**Slightly disagree**	**Slightly Agree**	**Agree**	**Strongly agree**	**Don't know/ Not Applicable**
UNICEF allocates sufficient human and financial resources to support the effective integration of gender equality in its programming.	**6**	**15**	**28**	**22**	**22**	**8**	**3**
	6%	**14%**	**27%**	**21%**	**21%**	**8%**	**3%**

Data analysis:

Only 50% of respondents agreed with the statement that UNICEF allocates sufficient human and financial resources to support the effective integration of gender equality in its programming. 47% of respondents disagreed with this statement.

13. Our partnership for the achievement of gender equality is strong with:

Top number is the count of respondents selecting the option. Bottom % is percent of the total respondents selecting the option.	**Strongly disagree**	**Disagree**	**Slightly disagree**	**Slightly agree**	**Agree**	**Strongly agree**	**Don't know/ Not Applicable**
Other UN Agencies.	1	9	18	37	34	3	2
	1%	9%	17%	36%	33%	3%	2%
Donors.	3	7	24	36	30	0	4
	3%	7%	23%	35%	29%	0%	4%
National governments.	3	15	24	32	26	0	4
	3%	14%	23%	31%	25%	0%	4%
NGOs and civil society.	2	2	23	42	28	3	4
	2%	2%	22%	40%	27%	3%	4%

Data analysis:

The vast majority of respondents agreed that the partnership to achieve gender equality is strong with other UN Agencies (72%), Donors (64%), National Governments (56%) and NGOs and civil society (70%).

14. In UNICEF, Gender mainstreaming means: (select the statement you feel is the most applicable to UNICEF):

	Total		**Male**		**Female**	
Addressing the specific needs of women and girls and promoting equality for women and girls in UNICEF programming	23	22%	12	20%	11	25%
Making sure that there are more equal numbers of male and female staff in UNICEF, especially at the management level	7	7%	4	7%	3	7%
Promoting women's rights and girl's empowerment	3	3%	2	3%	1	2%
Addressing the specific needs of women and girls and boys and men in programming with the aim of promoting equality and women's rights.	71	68%	42	70%	29	66%
Total	**104**	**100%**	**60**	**100%**	**44**	**100%**

Data analysis:

This is similar to the results of the survey of Programme Staff, with the vast majority (68%) seeing gender mainstreaming as about addressing the specific needs of *women, girls, men and boys* in programming in order to promote equality and women's rights. For the purposes of this survey this is seen as the 'right' answer. The proportion is fairly similar for males (70%) and female respondents (66%).

Interestingly, a further 22% see gender mainstreaming as making sure the specific needs of *women and girls* [only] are addressed and equality promoted through UNICEF programming, and very few (7%) regard it as a gender parity issue (more equal numbers of male and female staff). This contrasts with the Programme Staff survey, where 17% saw gender mainstreaming as a gender parity issue.

15. Please describe briefly any good practice in programming or advocacy that has achieved significant results for gender equality and which you would like to highlight for the evaluation (or provide details where more can be found out).

Some examples of good practice cited by respondents:

Afghanistan:
Back to School Campaign in Afghanistan
Jamaica:
2007 Sitan update on gender disparities in Jamaica – to be published soon. Looks at disparities between girls and boys from 0 to 18, using MICS date to evidence gender gaps in access, parental practices, learning achievement, behaviour, vulnerabilities to HIV and violence (so called gender-based vulnerabilities). Evidences how boys are affected, and how girls are affected, and how gender biases affect BOTH sexes.
Madagascar:
Sustained effort – long term – on girls and boys education with specific support to girls through peer support mechanism (Madagascar)

Djibouti:
UN Gender Theme Group in Djibouti with clear ToRs and action plan to improve gender mainstreaming in programming
Yemen:
Ensuring the participation and the visibility of girls and women with leadership skills in all decision making bodies at the national and community level, in the institutionalization process in Yemen (i.e. school management committee, water scheme management committee, local council development plan committee, etc ...)
The Philippines:
The Philippines joint programming on gender and CEDAW implementation
The Philippines ODA/GAD network with un gender mainstreaming committee
Nepal:
Paralegal initiative in Nepal. Addresses protection of women's rights, child protection. Involves men while empowering women, giving them knowledge and negotiation skills – and confidence.
Bangladesh:

The Kishori Abijan adolescent programme has been able to bring boys and girls teenagers together successfully at rural community level within the Bangladesh social fabric, with strong advocacy from UNICEF the gender approach (both boys and girls) is being considerably scaled-up

International:

The appointment of the Special Advisor on gender and the creation of the Global Review Group on Gender; the issuance of the new UNICEF policy

16. In your view, what is the main thing UNICEF needs to do to achieve or support the achievement of gender equality?

Response	Keywords
Advocate by doing.	
Management commitment, resources, and a clear plan of action with accountabilities	Management, Resources, Strategic Focus, Accountability
Ensure that very good professional young women do not leave UNICEF after a few years. I have plenty of examples to show that UNICEF is not walking the talk and that young high achievers get little chance to continue a career in UNICEF.	Gender Parity
Put impact on gender issues as a basic component to review as a part of all planning and programming processes	Programming, M&E
UNICEF to be clearer on gender vs. girl's rights. UNICEF should not pretend to address women's rights the same way we do for children's rights (if we continue pretending it does not do good for the cause of women's empowerment). We must also adopt deliberate targets relating to reduction in gender-related gaps, issue by issue, and spell out strategies (beyond "gender-mainstreaming") to reduce identified gaps, be also bold in targeting boys when need be for their own rights (instead of looking at them as partners to address girls' rights). All in all we need to stop the political correctness of gender mainstreaming=promoting girl's rights	Policy, Programming
Put its money where its mouth is. That is, put into practice supporting the professional development and promotion of women within the organization. In our region over the past few years, gender parity has decreased, especially at the representative level. Why? If it is because there are not as many 'qualified' women, then programs should be put into place that support women in developing the kind of experiences/opportunities, knowledge and skills that will place them on an equal footing with male colleagues.	Resources, Gender Parity, Capacity Building
In Latin America, we need to promote cultural changes needed to overcome the "machista" culture. For instance, even if we have equal access to education, at the end women earn less than men in the productive stage of life. This is due to discrimination, roles by sex, etc...	Cultural barriers
Help its staff to master gender analysis and its integration throughout all programming process and in all programmes	Analysis, Capacity Building, Programming
Better understanding and more knowledge on what gender equality really means and then translate this effectively in all the programme areas that UNICEF supports.	Capacity Building, Programming
Promote a gender-sensitive culture through education system and child participation related programmes.	Programming
Increase staff knowledge of gender mainstreaming challenges and commitment to gender equality and reinforce regional expertise in the domain to support country offices	Capacity Building, Commitment
Support women leadership training not only for staff but also for women counterparts and for young women and men leaders –	Leadership, Capacity Building

Response	Keywords
support men's leadership on gender equity	
Continually review the status/progress in staffing as well as programming. Make it standard agenda item in RMTs, CMTs etc.	Gender Parity
First generate basic data and provide analytical tools	Analysis, M&E
First, define gender equality and ensure a focus in programmes in practical terms when it comes to gender equality.	Programming
(1) Good training of staff at all levels. (2) Good tools. (3) Effective monitoring. (4) Effective leadership.	Capacity Building, Tools, M&E, Leadership
UNICEF needs to simplify both its gender-analysis and standardize its approaches in programme areas. Really mainstream, so that the concepts are understood by all, and the response are systematized, harmonized and become routine, both in programme and operations.	Analysis, Tools, Programming
To address both specific needs of women in promotion of their rights and make sure that there is certain parity of male and female staff, especially at the senior management level where men likely become to be less represented and having less chances for professional growth/promotion	Gender Parity
I believe the most important thing for UNICEF is to stay focus and do not spread itself thin over large number of gender related issues. The focus may well vary from country to country depending on the gender equality development in the country but UNICEF cannot be as effective if UNICEF takes on both for example CRC and CEDAW at the same time!	Strategic Focus
Clearer programming guidelines to help translate commitment into action	Tools, Programming
Define better results and accountabilities	M&E, Accountability
We need to clearly identify UNICEF value added in tackling gender issues in the context of UN coherence. We have ambivalent positions and results on the matter in part because our Board members have very different positions on this (some would want us to retain the focus on children and let others look at gender issues in a more systemic way, while others want us to play a stronger role in gender. These differences coupled with the need to manage with relatively limited resources results in the ambivalence and lack of clear focus and results.	Strategic Focus, Leadership
Collect and document the evidence of good practices	M&E
Look for disparity, analyze the causes of the disparity, combat the discrimination	Analysis
Better tools and guidance	Tools
Sr. to better practice policy orientation	Leadership
Internal: more respect for women by male manager; External: better understanding of integrating gender into programme design.	Gender Parity, Programming, Capacity Building

Response	Keywords
Empower its staff (both men and women) with meaningful knowledge and advocacy skills	Capacity Building
Train its staff. We should also be able to make a difference between gender mainstreaming and feminism! UNICEF should also work on gender with a pace that is determined by the context in which the CO is working.	Capacity Building
To have more participation of beneficiaries in designing and monitoring of programs	Programming, M&E
True management buy in / agreement / understanding	Management, Leadership
Adopt a broader and more holistic perspective of gender equality.	Strategic Focus
Be clearer about practical guidance on how to achieve this at both the policy and project implementation level	Tools, Programming
Work closely with staff association on ways forward.	
To go beyond the rhetoric and come up with actionable points and monitorable indicators, i.e. clarify the bottom line. While it is understood that the process of addressing gender issues is not a mechanical one, it is difficult to operate in a amorphous manner.	M&E, Strategic Focus
UNICEF is doing good in programming in terms of gender related issues. Improvement is needed within UNICEF; more women in top positions and more men in national posts	Programming, Gender Parity
UNICEF need to be more serious in-house in promoting gender equity and avoid cosmetic and fancy measures as promoting women to higher managerial position as the only means, without sound and evident professional competences demonstrated. This may not deserve in a long-term perspective, the objective of Gender Parity in the Organization.	Leadership, Management, Gender Parity
Instead of a numbers game and the mechanical application of Gender Parity formulas we need a policy that promotes positive gender bias in spending UNICEF resources on training, HRD, job matching, job swapping and others. We can also promote active recruitment of qualified external female candidates, gender biased mobility and hardship pay for females who are ready to go to difficult locations and enhance their 'promotability'.	Gender Parity, Resources, Capacity Building
Leadership and structured technical support to countries; accountability for results. We had a much stronger leadership around gender in the 1990s but this was pushed to UNFPA over the years...	Leadership, M&E, Accountability
To coherently and consistently provide orientation, guidance and practical examples, and to move away from any preconceived ideas that gender is a “women’s issue”.	Tools, Policy
Work closely with governments in their various sectoral policies to ensure that gender issues are recognized and resourced on a regular basis. This spans education, health, WASH, justice, (in)applicability of traditions and customary laws	Partnerships

Response	Keywords
This cannot be achieved in isolation i.e. by just promoting within UNICEF. That is step one but major challenge is to get the government counterparts understand it equally well. This has to seep into the government programmes. We support Government programmes and those are the best mediums to attain gender equality across the population.	Partnership
More resources, more training, more accountability for gender issues of senior managers	Resources, Capacity Building, Accountability
Sensitize counterparts	
Consistency throughout the Programme, coordination and strong support from regional offices.	Programming, RO Support
Use gender equality as a benchmark for results and an indicator of performance	M&E
Recognize in programming the role of men and boys in realizing gender equality.	Programming
We need dedicated staff involved in quality assurance and oversight of country programmes and offices.	Quality Assurance
I believe that we are doing better than other UN agencies in gender equality within the organization. However it terms of programme since we decided to “MAINSTREAM GENDER” we really lost the concept and our new staff are trained and don’t receive the adequate “indoctrination” in gender as some of us who have entered the organization earlier on. Ongoing advocacy and alerting on gender issues is very important to ensure that we still work for CHILDREN AND WOMEN	Programming, Capacity Building
Ensure all programme staff are properly trained in gender mainstreaming	Capacity Building
More concrete doable programming guidance/tools and more serious training of programme staff.	Programming, Tools, Capacity Building
Systematic training/capacity building of staff at all levels	Capacity Building
We have to be clear that a gender-based approach to programming is dealing with the differences affecting men and women, girls and boys with respect to the objectives to be achieved. This has to apply to girls and boys equally and will differ between countries. In education we have for instance regions where boys under-perform compared to girls and others where it is the other way round. While it is certainly appropriate to raise some of the specific issues affecting girls and the large disparities we have world wide at a global scale, we also have to advocate for some of the issues particular to boys where appropriate. Otherwise a gender approach will be seen as biased.	Programming
Ensure that not only Sr. Management but also local staff are well equipped to actively support gender equality. It is also important to see gender equality as a responsibility of both men and women and that gender issues not only seen as something that women staff members are responsible for.	Management

Response	Keywords
Internally, moving forward on the organization policies. >In its cooperation field, more training and capacity building of its staff and partners. A stronger HR approach, beyond legal framework and advocacy.	Policy, Capacity Building,
Consistent, demonstrated commitment to the issue on the part of the Executive Director.	Commitment, Leadership
I think some practical training for senior managers on what exactly UNICEF is expecting in gender mainstreaming would be useful. This would also include some evaluation tools so the office would know what be benchmarks area and be able to see any advance / falling.	Capacity Building, Management, M&E, Accountability
Empower the ROs with funding to provide technical assistance, oversight and quality assurance of each Country Programme in regards to gender policy	RO Support, Quality Assurance
Promote girls education	
More focused in programming	Programming
Regarding programming, we need to do a much better job at applying a gender analytical framework when developing programmes. SITAN should also be from a rights based perspective using CRC and CEDAW as the framework to assess countries	Programming, Analysis
Conduct more anthropological research and analysis	Analysis
Institutionalize gender “thinking”.	Incentives
We need more time, not more tools. We know in principle the tools and resources. But the demands on COs from HQs and Ross are such that we have to do many competing things as well as implement our own country programme.	Incentives
Advocate this also among other UN Agencies	
Funding should be set aside for offices and HQ location to have gender specialists who will work side by side with the technical and programme staff. This will crate a programme culture more sensitive to gender equality. A clearer integration of the different approaches: human rights, results based and gender equality. All research work, data collection, policy analysis work should be carried out with a strong gender equality lenses.	Resources, Analysis, Programming
To make it a priority that is resourced and staff that are empowered to apply and pursue it.	Resources
Integrate better into programming instructions and reward compliance.	Programming, Incentives

Frequency of key words:

Programming	21
Capacity Building	17
Leadership, Management	13
M&E	10
Strategic Focus, Policy	8
Gender Parity	8
Tools	7
Resources	6
Accountability	5

Annex 3: Programme Staff Survey Results

The survey was conducted during July to August 2007. In total there were 69 respondents from programmes staff, with 61% of respondents being male and 39% female. The survey questionnaire comprised of mostly closed questions, either numerical or "yes/no" answers, or respondents were asked to rate a series of statements on a 6-point scale from "strongly agree" to "strongly disagree". All the responses to the closed questions are presented in the summary below, plus a selection of the most salient points from the open-ended questions. A commentary on the analysis of key findings is provided for selected questions only. The modal class is highlighted in yellow.

