

**EVALUATION
REPORT**

EVALUATION OF GENDER POLICY IMPLEMENTATION IN UNICEF

**EVALUATION OFFICE
March 2008**

For every child
Health, Education, Equality, Protection
ADVANCE HUMANITY



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POLICY IMPLEMENTATION
IN UNICEF**

Evaluation of Gender Policy Implementation in UNICEF

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United Nations Children's Fund

Three United Nations Plaza

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PREFACE

The purpose of this evaluation was to identify how well organization had implemented its 1994 policy for the integration of gender equality into UNICEF's programming; and to identify good practices in gender equality upon which UNICEF can build effective future programming.

This 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. This report represents the second step in a three-part process. The first step was a self-assessment of UNICEF's gender policy implementation in five Country Offices and one Regional Office. It was led by Ada Ocampo, Programme Officer of the Evaluation Office. The third step will be a consultative process based on the evaluation results to prepare a management response and action plan, focusing on the priorities for change that will enable UNICEF to improve its performance. This third process will be led by the Division of Policy and Practice (DPP).

The Evaluation Office commissioned this independent global evaluation of UNICEF's gender policy in March 2007. The evaluation was overseen by a Reference Group led by Deputy Executive Director, Kul Gautam, including senior staff from country and regional offices and with the participation of Executive Board members from Burkina Faso, Canada and India. The evaluation was conducted by ITAD Ltd, a management consulting firm based in the United Kingdom. The independent team of consultants were led by Dana Peebles. The evaluation was managed by Simon Lawry-White, Senior Evaluation Specialist, assisted by Xavier Foulquier, Evaluation Officer and Cecilia Magnusson Ljungman, Consultant.

The evaluation methodology included: Document review; analysis of organizational commitment, accountability, capacity and funding; six in-depth country case studies in Jordan, Moldova, Uganda, Mali, Nicaragua, and Nepal; extensive interviews; on-line surveys for programme staff and senior managers; an intranet discussion; and a synthesis workshop to test the evaluation findings, attended by UNICEF staff from the HQ, and regional and country offices and members of the Reference Group.

Genuine thanks go to UNICEF staff across the organization and to the Reference Group who both participated actively and provided substantive comments on emerging issues and interim reports. Special thanks to Elizabeth Gibbons, Associate Director, Gender, Rights and Civic Engagement and to Daniel Seymour, Noreen Khan and Liv Indreiten of the Gender and Human Rights Section of DPP.

Jean Serge Quesnel
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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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ANNEX: Country Case Studies

Available in the attached CD. Also available online on the Evaluation Intranet Site under the Evaluation Office Publication Section and on the Evaluation Database (<http://www.unicef.org/evaldatabase/index.html>) on the UNICEF internet site.

ACRONYMS

AIDS	Acquired Immune Deficiency Syndrome
CCA	Common Country Assessment
CCC	Core Commitments for Children in Emergencies
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CIDA	Canadian International Development Agency
CO	Country Office
CPAP	Country Programme Action Plan
CPD	Country Programme Document
CRC	Convention on the Rights of the Child
DANIDA	Danish International Development Agency
DFID	Department for International Development (UK)
EMOPS	Office of Emergency Programmes
ECOSOC	Economic and Social Council
EO	Evaluation Office
ESARO	Eastern and Southern Africa Regional Office
GEHRU	Gender Equality and Human Rights Unit
GFP	Gender Focal Point
HQ	Headquarters
HRBAP	Human Rights-based Approach
IASC	Inter-Agency Standing Committee
IDP	internally displaced persons
IMEP	Integrated Monitoring and Evaluation Plan
LFA	Logical Framework Analysis
MDG	Millennium Development Goal
M&E	Monitoring and Evaluation
MTSP	Medium-term Strategic Plan
NORAD	Norwegian Agency for Development Cooperation
NGO	non-governmental organization
PER	Performance Evaluation Report
PPPM	Programme Policy and Procedure Manual
ProMS	Programme Manager System
PRSP	Poverty Reduction Strategy Paper
RBM	results-based management
RO	Regional Office
SIDA	Swedish International Development Cooperation Agency
SitAn	Situational Analysis
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
UNG TG	United Nations Gender Theme Group
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
USAID	United States Agency for International Development
UXO	Unexploded Ordnance

EXECUTIVE SUMMARY

Overall Assessment

There is a strong correlation between increased gender equality and the achievement of Millennium Development Goal (MDG) 4 (to promote early child survival) and other MDGs. For this reason, the United Nations Children's Fund (UNICEF) can only achieve its core goals by addressing gender inequality at multiple levels. 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

However, UNICEF has failed to implement its 1994 Gender Policy systematically. This is due more to the way that UNICEF has implemented gender mainstreaming, rather than to any inherent weakness in gender mainstreaming as an approach. The primary 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 multiple institutional weaknesses identified by the evaluation, UNICEF has generated many good practices in gender equality programming. However, these have tended to be the result of individual efforts and there is no system in place to ensure they are shared throughout the organization or scaled-up to the national level or beyond.