1. Length of employment at UNICEF

	Total		Male		**Female**	
Less than 2 years	15	22%	9	21%	6	22%
2 to 5 years	18	26%	8	19%	10	37%
5 to 10 years	21	30%	15	36%	6	22%
More than 10 years	15	22%	10	24%	5	19%
Total	**69**	**100%**	**42**	**100%**	**27**	**100%**

2. Sex of respondents

Male	42	61%
Female	27	39%
Total	**69**	**100%**

3. Staffing grade

	Total		Male		**Female**	
P1, L1, NO A	5	7%	3	7%	2	7%
P2, L2, NO B	16	23%	9	21%	7	26%
P3, L3, NO C	34	49%	22	52%	12	44%
P4, L4, NO D	10	14%	6	14%	4	15%
P5, L5, NO E	3	4%	1	2%	2	7%
D1	1	1%	1	2%	0	0%
Total	**69**	**100%**	**42**	**100%**	**27**	**100%**

4. Regional distribution of responses

	Total		Male		**Female**	
Headquarters (New York, Geneva, Copenhagen etc)	2	3%	0	0%	2	7%
Central & Eastern Europe/ Commonwealth of Independent States (CEE/CIS)	4	6%	1	2%	3	11%
East Asia and the Pacific	13	19%	7	17%	6	22%
Eastern and Southern Africa	11	16%	5	12%	6	22%
Latin America and the Caribbean	5	7%	5	12%	0	0%
Middle East and North Africa	5	7%	3	7%	2	7%
South Asia	15	22%	9	21%	6	22%
West and Central Africa	14	20%	12	29%	2	7%
Total	**69**	**100%**	**42**	**100%**	**27**	**100%**

Data Analysis:

The sample covers a broad range of employment periods and regional distribution. Just over one-fifth (22%) of the sample have been employed by UNICEF for less than 2 years, and a further 22% for over 10 years. The opinions of South Asia and West and Central Africa are most frequently captured, although most other regions are not far behind.

The sample captures a greater proportion of staff opinions at P3 grade, with nearly half of respondents (49%) at this level. The majority of respondents are male, representing six in every ten employees within the sample (61%).

This sample population is too small to undertake extensive analysis of the disaggregated data (such as by grade, regional distribution and length of service). Nevertheless, given the nature of this evaluation, all questions have been disaggregated by sex, although only the more significant findings are presented.[361]

5. In UNICEF, Gender mainstreaming means:

	Total		**Male**		**Female**	
Addressing the specific needs of women and girls and promoting equality for women and girls in UNICEF programming	7	10%	4	10%	3	11%
Making sure that there are more equal numbers of male and female staff in UNICEF, especially at the management level	12	17%	10	24%	2	7%
Promoting women's rights and girl's empowerment	8	12%	6	14%	2	7%
Addressing the specific needs of women and girls and boys and men in programming with the aim of promoting equality and women's rights.	42	61%	22	52%	20	74%
Total	**69**	**100%**	**42**	**100%**	**27**	**100%**

Data Analysis:

The last statement is considered to be the "right" answer, and the majority of respondents (61%) identified this as their view of gender mainstreaming. This is much higher for female (74%) than male respondents, where it is just over half (52%). The importance of this question is to assess the degree (or lack) of clarity of gender mainstreaming amongst programme staff – and to use this as a proxy measure of the effectiveness of UNICEF in institutionalizing a sound understanding of gender across the organization.

The interesting finding here is that of those who responded, nearly four in ten staff members (39%) took a different view of gender mainstreaming – showing that it is either poorly understood or, there are other factors at play such as a lack of clarity in the

[361] For most of the questions where statements are rated on a 6-point scale (from "strongly agree" to "strongly disagree"), the sample is too small to show any meaningful findings when disaggregated by further (such as by sex).

messages emanating from HQ. In particular, 17% of respondents viewed gender mainstreaming as a *gender parity* issue; i.e. making sure that there are equal numbers of male and female staff in UNICEF. For men alone, this rises to nearly a quarter of respondents (24%), perhaps suggesting a greater sense of unease about underlying agendas, and possibly compounded by conflicting or confusing messages from within the institution. The remaining respondents saw gender mainstreaming as more simply a "women and girls" issue; either in terms of promoting equality in programming (10%) or promoting rights and empowerment (12%).

6. To what extent do you agree with the following statements about UNICEF's Gender Policy and Guidance?

Top number is the count of respondents selecting the option. Bottom % is percent of the total respondents selecting the option.	**Strongly disagree**	**Disagree**	**Slightly disagree**	**Slightly agree**	**Agree**	**Strongly agree**	**Don't know/Not Applicable**
I am very familiar with UNICEF's 1994 Gender Policy	2	10	13	19	13	1	11
	3%	14%	19%	28%	19%	1%	16%
I find UNICEF's 1994 Gender Policy very useful for my work	3	7	7	24	7	3	18
	4%	10%	10%	35%	10%	4%	26%
The PPP manual equips me fully to incorporate gender equality concerns into my work.	0	7	18	15	17	3	9
	0%	10%	26%	22%	25%	4%	13%

Data Analysis:

This series of statements is used to assess staff familiarity and the usefulness of the UNICEF 1994 Gender Policy. Nearly half of programme staff (48%) agrees to some extent with the statement that they are very familiar with UNICEF's 1994 Gender Policy. A similar proportion of respondents also agreed that the policy was useful for their work (49%) and, that the PPP Manual equipped them fully incorporate gender equality concerns into their work (51%).

Given that the policy underpins UNICEF's approach and work in gender, this is an important finding. It means that nearly a half of staff were either ambivalent (16%) or believe that they are not very familiar with the UNICEF Gender Policy (36%). Indeed the situation may be worse that this suggests, especially given that those who responded to the survey chose to take part (and may therefore have been more familiar with the policy).

7. Have you ever received gender training (in UNICEF or elsewhere)?

	Total		**Male**		**Female**	
Yes	31	45%	19	45%	12	44%
No	38	55%	23	55%	15	56%
Total	**69**	**100%**	**42**	**100%**	**27**	**100%**

8. Did you receive the training through (select all that apply):

	Total (n=31)		Male (n=19)		Female (n=12)	
PP training at UNICEF	13	42%	8	42%	5	42%
Other training at UNICEF	14	45%	10	53%	4	33%
Another UN organization	7	23%	4	21%	3	25%
Another organization	9	29%	6	32%	3	25%

Note: Respondents who answered "yes" to question 7 were able to tick any number of the above statements that applied. For this reason, the total number of responses is greater than the 31 "yes" answers to question 7.

9. When did you last receive gender training?

	Total		Male		Female	
In the last year	8	26%	5	26%	3	25%
In the last 3 years	6	19%	4	21%	2	17%
In the last 5 years	10	32%	5	26%	5	42%
In the last 10 years	4	13%	3	16%	1	8%
More than 10 years ago	3	10%	2	11%	1	8%
Total	**31**	**100%**	**19**	**100%**	**12**	**100%**

Data Analysis:

This series of questions are designed to assess the extent to which staff have been trained in gender, and if so whether: it was by UNICEF or another organization; and within a relatively recent period of time (i.e. more likely to be up-to-date and relevant to current work tasks).

According to the survey, there appears to be a sizable lack of training in gender. Over half of all respondents (55%) have not received gender training either by UNICEF or another organization. This applies equally to male and female respondents. The figure rises considerably if we exclude those staff that were trained over 5 years ago; with just 35% of respondents having been trained in gender within the last 5 years (24 out of 69), and therefore 65% that have not.

If we use the PP training on programme policy and procedures as a proxy, there also appears to be a lack of institutionalization of gender training within UNICEF. Therefore while 42% of respondents said that their gender training had been through PP training (i.e. 13 out of the 31 respondents), the figure across all respondents is far lower. Indeed, just 19% of respondents (13 out of 69) said they had been trained in gender through PP training at UNICEF.

Also, nearly a quarter (23%) of the gender training was undertaken over 5 years ago. Only 45% of respondents have received training recently, i.e. within the last year or last 3 years.

10. In your office/division's programme portfolio how many projects include the following:

Top number is the count of respondents selecting the option. Bottom % is percent of the total respondents selecting the option.	All	More than half	Less than half	Less than a quarter	None
Project/programme design includes the results of gender analysis	9	16	21	17	6
	13%	23%	30%	25%	9%
Project/programmes have explicit gender equality objectives	8	19	22	16	4
	12%	28%	32%	23%	6%
Project/programmes target specific male or female groups	10	26	23	9	1
	14%	38%	33%	13%	1%
Project/programmes clearly define gender equality outputs and outcomes	8	17	21	15	8
	12%	25%	30%	22%	12%
Project/programmes include gender-sensitive indicators	4	17	26	17	5
	6%	25%	38%	25%	7%
Project/programmes reports use sex-disaggregated data	9	21	23	13	3
	13%	30%	33%	19%	4%
Project/programmes include resources dedicated to increasing gender equality	4	14	20	24	7
	6%	20%	29%	35%	10%

Data Analysis:

The vast majority of respondents think that less than half of all project/ programmes include:

- Resources dedicated to increasing gender equality (74%).
- Gender-sensitive indicators (70%).
- Clearly defined gender equality outputs and outcomes (64%)
- Results of gender analysis in project/ programme design (64%)

The majority of respondents think that less than half of all project/ programmes include:

- Explicit gender equality objectives (61%).
- Sex-disaggregated data (56%)

The majority of respondents think that more than half of all project/ programmes: Target specific male or female groups (52%).

In summary, respondents view project/ programmes in their portfolios as **weakest** in terms of the use of allocated resources for increasing gender equality and the inclusion of gender-sensitive indicators. In both cases, 70% or more respondents said that less than half of their projects/programmes demonstrated these qualities. In addition, gender analysis, the use of clearly defined GE outputs/ outcomes and explicit GE objectives are weak areas – with over 60% of respondents cited that less than half of their portfolio demonstrated these aspects.

The **strongest areas** appear to be the targeting of specific male or female groups, and the use of sex-disaggregated data.

11. To what extent do you agree with the following statements about gender equality in your office/division?

Top number is the count of respondents selecting the option. Bottom % is percent of the total respondents selecting the option.	**Strongly disagree**	**Disagree**	**Slightly disagree**	**Slightly agree**	**Agree**	**Strongly agree**	**Don't know/ Not Applicable**
I have access to excellent practical gender tools/guidance.	6	12	19	16	11	2	3
	9%	17%	28%	23%	16%	3%	4%
Gender equality is strongly incorporated in my annual objectives (as found in the PER).	5	16	14	20	7	1	6
	7%	23%	20%	29%	10%	1%	9%
Staff in my office have the skills and knowledge needed to promote gender equality in programming.	4	14	16	22	7	4	2
	6%	20%	23%	32%	10%	6%	3%
My office integrates a strong gender perspective into its planning.	2	10	14	25	10	5	3
	3%	14%	20%	36%	14%	7%	4%
My office is successful in finding experts/consultants able to support us with strong gender competence.	4	15	17	17	5	4	7
	6%	22%	25%	25%	7%	6%	10%

Data Analysis:

The majority of respondents:

- Disagree that they have access to excellent **practical gender tools/guidance** (54%). Plus while 42% respondents agree that such tools and guidance are accessible, many of these (16 out of 29 respondents) only slightly agree. As such, there appears to be scope to improve the quality and availability of guidance to programme staff on gender equality issues.
- Disagree that their office is successful in **finding experts/ consultants** to provide support in GE competences (53%). Indeed, just 38% of respondents agree and most (17 out of 26 respondents) only slightly agree that they can successfully find such experts/ consultants.
- Disagree that GE is strongly incorporated in their **annual objectives** as stated in the PER (50%). Indeed while 40% of respondents do state that their annual objectives strongly incorporate gender equality, around three quarters of these only slightly agree (20 out of 28).
- Agree (to some extent) that their office integrates a strong **gender perspective into its planning** (57% of respondents). This is rates highest amongst the five statements, though 37% of respondents disagree with the statement.
- Agree that staff in their office have the **skills and knowledge** needed to promote GE in programming (48%).

In summary, respondents generally gave a low rating to the availability of practical gender tools/guidance, the incorporation of GE in annual objectives, the skills and knowledge of staff to promote GE, and access to expert/consultants to support GE work. Indeed less than half of respondents agreed with these statements, clearly demonstrating areas of institutional support that could be improved.

12. Gender Equality in my office/division (continued)

Top number is the count of respondents selecting the option. Bottom % is percent of the total respondents selecting the option.	Strongly disagree	Disagree	Slightly disagree	Slightly agree	Agree	Strongly agree	Don't know/ Not Applicable
Staff in my office are highly committed to promoting increased gender equality in UNICEF's work.	0	4	9	28	22	4	2
	0%	6%	13%	41%	32%	6%	3%
My managers are committed to promoting increased gender equality in UNICEF's work.	1	6	6	23	24	7	2
	1%	9%	9%	33%	35%	10%	3%
UNICEF allocates sufficient human and financial resources to support the integration of gender equality in its programming.	3	12	12	21	11	6	4
	4%	17%	17%	30%	16%	9%	6%
My office is successful in achieving gender equality results.	0	12	17	27	4	4	5
	0%	17%	25%	39%	6%	6%	7%
Increased gender equality is necessary for UNICEF to achieve UNICEF's mandate and the MDGs.	0	5	6	8	24	24	2
	0%	7%	9%	12%	35%	35%	3%

Data Analysis:

- 82% of respondents agreed that GE is necessary for UNICEF to achieve its mandate and the MDGs.
- There is strong agreement with the statement that **staff are highly committed** to promoting increased GE in UNICEF's work, with 79% of respondents agreeing with this statement.
- 78% of respondents agreed (to varying degrees) with the statement that **managers are committed** to promoting GE in UNICEF's work.
- 55% of respondents agreed that UNICEF allocates sufficient human and financial resources to support the integration of GE in its programming.
- 51% of respondents agreed that their office is successful in achieving gender equality results.

Overall, programme staff view GE as necessary for UNICEF to achieve its mandate and the MDGs, with staff and managers perceived as highly committed to promoting GE in their work. There is however less agreement with the statements that UNICEF allocates sufficient human and financial resources to support integration, and that their offices are successful in achieving GE results.

13. **Please rank the following to show their relative important in helping you to promote gender equality:**

Top number is the count of respondents selecting the option. Bottom % is percent of the total respondents selecting the option. [NB: 1=Most important, 6=Least important]	**1- Most important**	**2**	**3**	**4**	**5**	**6- Least important**
Training on gender analysis	18	16	14	11	8	2
	26%	23%	20%	16%	12%	3%
Training on dialogue with partners on gender equality	4	11	15	11	19	9
	6%	16%	22%	16%	28%	13%
Clear guidance notes and tools within a UNICEF context	19	17	11	8	8	6
	28%	25%	16%	12%	12%	9%
Access to gender expertise and advice	2	15	12	19	14	7
	3%	22%	17%	28%	20%	10%
Institutional reward and recognition for promoting gender equality	9	1	5	10	10	34
	13%	1%	7%	14%	14%	49%
Commitment to gender equality from my managers	17	9	12	10	10	11
	25%	13%	17%	14%	14%	16%

Data Analysis:

Training, guidance notes/tools and the commitment of managers are seen as the most important aspects to helping promote gender equality in UNICEF programming. Training on dialogue with partners and access to gender expertise/advice is generally seen as less important. Rather surprisingly, institutional rewards and recognition for promoting gender equality is seen as the least important (with 49% of respondents viewing it as such).

14. Our partnership for the achievement of gender equality is strong with:

Top number is the count of respondents selecting the option. Bottom % is percent of the total respondents selecting the option.	**Strongly disagree**	Disagree	**Slightly disagree**	**Slightly agree**	**Agree**	**Strongly agree**	**Don't know/ Not Applicable**
Other UN Agencies.	2	10	10	17	20	7	3
	3%	14%	14%	25%	29%	10%	4%
Donors.	0	7	13	20	22	3	4
	0%	10%	19%	29%	32%	4%	6%
National governments.	2	11	13	18	17	6	2
	3%	16%	19%	26%	25%	9%	3%
NGOs and civil society.	2	5	12	24	19	4	3
	3%	7%	17%	35%	28%	6%	4%

Data Analysis:

In almost two-thirds of cases, respondents agreed that the partnership to achieve gender equality is strong with other UN Agencies (64%), Donors (65%), National Governments (60%) and NGOs and civil society (69%).

15. Do you know of any good practices of programming or advocacy that have achieved significant results related to increased gender equality by UNICEF or its partners at the country or regional level?

Examples of good practice:

Fiji:
"Micronutrient initiative project in Kiribati carried out formative research to assess distribution mechanisms of iron and folic acid and de-worming tables for girls between 15-18. Contact address : Ms. Elham Munsef, nutrition officer, UNICEF Pacific office, Suva, Fiji".

Nepal:
Girls education in Nepal: Welcome to school programme with special focus on girls enrollment and special support to girls education.
Child Protection Programme: Paralegal Committees established with more than 80 percent members comprising of women members to deal with child and women protection issues and with orientation to community and other male community members on the important role of Paralegal Committees to address the issues of violence of rights, abuse and discrimination against children and women. More than 50 percent of cases of rights abuses are handled by the committees locally, thus enhancing the sense of empowerment among the community members and of increased access to legal advisory support from the district advisory committees on the complicated issues related to child and women protection issues.
Decentralized Action for Children and women (DACAW): Community Process enhanced with participation of community organizations formed with more than 50 percent comprising of women in the decision making bodies at community to address the issues related to children and women. These community organizations have served as the forum for the majority of women community members to voice their opinions and concern and take joint actions to improve their situation. It has enhanced the capacity of the community, especially the women community members to assess their situation, analyze their problems and take joint action (Triple –A process).

Nigeria:
Goal Of Showcase Activity: To decrease malnutrition in young children through the timely provision of complimentary food. Objective: The activity aimed to teach targeted caregivers how to prepare safe complimentary food, use growth monitoring as a tool for timely detection of faltering growth, corrective action through the promotion of income generation activities. Soon, the infants and young children of Ichi were being weaned on nutritionally adequate feed with names like Benimix, Nutrimix and Superflour by groups of women in Ichi town of Ekwusigo LGA of Anambra State, Southeastern Nigeria. Any mother could purchase these hygienically produced, packaged and sealed complimentary foods for as little as N200, ($1.80) for a 500 g pack. Better still, mothers

could buy packs for as little as N50, (47 cents) or N20, (18 cents)! Soon, the good news from Ichi reached the Ihembosi Mothers? Union, in a nearby community. Not only are women and children receiving tasty and adequate nutritional mixes, adolescent girls? Nutrition clubs have been formed in churches, Vitamin A and Iron Supplements are being distributed to infants and pregnant women and regular and bi-monthly growth monitoring activities are being carried out for children who attend the churches. With their impressive performance, Ichi women deserved the petrol-operated milling machine donated to them by UNICEF Field Office Enugu, during the reporting period. The challenge includes how to respond to the Ichi women's determination to upgrade the entrepreneurial and business management skills in order to make the projects not only self-sustaining but also profitable. This year 2001, UNICEF in collaboration with the Ministry of Health, will be upgrading the skills of those involved to improve their capacity in managing their business enterprise. An impact evaluation is also in the offing. Field visits have been undertaken to the community food group by a combined team of government and UNICEF Officials. The team was impressed with the food products displayed by the women. The time taken to support the programme through appropriate advocacy to local women leaders themselves has paid off.

Bangladesh:
"Khishori Abhijan Project" of BRAC supported by UNICEF. This project aims to empower adolescents, especially girls but also involving boys, to participate meaningfully in decisions that affect their lives and also become role model for the community and other adolescents. The project works to create and sustain a supportive environment for adolescent girls development at a household and community level. The underlying principle of the project is to build self-esteem, confidence, knowledge and skills to intervene in socio-economic and political structure control of decision making process within and outside the family and community, and access to domains conventionally seen as exclusively male and, finally, access to natural, financial and intellectual resources. Contact: Ghassan Khalil, Chief, Child Protection Section, UNICEF, 1 – Minto Road, Dhaka-1000, Bangladesh.Tel: 880-2)9336701-10 Ext:208. Fax: (880-2)9335641-42".

India:
"UNICEF India's Village Planning/Integrated District Model. Contact Mr. Tejinder Sandhu – OIC, SPME, New Delhi".

Annex 4: Reference Group Members

Name	*Position*	*Duty Station*
Rima Salah	Deputy Executive Director	NYHQ
Kul Guatam	Director, Programmes	NY/HQ
Jean Quesnel	Director, Evaluation Office	NYHQ
Simon Lawry-White	Sr. Programme Officer, Evaluation Office	NYHQ
Cecilia Magnusson-Ljungman	Evaluation Manager, Evaluation Office	NYHQ
Elizabeth Gibbons	Chief, Global Policy Section, DPP	NYHQ
Dan Seymour	Sr. Programme Officer, Gender & Human Rights Unit, Global Policy Section, DPP	NYHQ
Noreen Khan	Programme Officer for Gender Mainstreaming, Global Policy Section, DPP	NYHQ
Shahnaz Kianian-Firouzgar	Deputy Regional Director, CEE/CIS	Geneva
Niloufar Pourzand	Sr. Programme Officer	Barbabos
Christian Salazar	Country Representative, Iran	Terhan
Maie Ayoub	Special Advisor on Gender and Diversity	NYHQ
Vanessa Tobin	Deputy Director, Programme Division	NYHQ
Karin Hulshof	Director, PFO	NYHQ
Diana Rivington	Director, Gender Equality, CIDA	New York
Ruchi Ghanashyam	Minister, Indian Mission to the UN	New York
Jacqueline Oubida	Attaché, Burkina Faso Mission to the UN	New York

Annex 5: Policy Characteristics Framework

UNICEF Gender Policy	A Simplifying Factor		B Neutral	C Complicating Factor	
1. Where did the impetus for the policy come from?	Inside the institution			Outside the institution	
2. Who decided the policy and how	With democratic process			Without democratic process	
	With widespread participation			Without widespread participation	
3. Has the policy remained the same since its inception?	No changes			Multiple changes	
4. What is the nature of the benefits	Visible			Invisible	
	Immediate			Long Term	
	Dramatic			Marginal	
5.. What is the nature of the costs required?	Core funding			Voluntary Funding (External)	
	Programme funding			Project–based funding	
	Invisible			Visible	
	Long Term			Immediate	
	Marginal			Dramatic	
6. How complex are the changes required?	Few changes required			Many changes required	
	Few decision-makers involved			Many decision-makers involved	
	Small departure from current practices, roles & behaviour			Large departure from current practices, roles & behaviour	
	Limited discretion			Large discretion	
	Low technical sophistication			High technical sophistication	
	Low administrative complexity			High administrative complexity	
	Geographically concentrated			Geographically dispersed	
	Normal pace			Urgent/emergency pace	
	Single event			Permanent changes	

UNICEF Gender Policy	A Simplifying Factor		B Neutral	C Complicating Factor	
	Low level of conflict about nature & value of the changes			High level of conflict about nature & value of the changes	
-7. How accessible is the policy?	Easy to read			Uses complex/ un-clear language, lengthy	
	Easy to find			Hard to find	
8. How aware are staff of policy?	Management very aware and knowledgeable about policy			Management has limited awareness and understanding of policy	
	Programme staff very aware and knowledgeable about policy			Programme staff has limited awareness and understanding of policy	
9. Does the policy include accountability mechanisms?	Clear lines of accountability outlined in the policy			Policy implementation left to ad hoc actions of individual staff.	
Total number of boxes ticked					

(2008 Adapted from USAID Policy Characteristics Framework

Annex 6: Institutional Assessment Analysis Tool

Institutional Process	Rating				Data Sources	Evaluation Criteria
(A) Commitment	**Poor (1)**	**Fair (2)**	**Good (3)**	**Excellent (4)**		
A1 Board Support (HQ level)	Support provided for gender equality of token nature without backing of institutional resources or processes	Some board members proactively provide support for gender equality initiatives in UNICEF.	Majority of board provides strong direction, support, and accountability to Programmatic leadership with regard to gender equality	Board provides clear vision of gender equality expectations and policy to the organization. Board provides institutional incentives for senior managers who champion gender equality issues and processes.	Interviews with Board members Interviews with senior managers Board meeting minutes	Relevance
A2 Strategic Plans & MTSP (HQ level)	Strategic plan does not include any gender equality objectives or indicators.	Strategic Plan includes consultative process related to gender equality, but does not include any GE objectives or indicators	Strategic plan includes some explicit GE objectives, and indicators.	Strategic plan has integrated explicit GE objectives and indicators systematically in all practice/focus areas and throughout other cross-cutting issues.	MTSP Strategies of Practice areas	Relevance
A3 Senior Managers	Senior managers allocate all	Senior managers support staff	Some senior managers provide	Senior managers provide	Interviews with Sr. managers	Relevance

Institutional Process	Rating				Data Sources	Evaluation Criteria
	responsibil-ity for GE to the GFP.	with interest in promoting GE, but do not provide direction to all programme staff to do so.	institutional incentives for staff who champion gender equality issues and processes Some senior managers well informed about key gender issues that affect their area of work	institutional incentives for staff who champion gender equality issues and processes Senior managers well informed about key gender issues that affect their area of work	Sr. Manager surveys	
A4 Senior Managers	Have never participated in any gender analysis or awareness training.	Have participated in a gender awareness or analysis training over five years ago.	Have participated in gender analysis/aw areness training in past 5 years.	Have more extensive training in gender equality than a 2 – 5 day workshop (e.g., post-secondary training, long term courses).		
A5 Representa-tives	Representa-tives unaware of gender policy, demonstrate limited understandi ng of link between poverty reduction and increased gender	Representat ives provide ad hoc support for gender-specific programmin g but do not ensure that GE integrated in all programmes .	Representati ves aware of gender policy/guida nce notes. Ask staff to promote key gender issues in country programme, but not always systematical	Representa-tives demonstrate active and visible leadership/ championshi p of GE issues (hold staff accountable, lead by example, ensure adequate	Interviews with Represent a-tives Sr. Managers Surveys	Relevance

Institutional Process	Rating				Data Sources	Evaluation Criteria
	equality and/or do not actively work to integrate GE in country programme.		-ly.	resources allocated, etc.)		
A6 Level of authority of staff with significant responsibility for GE	No one in office who has significant responsibil-ity for GE	Mainly at P2 – P3/NO 1-2 levels	Mixture of P2-3 and some P4 – P5s & NO3s	Mixture of P2-3 and some P4 – P5s/NO3s with some D1 and above	Personnel records Surveys Staff interviews	Relevance
A7 TORS	M & E TORS do not include gender equality responsibilities and concerns.	Only projects with a specific gender equality focus have M & E TORs that include a review of gender equality responsibili-ties and concerns.	Some M & E TORS for general projects include gender equality responsibilities and concerns.	M & E TORS for all projects include gender equality responsibili-ties and concerns.	IMEPs Review of other UNICEF Evalua-tion reports	Relevance
A8 Guidance	Guidance notes for other critical policy areas do not integrate gender equality concerns as crossing cutting issues	Only guidance notes for social areas integrate gender equality concerns as crossing cutting issues.	Some guidance notes for other core programme areas critical policy areas integrate gender equality concerns as CCIs.	Guidance notes for other critical policy areas integrate gender equality concerns as crossing cutting issues.	Sample of other policy guidance notes	Relevance
A9 International & Regional Senior Managers Meetings	Interna-tional manage-ment and regional manage-	International manage-ment and regional manage-ment	International manage-ment and regional manage-ment	International management and regional management meetings include	Sr. manager interviews	Relevance