UNICEF has also significantly under-resourced the gender mainstreaming process and has not built in effective accountability mechanisms. This problem has worsened in the past 10 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.

Due to its poor performance in implementing its Gender Policy, UNICEF is not achieving optimum results; the organization faces the prospect of some programmes reinforcing or exacerbating existing gender inequalities, or failing to meet their objectives. If UNICEF continues to implement its Gender Policy with the same ad hoc approach, it will further undermine programming effectiveness and waste institutional resources. It may also cost lives.

UNICEF's 1994 Gender Policy is unique in combining 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, its main tenets and principles are sound. However, UNICEF needs to recognize that to fulfil its core mandate, its Gender Policy must go beyond being stated as a priority on paper, and should be treated as a real institutional priority and operationalized accordingly.

Compared with similar institutions, UNICEF is well-placed to be effective in gender mainstreaming because of its high credibility with partners, its strong field presence, the commitment of its staff to social justice, its life cycle and right-based approaches, its innovative programming, and given that UNICEF already has a core group of leaders actively engaged in integrating gender equality into programming. Their work in this area, however, is not yet rewarded in any systematic way.

¹ 'Gender Equality and Empowerment of Women and Girls: A Policy Review' (E/ICEF/1994/L.0005).

Evaluation Context and Purpose

UNICEF commissioned a global evaluation of its Gender Policy in March 2007. The evaluation was overseen by a reference group led by a Deputy Executive Director and managed by UNICEF's Evaluation Office. Its purpose was to identify the organization's strengths and weaknesses related to the integration of gender equality into UNICEF's programming; and 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, to be led by the Division of Policy and Planning.

This 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 programmes, in all areas and at all levels to ensure that both women's and men's concerns and experiences are an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres - with the goal of achieving gender equality.³

A 2005 study by the Norwegian Agency for Development Cooperation (NORAD) summarized the conclusions of gender equality evaluations from nine aid agencies. It found that gender mainstreaming has not been particularly effective due to its being given low priority and a corresponding lack of resources and accountability. It also found insufficient institutionalization of related processes and limited reporting of gender equality results, while new aid modalities have diverted attention away from gender equality.⁴ Similarly, UNICEF's self-assessment exercise found that the gap between policies and their implementation at the country level is due to a lack of financial and technical resources; insufficient capacity and tools within the organization; unclear systems of accountability for gender mainstreaming; and the lack of a clear corporate policy, leading to ad hoc approaches and the inconsistent integration of sex-disaggregated data and gender-sensitive language.

UNICEF requested the Evaluation Team to seek evidence to confirm or refute the self-assessment exercise conclusions, the NORAD study, and the additional issues identified during the inception phase of the evaluation. To do this, the Evaluation Team collected evidence via: face to face and telephone interviews with staff at UNICEF Headquarters, ROs and other locations; an Intranet discussion and two institutional surveys; and six in-depth country case studies in Jordan, Moldova, Uganda, Mali, Nicaragua and Nepal. This was complemented by an extensive document review and an institutional analysis

2 The self-assessment exercise took place in five COs and one RO: Barbados, Egypt, Kenya/ESARO, Pakistan and Turkey

3 ECOSOC, Conclusion 1997/2.

4 NORAD, 'Gender and Development – a review of evaluation reports 1997-2004', 2005.

from the perspective of organizational commitment, accountability, capacity and funding.

UNICEF's 1994 Gender Policy

The main issues related directly to UNICEF's Gender Policy as a document are:

- Many UNICEF staff members either have not read the Policy or are not aware that it exists.
- Those who have read the Policy found it fairly inaccessible and poorly presented.
- 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 and many staff report confusion about whether they should focus solely on children's rights, or on both women's and children's rights.
- Some staff do not clearly distinguish between UNICEF's Gender Policy in programming and its staff gender parity policy.

UNICEF's Gender Policy needs to be updated. The Policy contains core elements that remain relevant for UNICEF, including 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. The Policy now needs to:

- Adapt the gender analysis model it promotes to reflect both the needs and the roles of men and boys.
- Be accompanied by an operational framework and gender analysis tools relevant to the different contexts and sectors in which UNICEF works.
- Clarify the links between the Convention on the Rights of the Child (CRC) and the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW).
- State the business case for its Gender Policy and highlight the links between increased gender equality and achievement of both its core mandate and the MDGs.