Institutional Process	Rating				Data Sources	Evaluation Criteria
	ment meetings do not include GE issues in their agenda.	meetings include gender equality issues in their agenda only on a sporadic basis.	meetings include gender equality issues in their agenda every other year.	gender equality issues in their agenda on an annual basis.		
A10 Link between GE inputs in CCA/SITAN, UNDAF and UNICEF CO program-ming	No links made between GE inputs in CCA and UNDAF and CO pro-grammes.	Few links made between GE inputs in CCA and UNDAF and CO pro-grammes.	Some links made between priority GE inputs in CCA and UNDAF & CO programmes	Multiple and clear links made between priority GE inputs in CCA and UNDAF and CO programmes.	CCA, SITAN, UNDAF, Annual workplan, CO pro-gramme docu-ments	
UNICEF Leadership role in GE within UNCT and UNGTG	UNICEF not perceived to take leadership role on GE issues in either the UNCT and/or the UNGTG.	UNICEF perceived to take limited leadership role on GE issues in either the UNCT and/or the UNGTG.	UNICEF perceived as having leadership role related to GE within UNGTG and/or the UNCT	UNICEF perceived as having strong leadership role related to GE within UNGTG and/or the UNCT	Interviews with UNCT and UNGTG	
(B) Accountability						
B1 Lines of Accountability (All levels)	There are no lines of accountability for gender equality inputs at all levels.	There are some lines of accountability for gender equality inputs but they are not clear and are not enforced.	The lines of accountability for gender integration equality inputs at all levels exist, but are only enforced on an ad hoc basis.	The lines of accountability for gender equality inputs are clear at all levels and are enforced systematically	Job descriptions Interviews at all 3 levels, Management/ pro-gramme staff interviews Surveys	Rele-vance Sustaina-bility
B2 Key Assignments	Senior managers do not have	Some senior managers have gender	Senior managers have gender	Senior managers have gender	Interviews with managers	Sustaina-bility

Institutional Process	Rating				Data Sources	Evaluation Criteria
	gender equality as one of their key assign-ments. Senior managers do not hold staff accountable for including GE as one of their key assign-ments.	equality as one of their key assignments Some senior managers hold staff accountable for including GE in their key assignments	equality as one of their key assignments Senior managers hold staff accountable for including GE in their key assignments	equality as more than one of their key assignments. Senior managers hold staff accountable for including GE more than one of their key assignments.	and pro-gramme staff Surveys	
B3 Job Descriptions	Job descriptions do not include any relevant tasks related to gender equality	Only jobs that have a strong focus on gender equality includes relevant tasks related to GE	Some general job descriptions include relevant tasks related to gender equality.	Most job descriptions include relevant tasks related to gender equality as a cross – cutting issue.	Interviews with staff Job descrip-tions	Sustaina-bility
B4 TORS	Gender Focal Points and other institutional processes and units responsible for gender equality do not have TORs.	Gender Focal Points and other institutional processes and units responsible for gender equality have TORs, but they are very broad in scope.	There are clear TORS for some institutional processes and units responsible for gender equality.	There are clear TORS for all Gender Focal Points and other institutional processes and units responsible for gender equality.	Interviews Job description s (GFPs, senior mana-gers, pro-gramme staff)	Effective-ness
B5 Monitoring and Evaluation	No M & E reports include assessment of project and programme	Some M & E reports include assessment of project and programme	Most M & E reports include assessment of project and programme	All M & E reports include assessment of project and programme effect on	M & E Reports IMEPs	Effective-ness

Institutional Process	Rating				Data Sources	Evaluation Criteria
	effect on gender equality.	effect on gender equality, but mainly for gender-specific program-ming areas.	effect on gender equality, but mainly report on changes in participation levels.	gender equality within the programme context.		
B6 Programme Approvals (HQ & CO level)	Programme documents do not require manageme nt sign-off on the gender equality inputs before they are approved.	Programme documents technically require manage-ment sign-off on the gender equality inputs before they are approved, but this process is only enforced on an ad hoc basis.	Programme documents only approved by manage-ment if they include relevant gender equality inputs and are designed to contribute to increased gender equality.	Programme documents only approved by management if they include relevant GE inputs, are designed to contribute to increased gender equality, and are supported by access to technical expertise in gender.	Docu-ment review, manage-ment inter-views	Rele-vance Sustaina-bility
B7 Partner Accounta-bility	UNICEF does not hold its partners accountable for promoting increased gender equality in programme s/ projects it funds.	UNICEF only holds partners accountable for promoting increased GE for programmes where women or girls are primary beneficiaries .	UNICEF holds some partners accountable for promoting increased gender equality in the general programmes UNICEF funds.	UNICEF holds all partners accountable for promoting increased GE in the programmes UNICEF funds.	Inter-views with partners	Effective-ness
I Capacity						
Staff Capacity in Gender Equality						
C1 Staff	Staff have	Staff have	Staff have	Staff have	Inter-views,	Relevanc

Institutional Process	Rating				Data Sources	Evaluation Criteria
Knowledge of Gender Concepts, Processes and Policy (All 3 levels)	little or no knowledge of basic gender equality concepts, gender mainstreaming processes, and UNICEF's gender policy.	some knowledge of basic gender equality concepts, gender mainstreaming processes, and UNICEF's gender policy.	sufficient knowledge of gender equality concepts, gender mainstreaming processes, and UNICEF gender policy to be able to apply it to their work on an ad hoc basis.	had received sufficient training in gender concepts and basic gender analysis techniques to be able to apply basic gender analysis to their work systematically and are able to judge when they need to call upon external gender expertise.	focus group discus-sions docu-ment review, Surveys.	e Sustaina-bility
C2 Gender Analysis in programme planning (CO level)	Gender analysis is not included in planning.	Gender analysis is included in planning, but only on an ad hoc basis.	Regular planning complemented by gender analysis on regular basis and some sex-disaggregated data collected and used to support & improve planning efforts.	Clear, formal systems for gender analysis and sex-disaggre-gated data collection conducted in all relevant areas & data used systematical-ly to support and improve planning effort.	Inter-views, focus group discus-sions, docu-ment review, surveys	Effective-ness Efficiency
C3	Programm	Some	Programme	Programme	Inter-views,	Effective-

Institutional Process	Rating				Data Sources	Evaluation Criteria
Programme Preparation Documenta-tion in Development	e planning documents do not include GE inputs or objectives and planning decisions are not based on prior gender analysis.	programme planning documents include GE inputs or objectives and some planning decisions are made based on a limited prior gender analysis.	planning documents include GE inputs and include specific GE objectives based on prior gender analysis, but do not carry these through consistently in the LFA. The gender equality results are only related to gender-specific activities and objectives.	planning documents include GE inputs based on prior gender analysis, and have integrated consistent and explicit reference to the key gender issues identified in the analysis process in the LFA. Gender equality results are clearly defined.	focus group discus-sions, docu-ment review, surveys	ness
C4 Logical Framework Analysis (LFA)	LFA does not include activities designed to support achieveme nt of gender equality results.	LFA does include some activities designed to support achievement of gender equality results, but only at outputs level.	LFA includes some relevant activities to achieve gender equality results, but these are limited to supporting primarily practical needs or strategic interests.	LFA includes relevant activities to achieve gender equality results at both practical and strategic needs and at both outputs and outcomes levels.	Pro-gramme docu-ments	Effective-ness Sustain-ability

Institutional Process	Rating				Data Sources	Evaluation Criteria
LFA cont'd.	There are no gender-sensitive and gender specific results statements and indicators. Gender issues have not been considered in the risk analysis.	There are limited gender specific results statements or they only focus at the outputs level. There are either no gender-sensitive indicators or they are only quantitative in nature. Gender issues have not been considered in the risk	There are explicit gender specific results statements but they tend to focus primarily on increasing participation. There are gender-sensitive indicators but they are only quantitative in nature. Gender issues have not been considered in the risk analysis.	There are gender-sensitive indicators that are both qualitative and quantitative in nature; Gender issues have been considered in the risk analysis.	Pro-gramme documents	Effective-ness Sustaina-bility
C5 Emergency and Unstable or Crisis Contexts (RO & CO levels)	Needs assessments do not include sex-disaggregated data and an analysis of the specific vulnerabilities of girls and boys, male and female adolescents/ men and women.	Needs assessments include some sex-disaggregated data and some analysis of the specific vulnerabilities of girls and boys, male and female adolescents/ men and women.	Emergency programming designed to take the specific vulnerabilities and priorities/ needs of girls and boys, male and female adolescents and men and women into account.	Emergency programming is designed to reduce inequalities between the sexes of different ages and its delivery will not reinforce or exacerbate inequalities between the sexes of different ages.	Pro-gramme documents Staff interviews	Effective-ness Efficiency
C6 Programme Monitoring and Evaluation	Gender equality results are not clearly defined, measured	Limited number of GE results are partially measured and progress	Most gender equality results are clearly defined and measured or tracked.	GE results measured and progress tracked in multiple	Interviews focus group discus-sions Prog-ramme documents	Effective-ness

Institutional Process	Rating				Data Sources	Evaluation Criteria
(RO & CO level)	or tracked.	partially tracked.		ways using a well-developed comprehen-sive, integrated M & E system.		
C7 Reporting	Regular reports do not include references to gender equality results achieved or an analysis of the key gender issues concerned.	Only reports about programmes with a specific GE focus include references to GE results achieved or an analysis of the key gender issues concerned.	Over 60% of reports include systematic references to gender equality results achieved or analysis of the key gender issues concerned.	All regular reports include systematic references to gender equality results achieved or analysis of the key gender issues concerned.	Annual report Mission reports, etc.	Effective-ness Effici-ency
C8 UNICEF Gender Resources (CO level)	There are no regional or local staff with expertise in gender equality who staff can call upon and limited funding provided to support the use of external gender expertise.	Staff tend to refer gender related issues primarily to the Gender Focal Points or to external consultants to assist them with more complex gender and relevant data analysis if there are sufficient funds in the programme budget.	The CO has a pool of local gender consultants it can call upon to assist them with more complex gender and relevant data analysis and funding for this is built into programming .	Staff have access to internal GE expertise on as needed basis at the CO, RO and HQ levels to assist with more complex gender and relevant data analysis and systema-tically include budgets for external	Interviews focus group discus-sions Document review	Effici-ency

Institutional Process	Rating				Data Sources	Evaluation Criteria
				GE expertise in pro-gramme documents.		
C9 Staff Capacity to Negotiate with partners	Staff does not have the knowledge and skills to advocate effectively on key gender issues with partners.	Few staff have the knowledge and skills to advocate effectively on key gender issues with partners.	Most staff has some of the knowledge and skills they need to advocate on key gender issues with partners.	All staff has adequate knowledge and skills to advocate on key gender issues with partners effectively.	Staff and partner interviews Surveys	Effective-ness Sustaina-bility
C10 Partnerships (HQ & CO level)	UNICEF does not work with its partners on gender equality issues.	UNICEF works with a few partners on gender equality issues.	UNICEF works with 60% or more of its on gender equality issues.	UNICEF has establishe d effective partnerships with almost all of its partners to work on GE and related advocacy issues.	Interviews document review, surveys	Effective-ness Rele-vance
C11 Knowledge Manageme nt (All 3 levels)	No formal systems exist to capture and document internal knowledge on gender equality, particularly good practices.	There is some informal exchange among staff of information on gender equality, including good practices. Systems/tools exist to support	Some well designed systems and tools exist in a few areas related to gender equality and are used by at least 50% of programme staff.	Well-designed, user-friendly, comprehen sive systems to capture, document, and disseminat e knowledge about GE	Interviews Focus group discus-sions Surveys	Effici-ency Sustaina-bility

Institutional Process	Rating				Data Sources	Evaluation Criteria
		gender equality knowledge, but are known by only a few people, or are only used occasionally.		exist internally in all relevant focus and programme areas. All staff are aware of systems, knowledge-able in their use, and make regular use of them.		
C12 Staff Capacity in Gender Analysis (CO level)	Staff do not have the skills or training to conduct a basic gender analysis in a programme context.	Some staff have the skills or training to conduct a basic gender analysis in a programme context.	Over 40% of staff have skills to do basic gender analysis related to programme themselves, but need additional assistance to conduct more complex analysis and analyze the sex-disaggre-gated data collected.	Staff are able to analyze sex-disaggregated data sufficiently to use it to provide relevant programme planning, implementa-tion, monitoring and evaluation inputs related to gender equality.	Interviews Focus group discus-sions Surveys	Effective-ness Sustaina-bility
Staff Capacity in Gender Analysis (CO level) cont'd.				Staff are able to identify when they need to do gender	Interviews Focus group discus-sions Surveys	Effective-ness Sustaina-bility

Institutional Process	Rating				Data Sources	Evaluation Criteria
				analysis, when they have the skills and knowledge to do this themselves and when they need to call upon more advanced expertise.		
(D) Cash/Funding						
D1 Implementation (CO level)	Limited funding allocated to support the achievement of gender equality results within a programme and the funds are routinely not spent or are reallocated to other practice areas and priorities.	Adequate funding is allocated to support the achievement of gender equality results within a programme, but and the funds are quite vulnerable to being reallocated to other focus areas and priorities.	An adequate level of funds are allocated to support the achievement of gender equality results are spent at least 50% of the time.	Gender equality programme inputs are well-funded and the funds allocated are disbursed on a level in keeping with other programme area disbursements.	Interviews, focus group discussions, document review, surveys	Efficiency
D2 Tracking	It is not possible to track the amount of funds spent to achieve specific gender-equality results.	It is only possible to track funds expended on gender-specific programming.	It is possible to estimate the percentage of funds spent to support the achievement of gender equality results in UNICEF's	Possible to track funds spent to support achievement of gender equality results through UNICEF's regular financial	Programme documents and budgets Staff interviews	Efficiency

Institutional Process	Rating				Data Sources	Evaluation Criteria
			general programming.	reporting systems.		
D3 Source of funding	There is little or no funding to support the achievement of GE results from core funding.	Funds for GE come primarily from earmarked funding and are ad hoc in nature.	Funds for gender equality come from a balanced mix of core budgets and external, earmarked sources.	Funds for GE come primarily from core budgets to support systematic GE inputs and resources.	Pro-gramme docu-ments Staff interviews Partner interviews	Sustaina-bility
D4 Amount of funding	Insufficient funds are allocated to support effective gender equality programming.	Funds to support gender equality programming is primarily for gender specific programming.	Adequate funding is provided to support both gender specific programming and the achievement of gender equality results within general programmes.	Sufficient funds are allocated to support fully integrated gender equality programming. Proportion of funds for GE is in keeping with other institutional priorities.	Pro-gramme docu-ments Staff interviews	Effective-ness Efficien-cy
D5 Planning of funding (All 3 levels)	Resources to support the achievement of gender equality results are not systematicall y included in every programme/p roject.	Resources to support the achievement of GE results are included mainly in programmes in which there are large numbers of female beneficiaries. Perceived to have a significant GE impact.	Resources to support the achievement of GE results are included for specific groups of male and female beneficiaries who are particularly vulnerable in at least 60% of programmes.	Resources to support the achievement of gender equality results for male and female beneficiaries are included in most or all programmes.	Document review, interviews, focus group discus-sions, surveys	Effective-ness
D6	Funds to	Some risk of	Funds to	Funds to	Interviews	

Institutional Process	Rating				Data Sources	Evaluation Criteria
Sustaina-bility of funding	support social/attitu-dinal change or advocacy programming related to GE often reallocated to other budget lines due to slow implementati on rates .	funds social/attitu-dinal change or advocacy programming related to GE being reallocated to other budget lines due to slow implementatio n rates .	support social/attitu-dinal change or advocacy programming related to GE is occasionally reallocated to other budget lines due to slow implementati on rates	support social/attitu-dinal change or advocacy programming related to GE allocated in appropriate amounts, with realistic time frames and seldom reallocated to other budget lines	Proramme docu-ments Surveys	

Annex 7: Rights and Results Assessment Tool
Programme/Project Document Review/ Interviews

Rating Criteria: Refer to definitions below

<table>
<tr><td colspan="4">Programme/Project Name:
Country:
Time Period:</td><td colspan="5">Focus Area:
Development Programming ____
Emergency or Humanitarian Response _____</td></tr>
<tr><td colspan="4">Brief Description of Project:</td><td colspan="5">List the Key Objectives:
(is there an explicit gender equality objective among the key objectives?) Yes____, No____</td></tr>
<tr><td colspan="4">Unplanned GE results (if any):</td><td colspan="5">Other comments/observations:</td></tr>
<tr><td colspan="8">Ratings</td><td></td></tr>
<tr><td colspan="2">1. Type of GE Result Planned</td><td>2. Activities designed to support this result</td><td>3. Gender Equality Results Achieved</td><td>4. Performance Indicators</td><td>5. Contribution to MTSP</td><td>6. Contribution to MDG 3</td><td>7. Contribution to CRC</td><td>8. Contribution to CEDAW</td><td>9. Information Source</td></tr>
<tr><td>A.</td><td>B.</td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td></tr>
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Ratings Instructions

Column 1: Type of Gender Equality Result

A. Indicate the primary type of change in gender equality this programme/project is designed to generate:

0 = no change
I = Change at Practical Needs level – i.e., change in material well being and basic needs (short term, immediate changes related to gender gaps in basic needs)
ii = Change at Strategic Interests level – i.e., change in structural causes of gender inequality, critical awareness, advocacy, increased capacity for rights, participation, etc. (long term, social and capacity change leading to transformation of gender equality situation)

B. Note the type of gender equality result planned in this programme/project using the numbering system below. If none, indicate a zero (0).

1. **Development Programming**
Any result that contributes to any of the following:

1a. Well Being – Children
Reduced inequalities between girls and boys in access to the resources needed to increase survival and healthy physical and social development.
1b. Well Being – Adolescents
Reduced inequalities between adolescent girls and boys in access to the resources needed for healthy physical and social development.
1c. Well Being – Adults
Reduced inequalities between women and men in access to and control over the resources needed to sustain themselves and their families and as parents.

2. Emergency Services/Programming

2a. Well Being – Children

Reduced inequalities between girls and boys in access to the resources needed for child and young child survival.

2b. Well-Being – Adolescents

Reduction in specific vulnerabilities of adolescent girls and boys in emergency contexts.

2c. Well-Being for Adults in Emergency Context

Reduced inequalities between women and men to access to resources needed to survive emergency situations for themselves and their families.

3. Advocacy

Any result that contributes to:

Strengthened capacity of national partners to advocate effectively for rights and well being of female and male children and their parents or primary caregivers in either a developmental or emergency/humanitarian context.

4. Rights

Any result that contributes to:

4a. Women and girls and men and boys being more able to realize their full human rights (either from the perspective of duty bearers or rights holders) within a development programming context.

4b. Women and girls and men and boys being more able to realize their full human rights (either from the perspective of duty bearers or rights holders) within an emergency or humanitarian response context.

5. Decision making

Any result that contributes to:

5 a. More equal participation of women with men as decision makers in shaping sustainable development of their societies and/or of female and male children within the household, community and in a school setting in a development program context.

5 b. More equal participation of women with men as decision makers in shaping sustainable development of their societies and/or of female and male children within the household, community and in a school setting in an emergency or humanitarian response context.

Ratings Instructions for Columns 2 to 8

Assign ratings of 0 to 3 for columns 2 to 8 based on the criteria below.

Column 2: Activities designed to support this result

0 = no relevant activities planned
1 = assumption that regular project activities will have positive impact on gender equality since the target beneficiaries are girls or women
2 = some explicit GE activities planned that likely to achieve GE results anticipated
3 = relevant GE activities planned and well integrated into overall programme/project and likely to achieve GE results anticipated

Column 3. Results Achieved
Assign ratings of 0 to 3 for column 2.

0 = No GE results achieved
1 = Only some of GE results planned achieved and/or significant delays in their achievement
2 = GE results planned achieved
3 = GE results planned surpassed expectations and objectives

Column 4: Performance Indicators
0 = No explicit, gender-sensitive indicators included in LFA or programme document
1 = Some gender-sensitive indicators included in LFA or programme document, but only quantitative in nature, e.g., related to male and female participation levels
2 = Qualitative and quantitative gender-sensitive indicators included in LFA, but only at outputs level.
3 = Appropriate qualitative and quantitative gender-sensitive indicators included in LFA or programme document both at outputs and outcomes levels

Column 5: MTSP Contribution
Indicate which area(s) of MTSP goals that this programme/project's GE results will contribute

0 = Contribution to an MTSP goal, but no clear link made between the achievement of this goal and increased gender equality

Goal 1: Eradicate extreme poverty and hunger
- Young child survival and development
- Policy advocacy & partnerships for children's rights

Goal 2: Achieve universal primary education
(2009 Basic education and gender equality

Goal 3: Promote gender equality/ empower women
- Basic education and gender equality
- Policy advocacy & partnerships for children's rights

Goal 4: Reduce child mortality
- Young child survival and development
- HIV/AIDS and children

Goal 5: Improve maternal health
- Young child survival and development

Goal 6: Combat HIV/AIDS, malaria and other diseases
- Young child survival and development
- HIV/AIDS and children

Column 6: Contribution to MDGs
0 = no obvious contribution to MDG 3
1 = Limited contribution to MDG 3
2 = Clear contribution to MDG 3
3 = Significant contribution to MDG 3

Column 7: Contribution to CRC
0 = GE results do not make obvious contribution to CRC
1 = GE results make limited contribution to CRC
2 = GE results make clear contribution to CRC
3 = GE results make significant contribution to CRC

Column 8. Contribution to CEDAW
0 = GE results do not make obvious contribution to CEDAW
1 = GE results make limited contribution to CEDAW
2 = GE results make clear contribution to CEDAW
3 = GE results make significant contribution to CEDAW

Annex 8: Documents Review Pro-Forma to Assess Consistency with UNICEF Gender Policy

Level of Aggregation	*Evaluation criteria*	*Comments*	*Rating*
Individual			
PERS	□ Work on gender equality related assignments included as one of key assignments for the year	You are unlikely to get access to a staff member's individual PERs so generally you will need to obtain this information from the interview process.	0: no reference 1: poor 2: Fair 3: Satisfactory 4: Highly satisfactory
Projects and Programmes			
Programme and project Planning Documents (for Flagship projects or principal programmes)	□ Includes relevant gender analysis □ Addresses strategic gender issues □ Addresses practical needs from GE perspective □ Stakeholder participation, including participation of women and girls and vulnerable groups of boys and men during preparation □ Indicators to monitor activities (gender specific) and impacts		1: Poor 2: Fair 3: Satisfactory 4: Highly satisfactory

Level of Aggregation	*Evaluation criteria*	*Comments*	*Rating*
	(gender strategic) □ Other:		
Country Office			
Annual Workplan	□ Gender issues included in advocacy areas □ Specific projects/ activities to assist women and girl children vulnerable groups of boys and men by removing gender constraints and enhancing empowerment □ Gender disaggregated monitoring indicators □ Gender strategic partnerships □ Number of male and female participants/beneficiaries made explicit □ Annual project objectives include	▪	1: Poor 2: Fair 3: Satisfactory 4: Highly satisfactory

Level of Aggregation	*Evaluation criteria*	*Comments*	*Rating*
	explicit gender equality objectives □ Outputs explicitly linked to clear gender equality results, where appropriate □ Explicit links to GE issues in UNDAF and CCA within the context of UNICEF's mandate and programme focus made. □ Other:		
5 year programme	□ Use of sex-disaggregated data and their implications □ Participatory preparation to involve women and girls and vulnerable groups of boys and men □ Meaningful diagnosis in reducing gender disparities and inequalities □ Stakeholder priorities in relation to gender specific issues □ Gender disaggregated monitoring indicators		0: no reference 1: Poor 2: Fair 3: Satisfactory 4: Highly satisfactory

Level of Aggregation	*Evaluation criteria*	*Comments*	*Rating*
	□ Examples issues of concern for women's and girls and vulnerable groups of boys and men □ Analysis of gender roles, needs and constraints □ Analysis of institutional and regulatory issues affecting male and female children □ Cultural constraints affecting women and men and male and female children □ Specific interventions or components to assist women and girls and vulnerable groups of boys and men by removing gender constraints and enhancing empowerment □ Other		
I-MEP (Integrated Monitoring & Evaluation Plan)	□ Inclusion of a Gender Equality strategy □ Use of sex disaggregated data in		0: no reference 1: Poor 2: Fair

Level of Aggregation	*Evaluation criteria*	*Comments*	*Rating*
	indicators and results statements □ Participatory preparation to involve women and girls and vulnerable groups of boys and men □ Meaningful diagnosis in reducing gender disparities and inequalities □ Qualitative and quantitative monitoring indicators that will effectively measure changes in gender equality □ General project indicators to be gender-sensitive (e.g., include numbers of female and male beneficiaries reached) □ Targets need to be disaggregated by sex where possible and appropriate. □ Other		3: Satisfactory 4: Highly satisfactory
CPMP (Country Programme	□ Use of sex- disaggregated data and their implications		0: no reference 1: Poor

Level of Aggregation	*Evaluation criteria*	*Comments*	*Rating*
Management Plan)	□ Includes Gender Equality strategy □ Summary of Proposed Management Staff major responsibilities includes responsibility for integrating gender equality inputs in each programme area □ Proposed changes in positions consider if it is possible to build in additional gender expertise on staff (balanced against the overall need to meet all programming priorities). □ The key planning, monitoring and reporting documents section needs to consider the inclusion of a GE and/or Cross Cutting Issues review process as a strategic activity. □ Other		2: Fair 3: Satisfactory 4: Highly satisfactory
SITAN (Situational Analysis) or CCA (Common Country	□ Use of sex-disaggregated data and analysis of their implications		0: no reference 1: Poor

Level of Aggregation	*Evaluation criteria*	*Comments*	*Rating*
Assessment)	□ Participatory preparation to involve women □ Meaningful diagnosis in reducing gender disparities and inequalities □ Stakeholder priorities in relation to gender specific issues identified □ Examples of gender issues for women and girls, boys and men □ Analysis of gender roles, needs and cultural or socio-economic constraints at both practical needs and strategic interests levels □ Analysis of institutional and regulatory issues affecting male and female children □ Other		2: Fair 3: Satisfactory 4: Highly satisfactory
UNDAF	□ Includes programmes designed to address stakeholder priorities re gender equality identified in the		0: no reference 1: Poor

Level of Aggregation	*Evaluation criteria*	*Comments*	*Rating*
	SITAN or CCA □ Funding to support gender equality initiatives or programme components comes from balance of core and external sources □ Provides relevant gender analysis and use of sex-disaggregated data □ Other		2: Fair 3: Satisfactory 4: Highly satisfactory
Annual Report	□ All programmes explicitly report on the specific ways their programme has contributed to gender equality results. □ Section on MDGs includes reference to how UNICEF's work in Jordan has contributed to MDG3. □ Each programme area includes some degree of gender analysis and identification of the key gender issues the programme needs to address) □ Programme objectives include an explicit gender equality objective □ Future Work Plans include		0: no reference 1: Poor 2: Fair 3: Satisfactory 4: Highly satisfactory

Level of Aggregation	*Evaluation criteria*	*Comments*	*Rating*
	reference to actions to be taken to promote increased gender equality within the context of each programme. □ Other		

Annex 9: Semi-Structured Interview Questions (Based on Institutional Assessment Analysis Tool)

For Senior Managers

General

1. What do you think are UNICEF's major programming strengths with regard to promoting gender equality? (plus good practices)
2. What do you think are the main results that UNICEF is achieving with regard to increased gender equality through UNICEF's country programme here?
3. What do you think are the main institutional constraints with regard to promoting gender equality? (where does policy evaporation take place)

Commitment and Accountability

4. What documents do you use to guide your CO/RO's work in gender equality?
5. Do you find that UNICEF has a clear vision and mandate related to the promotion of gender equality?
6. If no, how do you think it should be clarified (directions for the future)?
7. Do your PERs include any key assignments that involve working on the promotion of gender equality?
8. Apart from the Gender Focal Point, do any of the PERs of the staff you supervise include any key assignments that involve working on the promotion of gender equality
9. What is the highest level of any staff member in your office who has significant responsibility for promoting gender equality?
10. Do the regional and international meetings in which you participate include gender equality issues as a topic on the agenda? If so, how often, and what topics have been raised in these meetings?
11. Who is responsible for ensuring that gender equality is integrated into all programming in your CO/RO?