Commitment

The evaluation found that UNICEF staff has a strong commitment to social justice and, to some extent, to gender equality. However, the values associated with the latter are not automatically internalized. In general, UNICEF's commitment to gender equality is more individual than institutional. There is also an overall staff perception that the level of commitment to gender equality shown by UNICEF's senior management is not strong enough. They repeatedly stated that they felt that this institutional executive commitment was both essential and currently missing. In particular, they noted that gender equality is not clearly integrated into any of the Medium Term Strategic Plan (MTSP) focus areas (except education), which limits how effectively they can promote gender equality at the CO level. The MTSP, however, does include several key performance indicators related to gender equality and annual reports indicate that, at times, field offices have also been slow to make the changes implicit in these indicators.

Ten years ago UNICEF was seen as a leader in the promotion of gender equality within the UN system. However, there has been considerable slippage in this leadership over the past decade. For example, while UNICEF is still active in promoting gender equality in some inter-agency task forces, there are now significantly less resources allocated to gender staffing. Also, the shift of the Gender Equality and Human Rights Unit (GEHRU) to Policy from Programmes has weakened its link to programme staff at the CO level,

almost to the point that GEHRU is invisible at the field level. GEHRU itself is significantly under-resourced. 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. To ensure its systematic implementation, UNICEF needs to reiterate frequently its commitment to gender mainstreaming. Otherwise, the strategy readily gets lost among competing priorities.

Effective gender mainstreaming requires a systematic analysis of complex social and economic relations at multiple levels of society – an analysis that goes well beyond counting male and female participants. This takes time, expertise and money. The time allocated for this within UNICEF is limited or non-existent, and the number of specialized gender positions within the agency can be counted on the fingers of one hand.

Another challenge is that the analytical process required in gender analysis often leads to an examination of one's own personal values and relationships from a gender lens. Some staff find this either threatening or an uncomfortable and difficult process. The promotion of gender equality also challenges the existing power relationships and asks staff to actively develop a means of changing them. Some staff also see the promotion of increased gender equality as a form of cultural interference, while others regard gender analysis as a luxury to be undertaken only after other programme priorities have been addressed. Many see gender as a term associated solely with 'women and girls' and do not see the connection with the situation of men and boys. Some staff also reported that they felt stigmatized when they actively promoted gender equality.

UNICEF Capacity

Currently, competence in gender equality is rarely considered in recruitment. This may be one of the reasons why there are relatively few cases of UNICEF staff taking a strategic approach to gender equality issues. In general, UNICEF's capacity in gender equality programming is limited. UNICEF programme staff lack access to institutional gender specialists and do not have a good understanding of how to integrate gender equality into programming. This latter point is particularly significant as gender mainstreaming relies on **all** staff integrating gender equality into their work.

Only half of UNICEF staff has had any gender training and only a small minority of this group feels that they have adequate skills and knowledge to be able to apply gender equality principles within a regular programming context. Staff are also struggling to effectively integrate gender equality into UNICEF's other programming approaches, especially the human rights-based approach and results-based management. Staff recognize these challenges and are generally quite open to learning more about how to integrate gender equality into programming.

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, UNICEF staff cannot measure the impact of the programmes it supports on specific groups of men, women, girls and boys. Those interviewed pleaded for practical tools that would enable them to conduct sector-focused gender analysis, develop qualitative, gender-sensitive monitoring indicators, etc.

However, UNICEF staff is overstretched by the organization's process-heavy mode of operation and many fear that integrating gender equality into programming more systematically will further increase their workload. Currently, UNICEF also tends to rely on its Gender Focal Points (GFPs) to provide gender expertise at both the RO and CO levels. However, most GFPs do not have the requisite gender background to effectively serve in this role and most fulfil these duties in addition to an already full workload.

To sufficiently develop staff capacity so they are able to effectively integrate gender equality into programming, UNICEF needs to develop a systematic staff training and capacity-building programme at all levels so that staff are able to, at a minimum:

- conduct a basic gender analysis in their sectors of responsibility;
- recognize when they need to call upon more in-depth gender expertise for support;
- identify strategic entry points for gender analysis and inputs;
- develop genuinely gender-sensitive results statements and performance indicators; and
- advocate effectively for gender equality approaches with national partners.

In addition, UNICEF needs to ensure that staff has ready access to specialized gender expertise, and it should hire additional internal gender experts, at a **minimum** at the HQ and regional levels.