Capacity

12. Have you participated in any type of gender training in the last five years? Ever?
13. What kinds of learning tools do you find the most effective? (e.g., workshops, on-line training, CD-Roms, etc.)
14. What kind of support do you think that you or your staff need to be able to achieve increased gender equality through UNICEF programming?

Funding

15. Do you know what proportion of programme funding is spent on gender equality inputs? (Is this possible/useful to track?)
16. What is the main source of funding for gender equality inputs in programming (core, earmarked? % of each?)
17. In your opinion does UNICEF allocate sufficient funds to ensure that its programming contributes effectively to increased gender equality?

18. Who are UNICEF's main partners in your CO/RO?

Gender Focal Points
Commitment/Capacity

1. What does your GFP role entail?
2. What kind of support do you get in this position?
3. What is your position level? (NO2, P2, etc.)
4. What do you think are UNICEF's major programming strengths with regard to promoting gender equality? (identify good practices)
5. What are the main challenges you encounter serving as the Gender Focal Point?

Accountability, Capacity

6. What do you think are the main institutional constraints with regard to promoting gender equality?
7. Are programme documents approved by management if they do not include relevant gender equality inputs ?

Capacity

8. Have you participated in any type of gender training in the last five years? Ever?
9. What kinds of learning tools do you find the most effective? (e.g., workshops, on-line training, CD-Roms, etc.)
10. What have you found to be the main challenges of negotiating the promotion of gender equality when you work with UNICEF partners?
11. What kind of support would you need to do advocacy work with UNICEF partners and with your colleagues?
12. Do you have ready access to lessons learned or other types of gender equality work that has been done within UNICEF?
13. Does the staff in this CO/RO have the capacity to conduct basic gender analysis and use it effectively to plan, implement and monitor and programmes?

Funding

14. Do you know what proportion of programme funding is spent on gender equality inputs? (is this possible/useful to track)
15. What is the main source of funding for gender equality inputs in programming (core, earmarked? % of each?)
16. In your opinion does UNICEF allocate sufficient funds to ensure that its programming contributes effectively to increased gender equality?
17. Is it standard practice to incorporate funds to support gender equality inputs in each project?

Programme/Project Staff
General/Accountability

1. What do you think are the main results that UNICEF is achieving with regard to increased gender equality in the areas of work for which you are responsible?
2. What do you think are UNICEF's major programming strengths with regard to promoting gender equality? (identify good practices)

3. What do you think are the main institutional constraints for UNICEF in promoting increased gender equality? (where does policy evaporation take place)
4. Do any of your key assignments include responsibility for promoting increased gender equality?
5. Does emergency programming (needs assessments, program delivery) take the specific vulnerabilities of girls and boys, male and female adolescents/ men into account in any way?

Capacity

6. Have you participated in any type of gender training in the last five years? Ever?
7. How is gender equality integrated into the country level programmes/projects funded by UNICEF?
8. Are there any tools that you can access to assist you to integrate gender equality inputs in UNICEF programming?
9. Do you find them useful?
10. What kinds of learning tools do you find the most effective? (e.g., workshops, on-line training, CD-Roms, etc.)
11. Do you have ready access to gender expertise when you need it?
12. Do you have ready access to lessons learned or other types of gender equality work that has been done within UNICEF?
13. Do you feel that you could conduct a basic gender analysis and use it effectively to plan, implement and monitor and programmes?
14. What kind of support do you need to be able to integrate gender equality into programming effectively?

Partners

15. Do you work with UNICEF partners on any gender equality initiatives, either as stand alone projects or as part of a general programme or project initiative?
16. What are the challenges of negotiating the promotion of gender equality when you work with UNICEF partners?
17. What kind of support would you need to do this kind of advocacy work?
18. Does UNICEF hold its partners accountable for promoting increased gender equality in the programmes/ projects they fund (if so, how?)

Funding

19. Do you know what proportion of programme funding is spent on gender equality inputs in your projects?
20. Has any of the gender equality programme/project funding for which you are responsible been reallocated to another budget line within your programme? If so, what percentage and why?
21. What is the main source of funding for gender equality inputs in programming (core, earmarked? % of each?)

Monitoring and Evaluation and Planning Officers

1. What do you think are UNICEF's major programming strengths with regard to promoting gender equality? (identify good practices)
2. What do you think are the main institutional constraints for UNICEF in

promoting increased gender equality? (where does policy evaporation take place)

Accountability

3. What do you think are the main results that UNICEF is achieving with regard to increased gender equality in the areas of work for which you are responsible?
4. How are these results being measured?
5. Do any of your key assignments include responsibility for promoting increased gender equality?
6. What kinds of reports do you need to prepare about programme progress? Do these include systematic references to gender equality results achieved or analysis of the key gender issues concerned.
7. Is there a clear system in place for gender analysis and the collection of sex-disaggregated in programme planning, implementation and monitoring and evaluation?
8. Do Monitoring and Evaluation TORS include gender equality responsibilities?
9. Do Monitoring & Evaluation reports include an assessment of project and programme effect on gender equality within the programme context?

Capacity

10. Have you participated in any type of gender training in the last five years? Ever?
11. What kinds of learning tools do you find the most effective? (e.g., workshops, on-line training, CD-Roms, etc.)
12. How is gender equality integrated into the country level programmes/projects funded by UNICEF?
13. Are there any tools that you can access to assist you to integrate gender equality inputs in UNICEF programming?
14. Do you find them useful?
15. Do you have ready access to gender expertise when you need it?
16. Do you have ready access to lessons learned or other types of gender equality work that has been done within UNICEF?
17. Do you feel that you could conduct a basic gender analysis and use it effectively to plan, implement and monitor and programmes?
18. What kind of support do you need to be able to integrate gender equality into programming effectively?

Funding

19. Has any of the gender equality programme/project funding for the programmes you have been monitoring been reallocated to another budget line within that programme? If so, what percentage and why?

Donors/UNCT/UNGTG

1. What are the key gender issues in this country/region that need to be integrated into UN programming?

Commitment

2. In what ways do you collaborate with UNICEF on gender equality programming?
3. Which organization(s) provide the main leadership on gender equality within the UNCT/UNGTG?
4. What kind of leadership role do you think UNICEF plays with regard to promoting increased gender equality in UN programming in this country/region?

Capacity

5. What do you think are UNICEF's major programming strengths with regard to promoting gender equality? (identify good practices)
6. What are the primary results you think that you have achieved with regard to increasing gender equality in this country/region working in collaboration with UNICEF?
7. What are the main institutional constraints for UNICEF in promoting increased gender equality? (try to track where policy evaporation take place)
8. What are the future opportunities for increased collaboration on gender equality programming with UNICEF?

Accountability

9. Are there any recommendations you would make to UNICEF regarding how they could further strengthen their approach to gender equality programming?
10. (Donors only) Do you hold UNICEF accountable for promoting increased gender equality in any programmes/projects you fund?
11. Can you recommend any good practices in gender equality programming in other UN agencies/donors/national partners that we should document?

UNICEF Partners (Focus Group Discussion)

1. Which ministry/organization do you work with?

Commitment

2. What are the major programme areas in which you collaborate with UNICEF?
3. What is the nature of your collaboration with UNICEF? E.g., funding, data collection, human resources, training, etc.
4. What are the main gender equality issues that these programs address?
5. What are the specific benefits that men and women/boys and girls in your country are getting from these programmes? (identify types of results)
6. Do you have any recommendations for UNICEF about the leadership/advocacy role it plays related to gender equality?

Capacity

7. What kind of data do you collect to support the planning, implementation and monitoring of these programmes?
8. What does UNICEF ask you to report on for these programmes?

9. Are you required to report on positive results for boys and girls, women and men?
10. What is your perception of your partnership with UNICEF?
11. What have been the short and long term benefits of your collaboration with UNICEF with regard to gender equality programming?
12. Are there any projects that you feel are particularly good examples with regard to increasing gender equality that you would like to share?
13. What kinds of skills do your staff need to help them work on the gender equality aspects of your programmes?
14. Do you have any recommendations for UNICEF related to the type of programme support you need to promote increased gender equality within your programmes?

Focus Group Discussions – Project Beneficiaries (male and female)

1. What kind of programme have you each been participating in funded by UNICEF?
2. Where did this take place, how much time does it require from you to participate?
3. How did you find out about the programme?
4. What have you learned from this programme?
5. Has your participation in this programme changed your life in any way? (either positive or negative?) If so, how? (tease out specific gender equality results with secondary questions, if relevant).
6. Did you face any challenges/obstacles in participating in this programme?
7. If so, what did you do to overcome them?
8. Is there anything you would change about the programme in the future?

Annex 10: Indicative Assessment Framework

	Conceptual Framework	**Key Evaluation Questions** (*for detailed questions see specific tools*)	**Sample Indicators**	**Source of Information**
Relevance of UNICEF gender policy: The extent to which the strategy reflects stakeholder priorities and policy objectives				
	How relevant is UNICEF's gender policy to operational contexts including the new aid environment, the MDGs, and new organisational priorities and operating frameworks emerging from the Organisational Review?	• How has UNICEF's approach to gender equality evolved over time? What are the major changes in gender related strategies and programmes in the organization since 1994 policy review[362] and to what extent have these changes contributed to the institutionalization of a gender equality perspective?	Indicators from checklist for documents review, e.g.: • Stakeholder priorities in relation to gender specific issues • Meaningful diagnosis in reducing gender disparities and inequalities Reflection of UNICEF's gender policy in key UNICEF documents such as the MTSP.	Sources: • Desk review of policy documents & UN/ other conventions • Meetings with UNICEF board members, UN Agencies, governments and partners

[362] "Gender Equality and Empowerment of Women and girls: A Policy Review" (E/ICEF/1994/L.0005)

	Conceptual Framework	Key Evaluation Questions (*for detailed questions see specific tools*)	Sample Indicators	Source of Information
Policy and Strategy		• Does the current UNICEF gender policy properly interpret the framework for gender equality as per the relevant UN and other conventions, institutions and reporting mechanisms?[363] • Does current policy require updating and if so, how? • How well are UNICEF goals for gender equality defined and understood within UNICEF? To what extent is there clarity of understanding within the organisation with regard to UNICEF's role in promoting equality between boys and girls and in women's rights and empowerment as it intersects with children's rights? • Is UNICEF's approach to gender mainstreaming consistent with the Human Rights Based Approach to Programming? Is UNICEF clear how the two concepts relate? • To what extent does gender mainstreaming remain the most appropriate strategy for UNICEF to contribute to gender equality?	•	Tools: • Timeline of key policy events • Policy Characteristics Framework

[363] Including the Convention on the Rights of the Child, the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the Commission on the Status of Women (CSW), the Division for the Advancement of Women (DAW), the UN Inter-Agency Network on Women and Gender Equality (IANWGE) and member states' reporting to the UN on the Beijing Plan for Action (BPfA).

Efficiency of the gender policy: Have the objectives of gender policies been achieved through use of the least costly resources possible?				
Level One: **Inputs into and Activities within the Strategy**	**Financial resources:** Extent to which financial resources have been applied to the achievement of gender equality results.	• How adequate were the core and non-core financial resources applied to the implementation of gender mainstreaming? Were these resources used cost-effectively? Are more cost effective forms of investment in alternative mechanisms available? • How effective has UNICEF been in raising funds in support of its work on gender equality?	• Budget allocated to support achievement of gender equality results in both a development and emergency context (as a percentage of the total)	Sources: • Telephone interviews, interviews at HQ and on-line survey • Country case studies: interviews &

	Internal capacities: How effective are current training approaches for gender equality, including the selection and coverage of participants?	• To what extent is UNICEF policy on gender equality known and understood among staff (assessed by staff type and level)? How do staff interpret the policy? • To what extent do UNICEF staff understand the concepts of gender and development, gender equality, gender analysis, gender mainstreaming, women's empowerment and related concepts? • What human resources are being applied to gender equality at headquarters, regional and country levels (including breakdown by staff type, level and gender)? • To what extent is work on gender equality reflected in the Key Assignments of staff? • • How appropriate are the gender modules in UNICEF training programmes? What are the constraints to the delivery or inclusion of the gender modules in UNICEF training? • To what extent is UNICEF measuring the impact of its internal capacity development activities in gender equality?	• Feedback on training • Funding allocated to gender training • UNICEF staff use of gender analysis skills as a part of their daily work	focus group discussions <u>Tools:</u> • Institutional Assessment Tool

	Organization: What are the institutional barriers to UNICEF contributing to the achievement of gender equality results?	• To what extent have organizational structures (including posts, units, Gender Focal Point mechanism, working groups) allowed gender mainstreaming to be effectively understood and implemented? How well is the gender focal point network functioning (including selection of gender focal points) and how is it interacting with interagency structures and capacities?	• Number of focal points • Authority level of focal points • Workload of focal points	

	Leadership: To what extent has senior management led the implementation of UNICEF's policy commitment to gender equality to gender equality and women and girls' empowerment?	• How has senior management (including the Executive Director and her deputies, the Global Management team, the regional directors and country representatives) demonstrated its commitment and understanding of UNICEF's policy of promoting gender equality and women's rights?	• Senior management ensures that key assignments of staff include gender equality-related responsibilities and hold staff accountable for carrying out these key assignments • Senior management has developed and instituted system of rewards and incentives for staff that actively and effectively promote increased gender equality	
Effectiveness of UNICEF gender policy: The extent to which UNICEF gender policies have achieved their immediate results?				

Level Two: **Immediate Results**	**Programming Process:** To what extent is the existing programme guidance on the incorporation of gender equality into programming being applied (including country level gender strategies)??	• To what extent are UNICEF planning, analysis, situation monitoring, performance monitoring, research, evaluation, and knowledge management, aligned with the principles of gender mainstreaming as defined by the ECOSOC and UNICEF gender policy? • Are the available tools and guidance relevant, readily understood and used? What are the gaps in existing programme guidance and tools? How can they be strengthened/improved? • How does the incorporation of gender equality into programme design and implementation differ between MTSP Focus Areas? What is the reason for any differences? • How clearly is gender equality perspective reflected in the UNICEF Core Commitments for Children in Emergencies? Is it being applied? • How clear is UNICEF programme guidance on the relationship between the achievement of gender equality and the promotion of women's rights and the intersection between children's rights and women's rights? • To what extent is a gender equality perspective articulated within UNICEF's Results Based Management Approach? Is there guidance on how results can be defined and monitored? Are gender equality outcomes reported on?	Indicators from checklist for documents review, e.g.: • Sex-disaggregated monitoring indicators • Documents focus on issues specifically affecting women, girls, boys and men • Analysis of gender roles, needs and constraints	<u>Sources:</u> • Internal monitoring data and evaluation reports • Telephone interviews, interviews at HQ and on-line survey <u>Tools:</u> • Checklist of questions for interviews • Review of monitoring data & indicators (based on results chain analysis)

	Accountability: How effectively has UNICEF established accountability systems for the integration of gender equality?	• Are there clear incentives and compliance mechanisms in place? • How effectively is a gender equality perspective reflected in situation and performance monitoring at global, regional and country levels (including Annual Reports), including any gaps in indicators? • How effectively is a gender equality perspective currently addressed in evaluation practices at global, regional and country levels?	• M & E systems routinely include assessment of gender equality results • Managers hold staff accountable for effectively promoting increased gender equality within a UNICEF context for both development programs and emergency contexts	

Effectiveness of the UNICEF Gender Policy: The extent to which UNICEF gender policies have contributed to institutional change?				
Level Three **Mid-term Institutional Results**	**UN coherence:** How effective has UNICEF been in supporting the institutionalisation of a gender equality perspective in interagency processes (including PRSP, CCA/UNDAF, UNDG, IANWGE, IASC initiatives, emergency resource mobilization and co-ordination)?	• How clear is UNICEF's role in promoting gender equality and women's rights in relation to those of other UN and international entities (UNIFEM, UNFPA etc)?How well does UNICEF collaborate on means of achieving of gender equality with these entities? • What has UNICEF's role been in promoting gender equality in the process of UN Reform? How is this likely to evolve and how might it be strengthened?	Institutional indicators, e.g.: • Degree of inclusion of gender capacity as an annual staff performance evaluation component • Staff awareness of UNICEF and UN system gender policy • Staff capacity to apply basic gender analysis tools and methodology in their work and to identify when they need input from gender experts	Sources: • Telephone interviews, interviews at HQ and on-line survey

Level Four: **Intermediate Outcomes**	**Partner capacities:** Do partners consider UNICEF's support relevant to their work on promoting gender equality?	• Has UNICEF support led to long term sustainable changes in partner capacity? • Does UNICEF have a clear understanding of the role it should be playing in strengthening a gender equality perspective in other institutions (government and other partners)? • How has UNICEF advocated for gender equality and women's rights and engaged in the development of partners' capacity for integrating gender equality in programmes and policies (including advocacy, financial and technical support)? Has it been effective in this work? For example, have counterparts, partner organisations and communities taken up gender equality as an explicit goal as a result of UNICEF sponsored interventions? Have agents for change been identified and utilised in the effort to promote gender equality? • How effective has UNICEF been in supporting the institutionalisation of a gender equality perspective in national development plans and their implementation?	• Diverse UNICEF partners integrate gender analysis in programme planning and implementation	Sources: • Country case studies: interviews & focus group discussions Tools: • Rights, Equity & Development Results Assessment Tool

Level Five: **Final Goal**	What positive results have been achieved at the country programme level in terms of outputs, outcomes, gender analysis and within national development plans? •	What are/were the enabling factors and processes (within and external to UNICEF)? • What part have partnerships played and what was UNICEF's relative contribution? • What lessons can UNICEF learn for wider application?	Progress made on MDG 3 (Promote gender equality & empower women), e.g.: • Share of women enrolled & attending schools (primary & secondary) • Share of women in non-agricultural wage employment • Share of women in single or lower houses of parliament	Review of existing M&E data on gende indicators (UN Statistics Division) i.e.: • Global overview, plus • Focus on countries included as case studies Tools: • Rights, Equity & Development Results Assessment Tool • Institutional Assessment Framework

Annex 11: Documents Review Summary

Evaluation team members reviewed key documents at the Country Office level for the six country case studies for their consistency with UNICEF Gender Policy using the following assessment criteria:

- Inclusion of relevant gender analysis
- Addressing of strategic gender issues
- Addressing practical needs from gender equality perspective
- Analysis of institutional/regulatory issues and cultural constraints affecting male and female children, women and men
- Participation of women and girls and vulnerable groups of boys and men during preparation
- Inclusion of an explicit gender equality objective in overall programme objectives
- Indicators to monitor activities (gender specific) and impacts (gender strategic)
- Use of sex-disaggregated data and their implications
- Inclusion of issues of concern for women and girls and vulnerable groups of boys and men
- Specific interventions to remove gender constraints and enhance empowerment
- MDGs section included reference to how UNICEF's work has contributed to MDG3
- Work on gender equality related assignments included as one of the key assignments for the year (PERs only)

	Jordan	**Moldova**	**Uganda**	**Mali**	**Nicaragua**	**Nepal**
PRSP	n/a	n/a	n/a	**2: fair** (2002: 1st generation; 2006: 2nd generation)	n/a	n/a
UNDAF	2:fair	**1: low**	**1: low**	**1: low** (2008 – 2012)	**1: low** (2002 – 2006)	
SITAN Situational Analysis	3:satisfy-actory	n/a	**2: fair** (2006)	**1: low** (2001)		**3: satis-factory**
CCA Common Country Assessment	3:satisfa-tory	**1: low**	**1: low** (2004)	n/a	**1: low** (2000)	**3: satis-factory**
CPD Country Programme Document 5-year programme	**2: fair**	**1: low** (2007 - 2011)	**2: fair** (2001 – 2005) **3: satis-factory** (2006 – 2010)	**2: fair** (2008 – 2012)	**1: low** (2008 – 2012)	**1.5: low to fair** (2008 – 2012)

MPO Master Plan of Operations	1: low	**0: no reference**	not rated	**2: fair** (2003 – 2007)	**1: low** (2002 – 2006)	**2.5: fair to satis-factory** (2002 – 2006)
CPAP Country Programme Action Plan	**1: fair**	**1: low**		n/a		
Programme and Projects planning documents	**2:fair** (Adolescent Empowerment & Participation) **3: Satisfactory -** Community Development	**2: fair** HIV/AIDS and young adolescents	**1: low** (2001 - 2005) **2: fair** (2006 – 2010)	**1: low** (Programme: Education for Life (2003-2007) **2: fair** Project: Girls' Education)	**2: fair** -Healthy and Friendly Schools (IAES) - Education and Citizenship Project **4: highly satisfactory** Water and Healthy Environment	**3: Satisfactory** (2002 – 2006)
AWP Annual work plan	**2: fair**		**1: low**	**1: low** Children and HIV/AIDS 2007	**1: low** (2007)	**2.5: fair to satis-factory** Jan 2006 to Jun 2007
MTR Mid-Term Review	Not rated	**1: low** Child Protection Programme 2002-06 (Feb. 2005)	Not rated	Not rated		**2.5: fair to satis-factory** CPR 2002 – 2006; country note 2000 & addendum 2001
IMEP Integrated Monitoring and Evaluation	**2: fair**	Not rated	Not rated	**1: low**	**1: low** (2005 – 2007)	**1: Poor** IMEP not reviewed. Strategic results

Plan						framework and Logical framework analysis
Annual reports	**1: low**		Not rated	**2: fair** (2006)	**1: low** (2005), (2006)	**2.5: fair to satis-factory** (2006)
PERs	**1: low**	**1: low** Only GFP	**1: low** Only GFP responsi-bility stated in one sentence	**2: fair** Only PERs of GFP and Deputy Director	**1: low** For GFP – vague statement	**2: fair**
Other documents	**2: fair** (research reports)		**1: low** (2007) CAP Common Humani-tarian Assistance Plan			**2: fair** Integrated budget and country programme manage-ment plan 2008-2010

Rating: 0= no reference; 1= low 2= fair 3 = satisfactory 4= highly satisfactory

Annex 12: List of People Interviewed

Inception Mission – UNICEF Headquarters
Kul Guatam – Director of Programmes
Vanessa Tobin – Deputy Director, Programme Division
Karin Hushof – Director, Programme Funding Office
Elizabeth Gibbons – Chief, Global Policy Section, DPP
Dawn Devir – Organizational Learning and Development Section, Division of Human Resources

Evaluation Office:
Jean Quesnel – Director of Evaluation
Simon Lawry-White - Sr. Evaluation Officer
Cecilia Ljungman – UNICEF Gender Evaluation Manager
Xavier Fouquier – Evaluation Support (JPO)
Ada Ocampo – Project Officer, Evaluation Officer (Gender Self-Assessment Exercise)
Sharvanti Reddy – Consultant – Gender Self-Assessment Exercise (summary)

Gender Equality and Rights Unit (GERU)
Dan Seymour – Director
Noreen Khan – Programme Officer
Liv Indreiten – Project Officer

EMOPs
Annalies Borrel – Chief: Humanitarian Policy and Advocacy Unit
Miriam Azar, Inter-agency Collaboration & Liaison (IACL), Gender Focal Point (JPO)
Jean-Luc Bories, Humanitarian Policy and Advocacy Unit
Samantha Cocco-Klein, Operations Centre (OPSCEN), Gender Focal Point Geneva
Susan Namodo Ngongi, Humanitarian Support Unit (HSU), Gender Focal Point

Reference Group Members
Diana Rivington – former CIDA Representative at UN, Member of UNICEF Board, Evaluation Reference Group (current Director of Gender Equality at CIDA)

Other UN Agencies
UNDP Evaluation Office
Saraswathi Menon – Director
S. Nanthikesan – Evaluation Officer
Fadzai Gwaradzimba – Evaluation Officer

UNDP Gender Team
Hanni Meisters
Bharati Silawal-Gir

UNIFEM
Joanne Sandler – Programme Director

Division for Advancement of Women
Carolyn Hannan – Director

UN OSAGI
Wariara Mbugua –– Sr. Advisor Responsible for Gender Mainstreaming

Headquarters Mission - New York

UNICEF
Lakshmi Balaji – Sr. Programme Officer, DPP
Sheryl Faye – Sr. Advisor, Girls Education
Tom Franklin – HIV/AIDS
Rita Gill – Sr. Advisor, PD/Communication
Karin Landgren – Chief, Child Protection Section
Edilberto Loaiza – Project Officer, Statistics and Monitoring, DPP
Cecilia Ljungman – Gender Policy Evaluation Manager
Changu Mannathoko, Sr. Education Advisor/ PDE
Nune Manasaryan – Senior Advisor, Nutrition, Growth and Development
Rudolf Messinger, Chief, DHR/Talent Management Section
Susan Namodo Ngongi, Project Officer, EMR
Aida Ocampo – Project Officer, Evaluation Office
Maria Gabriella de Vita, Project Officer, PD/ Child Protection
Tessa Wardlaw – Sr. Project Officer, DPP/SI
Alexandra Yuster – Sr. Advisor, PD/Child Protection

OCHA
Kate Burns – OCHA

Telephone Interviews
Bertrand Bainvel – Representative, Jamaica
Barbara Bentein – Deputy Regional Director, WCARO
Richard J. Bridle – Deputy Regional Director, EAPRO
Tanya Chapuisat – Regional Emergency Advisor, WCARO
Karin Hushof – Director, Programme Funding Office
Ed Madinger – Regional Advisor – UN Coherence, TACRO
Richard Morgan - Chief, Strategic Planning and Programme Guidance Section, DPP

Julie Myers – Project Officer, Landmine Action and Small Arms Team, Office of Emergencies
Susan Namondo Ngongi - Programme Officer, ESAR0/ MENA
Chris Norton – Regional Adolescent and Gender Advisor – TACRO
Youssouf Oomar, Representative, Ivory Coast
Angela Raven-Roberts – Regional Emergency Advisor, CEE/CIS
Fabio Santini – Chief, Regional Planning Officer, Geneva Regional Office

Synthesis Workshop Participants

Mads Oyen – Project Officer, ESARO
Katarina Johansson – Gender Focal Point, Mali CO
Maria Machicado - Deputy Representative & GFP, Nicaragua CO
Anne Skatvedt - Representative, Jordan CO
Rosella Morelli - Sr. Programme Coordinator, Bangladesh CO
Grace Agcaoili - Project Officer, LPID, Philippines CO
Paulette Nichols – Sr. Programme Officer, DPP
Tom Franklin - Sr. Programme Officer, PD, HIV/AIDS, New York
Mima Perisic - Project Officer, PD, New York
Larisa Lazarescu - Chief HIV/AIDS and Vulnerable Youth Programme & Chief GFP, Moldova CO
Edilberto Loaiza - Project Officer, Statistics and Monitoring, DPP
Jean Quesnel - Chief, Evaluation Office, New York
Simon Lawry-White - Sr. Evaluation Specialist, Evaluation Office, New York
Cecilia Ljungman – Evaluation Manager, Evaluation Office, New York
Daniel Seymour - Chief, GERU
Liz Gibbons – Chief, DPP/GP
Noreen Khan - Programme Officer, Gender Mainstreaming
Maie Ayoub - Special Adviser, Gender & Diversity, DHR
Jacqueline Oubida – Embassy of Burkina Faso
Niloufar Pourzand – Deputy Representative, Eastern Caribbean Sub-regional Office

Persons Interviewed for the Country Case Studies

UNICEF – Jordan Country Office

Anne Skavedt	Representative
Randa Nubani	Monitoring and Evaluation Officer
Dr. Maha Shadid	Project Officer, Community Development
Hind-Lara Mango	Communications Officer
Zina Nasser	Project Officer - Adolescent Empowerment and Participation
Maha B. Homsi	Project Officer – Early Child Development and Child Protection
Suzan Al-Salhi	Programme Assistant - Early Child Development and Child Protection

Donors

Maha Al Shaer	Education Officer, USAID

Government Partners

Dr. May Alhadidi	Ministry of Health
Dr. Dwha Albadidi	Ministry of Education
Samia Habboub	Family Protection Department
Namal Himid	Ministry of Social Development, Women's Section
Dr. Salma Nims	Ministry of Planning/UNIFEM

NGO Partners

Dr. Mahmoud Alsarhan	Higher Council for Youth
Haifa Hondar	Jordanian Women's Union
Rahma Mine	Community Development Committee, Zarqa Refugee Camp
Suhair Munasrh	Community Development Committee, Zarqa Refugee Camp
Monda Qunash	Noor Al Hussein Foundation
Shathu Qutishat	Gender Union of Government Sousites

UNICEF MENA Regional Office

Dr. Krishna Belbase	Regional Programme Officer (Monitoring and Evaluation)
Golda El-Khoury	Regional Advisor on Youth (former Gender Focal Point)
M. Munir A. Safieldin	Regional Programme and Planning Officer (current GFP)
Dr. Mahendra Sheth	Regional Health Advisor

UN Gender Theme Group

Randa Halaweh	UNRWA
Rania Torazi	Poverty Analyst, UNDP
Hiba Danjani	Coordination Advisor - UN Resident Coordinator's Office

UNCT

Muna Idris	Assistant Representative, UNFPA
Mona K. Hider	Deputy Resident Representative, UNDP

Jordan Project Beneficiaries – Focus Group Discussions
Shallaleh Refugee Camp, Aqaba

- Better Parenting FGDs - 6 women, 6 men
- Adolescent Empowerment – 9 boys, 5 girls (ages 13 – 16)
- Community Empowerment – 7 women
  Zarqa Refugee Camp, Zarqa
- Adolescent Empowerment Project – 8 girls, 8 boys (ages 13 – 16)

UNICEF – Mali Country Office

Marcel K. Rudasingwa	Representative
Dr. Isselmou Ould Boukhary	Deputy Representative
Robert Ndamobissi	Monitoring and Evaluation Officer
Bréhima Siaka Diallo	Planning Officer
Safiou Osseini Raimi	Senior Project Officer, Survival Programme
Dougoufana Bagayoko	Project Officer, Health
Etienne Dembele	Project Officer, Vaccination Programme
Haleinta Thiam	Early Childhood Development Officer
Fabienne Dubey	Education Officer
Idrissa Diarra	Education Officer
Pierre Robert	HIV/AIDS Project Officer
Katarina J. Mekoulou	Assistant Project Officer, Child Protection (GFP)
Raoul Coty	Logistics
Dr. Brehima Sanogo	Advisor, Health Programme
Dr. Lassana Keita	Advisor, Health Programme
Koura Diallo	Project Education Officer

Donors

Alexandre Guimond	Second Officer, Canadian Embassy
Mariam Ba Kane	COFED
Mme. Yeyande Kasse Sangho	Sr. Operations Officer, The World Bank
Oste Renee	SNV
Huguenin Bert	Embassy of the Netherlands
Dembele Fatoumata	Swedish Embassy
Elfving Karin	Swedish Embassy
Anbæk Tine	Embassy of Royal Denmark

Government Partners

Mme Diallo M'bodji Sene	Minister, MPFEF
Maiga Oumou Maiga	Gender Consultant, MPFEF
Assitan Diallo	MPFEF
Cisse Oumou	MPFEF
Toure Dandara	MPFEF
Sylla Fatoumata	MPFEF
Traore Bakary	MPFEF
Kone Diane	MPFEF
Traore Fatoumata	MPFEF
Diarra Ramata	MPFEF
Bagayoko Youssouf	MPFEF
Thiam Adam	Bureau du Vérificateur General

Yaranga Traoré	Chef de Division, Enseignement Fondamental, Ministère de l'éducation nationale (MEN)
Mme. Aminata Kane	Chef Section, Scolarisation et Formation des Filles, MEN
Mme. Sow Fatoumata	GFP, Life Skills Program Manager, MEN
Cisse Sidi	CPS/Ministry of Health
Ketia Binta	DNS/DSR, Ministry of Health
Ballo Mamadou	Conseiller Technique, Ministry of Health
Camara Mory	CREDOS
Traore Cheick	Direction Nationale de la Planification et du Développement
Ballo Bourema	ODHD
Diarra Souleyman	ODHD
Keita Mady	CSLP, Malikunnafoni
Dabitou Kassim	ODHD
Traore Modibo	CPS Sante
Doumbia Sekou	CNDIFE MPFEF
Malick Sene	Haut Conseil National de Lutte contre le SIDA
Toure Maimouna	Haut Conseil National de Lutte contre le SIDA
Maiga Attaher	Haut Conseil National de Lutte contre le SIDA

NGO Partners - Mali

Traore Nana Sissako	Interafrican Union for Human Rights (IUHR)
Doumbia Souma	AJDM, Director
Doumbia Djeneba	AJDM, Lodgeuse
Somboro Jacques	AJDM, Animateur
Sanogo Mahamane	Aide à l'enfance Canada
Dr. Boubacar Dicko	FENASCOM
Sidi Becaye Doumbia	FENASCOM
Sidibe Kadidia Aoudou	AMSOPT
Dr. Ousmane Traore	ASDAP

Groupe Pivot Santé-Population :

Amadou Sangaré	Directeur Adjoint
Baba Coulibaly	Coordinateur de Programme
Souleymane Dolo	Directeur Exécutif
Dr Ali Kaya	SCS Mali

UNCT

Joseph Byll-Cantaria	Resident Representative, UNDP
Kalfa Sanogo	Gender Focal Point, UNDP
Daouda Diarra	Alternate Gender Focal Point, Rural Development Program Officer, WFP

Project Staff and Primary Stakeholders

Youth group (Parlement des enfants, IDEM, Prytanée Militaire de Kati)	6 girls, 2 boys (ages 14-16)
Literacy class	30 young women
Refuge	12 young women
CPD Focus group	CGS: 2 women, 2 men (committee members)

CPD Group 2	8 female beneficiaries
CPD Group 3	8 male beneficiaries
CSCom Centre	4 women, 2 men
ASACO Yangasso	4 women, 7 men
Relai Yangasso	6 women, 9 men
Beneficiary group CSCom	6 women, 8 men

UNICEF – Moldova Country Office

Ray Virgilio Torres	Representative
Mohamed Azzedine Salah	Deputy Representative
Elena Laur	Monitoring and Evaluation Officer
Violeta Cojocaru	Communication Officer
Lilia Jelamschi	Project Officer, Early Childhood
Larisa Lazarescu-Spetetchi	Chief of Programme, HIV/AIDS (GFP)
Ludmilla Lefter	Education Officer
Tatjana Colin	Chief of Programme, Child Protection (new)
Silvia Lupan	Assistant Project Officer
Viorica Cretu	Violence and Child Trafficking Officer
Radu Danii	Project Officer, Child Rights
Svetlana Stefanet	Project Officer, Equitable Access to Quality Services
Silviu Domente	Project Officer, HIV/AIDS
Larisa Virtosu	Education Officer/IFA-FTI
Vladimir Paraschiv	Programme Assistant, EAQS
Louisa Wolfgang	Internal Auditor, UNICEF New York

Donors:

Oxana Gutu	Gender Correspondent, JFS Project Manager, EC Delegation
Bo Westman	Embassy of Sweden, Section for International Development Cooperation with Moldova Sida/Asdi
Nina Orlova	National Programme Officer, Embassy of Sweden, Section for International Development Cooperation with Moldova, Sida/Asdi
Iaroslav Baclajanschi	World Bank Country Office, Moldova
Sylvia Apostol	Development Officer, DFID Section, British Embassy, Chisinau
Cristina Cojocaru-Parsons	Programme Assistant, Swiss Agency for Development and Cooperation, Moldova
Michael C. Burkly	USAID, Moldova

Government Partners

Larisa Stucalov	Ministry of Economy and Commerce
Jana Mazur	National Bureau of Statistics
Valentina Ungureanu	Ministry of Economy and Commerce
Valentina Lungu	National Agency for Labour Force Occupation
Timus Vera	Ministry of Finance
Valeriu Oprea	Ministry of Interior
Lilia Pascal	Ministry of Social Protection, Family and Child
Viorica Dumbraveneau	Ministry of Social Protection, Family and Child

Angela Caitaz	Ministry of Social Protection, Family and Child
Sandic Georgeta	Ministry of Social Protection, Family and Child

NGO Partners

Dr. Valentina Bodrug-Lungu	President, Gender Centre
Corina Cepoi	Centru Independent de Jurnalism
Ecaterina Mardarovici	President, Women's Political Caucus 50/50
Veronica Lupin	Women for Contemporary Society

UNCT (RC and UNDP RR out of Moldova)

Mihail Peleah	Programme Officer, UNDP
Alexandrina Lovita	Assistant Representative, UNFPA

Project Staff and Primary Stakeholders

ECCD

- Dora Cucu Chief of Maternity, Orhei Rayon hospital
- Nina Cioca Director, Vasilcau, Soroca Community Centre and kindergarten
  - 5 mothers, 4 girls, 1 boy

  - Youth Participation, HIV/AIDS, Malovata-Noua, summer camp
  - 5 boys, 10 girls (ages 14 – 16)

UNICEF – Nicaragua Country Office

Debora Comini	Representative
María Machicado	Deputy Representative
Victor Valdivieso	Monitoring and Evaluation Officer and GFP
Michele Messina	Chief Water, Sanitation and Hygiene
Ana Lucía Silva	Protection Specialist
Ivette Sandino	Health Specialist and Emergencies Focal Point
María Elena Ubeda	Education Officer
Olga Moraga	Communication Specialist
José Ramón Espinoza	VIH/SIDA Officer

Donors - Nicaragua

María de Jesús Largaespada	Senior Health Expert, Embassy of Royal Netherlands
Elena Reuterwards	First Secretary, Section for International Development Cooperation with Nicaragua (Sida), Embassy of Sweden
Patricia Gómez	Programme Officer (Human Rights, Gender, Indigenous Peoples and HIV/AIDS), DANIDA, Embassy of Denmark

Government Partners/Allies - Nicaragua

Interviews

Emilia Torres	Former Director, Nicaraguan Women's Institute (INIM)
Norma Moreno Silva	Special Ombudsman of Children and Adolescents

Carmen Mercedes Montes	Chief, Women's and Children's Police Station, Chinandega

Focus Group Discussions

Wilmer Beteta López	Coordinator, Integrated Health Services for Women and Adolescents, Ministry of Health (MINSA)
Ivonne Ibarra Solís	Legal Adviser, Ministry of the Family (MIFAMILIA)
Ana María Medina	Deputy Director, National Institute of Development Information (INIDE)
Laura Sbezzi	Specialist in Population, Social Unit, Technical Secretariat of the Presidency (SETEC)
Socorro Blandino	Legal Adviser, Nicaraguan Enterprise of Aqueducts and Sewers (ENACAL)
María Berroterán	Officer in charge of Library and Training Centre, ENACAL

NGO Partners/Allies - Nicaragua

Interview

Arelis Cano	Director, Nicaraguan Association of Persons Living with HIV/AIDS (ASONVIHSIDA)

Focus Group Discussion (Managua)

Ana Carolina Alfaro	Program Coordinator, Junior Achievement, Nicaragua
Rosa Argentina Campos	Officer, Monitoring and Evaluation Program Promotion of the Family and the Community, Institute for Human Promotion (INPRHU)
Martha Verónica Rosales	Staff of the Rights Education Program, Two Generations Centre

Focus Group Discussion (Estelí)

Loyda Barreda Rodríguez	Technical Assistant, Citizen Participation, Association of Municipalities of Estelí (AMUDES)
Emilce Herrera González	Executive Director, AMUDES
Perla Soledad Castillo	Project Officer, AMUDES
Janeth Rugama	Project Coordinator, Miriam Association
Federico Coppens	Adviser, Children and Adolescents Commission of Estelí (CNAE)
Fredy C. Cárdenas	Executive Director, Children and Adolescents Commission of Estelí (CNAE)

UN Country Team - Nicaragua

Alfredo Missair	Resident Coordinator

UN Gender Theme Group

Riika Raatikainen	Officer, Gender Program, UNFPA
Victoria Diáz	Officer, Gender Unit, UNDP

María Rosa Renzi	Country Representative and Central American Economic Adviser, UNIFEM

Project Staff and Primary Stakeholders – Group Interviews

Flor de María Ramírez	Director, Communication and Social Movilization Association "Los Cumiches," Estelí
Sandra María Raúdez	Methodology Advisor, Communication and Social Movilization Association "Los Cumiches," Estelí
Francisca Espinoza Ortíz	Coordinator, National Network of Nicaraguan Maternal Centres, Estelí
Victor Trimiñio	Director, System of Integrated Local Health Services (SILAIS), Estelí
Fidelia Bustamante	Director, Maternal Centre, Estelí
Lorenzo Vásquez	Social Promotor, Nicaraguan Enterprise of Aqueducts and Sewers (ENACAL), Las Segovias
Dámaris Zepeda	Officer in charge of Social Promotion, ENACAL-Central Office
Greta Muñóz	Deputy Manager, Rural Aqueducts, ENACAL-Central Office
Silvia Pérez	Coordinator, Connected Youth Club [Club de Adolescentes en Conexión], PSI [PASMO]
Martha Carolina Ramírez	Coordinator, Behavioural Change Communication and Connected Youth Club, PSI [PASMO], Managua
Milton Duarte Morales	Educator, PSI [PASMO], Chinandega
Gerhilde Schutt	Coordinator, Civil Voluntary Group (GVC), Italy, Chinandega
Cecilia Garache	Promotor, Civil Voluntary Group (GVC), Italy, Chinandega
Cony Borbón	Promotor, Civil Voluntary Group (GVC), Italy, Chinandega

Nicaragua Project Beneficiaries - Focus Group Discussions

Elementary School "El Portillo," Estelí, Programa Escuelas Amigas y Saludables	13 students: 9 girls, 4 boys
Asociación de Comunicación y Movilización Social "Lo Cumiches," Estelí	12 adolescents: 7 girls, 5 boys
Maternal Centre, Estelí	11 persons: 5 pregnant women, 6 men
Potable Water and Sanitation Committees (CAPS), Estelí	12 community members: 7 women, 5 men
Adolescent Club, Youth Centre, Chinandega	13 adults: 12 women, 1 man
Adolescent Club, PSI [PASMO], Chinandega	10 adolescents: 7 women, 3 men

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