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 into programming. UNICEF generally does not define responsibilities to support gender equality clearly, even for its GFPs. Many GFPs are in relatively junior positions and do not have the authority to hold their colleagues accountable for integrating gender equality into programming. For these reasons, UNICEF urgently needs to address the accountability issue at all levels and should ensure that its senior managers send a clear message that all staff will be held accountable for integrating gender equality into their particular areas of responsibility. UNICEF also needs to start holding its national partners accountable for integrating gender equality into UNICEF-supported programming.

Funding

The evaluation found that it was not possible to track spending on gender equality initiatives within UNICEF's existing financial tracking systems. Staff reported that funding allocated to social and attitudinal change and/or advocacy initiatives, including gender equality initiatives, is sometimes vulnerable to reallocation to other budget lines, in part because these are long-term processes requiring sustained long-term funding commitments. At the CO level, in general, adequate funding is available for gender equality in programming. The dearth of gender equality expertise within UNICEF staff is currently a more critical constraint than programme funding.

Programming Processes in Development

UNICEF has an important role to play in the integration of gender equality into the Common Country Assessments (CCAs). One challenge is that in cases where the gender content of CCAs is more descriptive than analytical, the same weakness tends to

pass through to the United Nations Development Assistance Framework (UNDAF). The Team also found that where Situation Analyses (SitAn) have been implemented, this has contributed to a better gender analysis at the country level, although there was still room for more in-depth analysis. The recent revision of SitAn guidelines therefore offers a strategic opportunity to strengthen gender analysis at country levels early in the programming process.

The CCA and UNDAF processes provide a good opportunity for UNICEF to promote the inclusion of priority gender equality inputs in UN-supported programming. Amongst other initiatives, UNICEF could advocate for increased consultations among national and UN partners and civil society organizations that have a good understanding of gender equality issues in the country concerned.

The evaluation found that gender equality issues are insufficiently addressed in Country Programme Documents (CPDs) and Country Programme Action Plans. Additionally, gender equality inputs in annual work plans and in monitoring and evaluation documents tend to be even weaker, while gender equality results are reported on inconsistently. In particular, annual reports tend to report mainly on the participation levels of boys and girls or women and men as opposed to qualitative changes in gender equality. Specific programmes show little analysis of whether programme activities would affect girls and boys and men and women differently, and there is limited analysis of the underlying causes of gender inequality and how these should be addressed.

Programming Processes in Emergency Contexts

The integration of gender equality into UNICEF's emergency work is weak in terms of institutional commitment, staff capacity, accountability and the allocation of dedicated human and financial resources, especially at the field level. Staff capacity issues include a poor understanding of the related gender equality issues within each cluster, as well as of the relationship of these issues to programme success and priorities; some UNICEF staff perceive integrating gender equality into emergencies to be a luxury, since they think their primary focus should be on 'saving lives'. UNICEF staff also tends to see women, boys and girls more as vulnerable groups that require services rather than as actors in the emergency response. Many emergency preparedness plans are not informed by a prior gender analysis and consequently, there is a risk that gender equality issues will not be addressed in emergencies, particularly in rapid onset emergency contexts.

At the field level, UNICEF staff do not feel empowered or able to address the gaps in integrating gender equality into an emergency context, particularly when working with other main service providers in humanitarian assistance that face similar gaps. UNICEF could take a much stronger lead in this area. UNICEF's Office of Emergency Programmes (EMOPS) has been proactive in addressing the many challenges UNICEF staff encounter in integrating gender equality into emergency programming. UNICEF supported the development of the 1999 Inter-Agency Standing Committee (IASC) Gender Policy and the recently published handbook on gender in emergencies, and EMOPS allocated an HQ-based staff member to document good practices in gender equality in an emergency context. However, sufficient gaps and weaknesses remain for UNICEF to consider a separate in-depth assessment to provide guidance on how to strengthen the integration of gender equality into 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. However, UNICEF still 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 their respective points of overlap in gender equality programming. In some countries, this is especially acute for UN agencies interacting with the United Nations Development Fund for Women (UNIFEM), as the different agencies are not always clear on who is 'in charge' of the gender agenda for the UN at the national level.

To help address this 'mandate overlap', the United Nations Development Programme (UNDP), the United Nations Population Fund (UNFPA), UNIFEM and UNICEF recently prepared a 'complementarities' paper on cooperation in gender equality and presented it to their executive boards to accompany their draft strategic plans. The four agencies are now developing common gender training materials. Building on promising experience in some countries, UNICEF could make further use of the UN country team's United Nations Gender Theme Group (UNGTG) to agree on a division of labour and develop specific joint programming initiatives based on their mutual strengths.

Good Practices

Despite the institutional weaknesses identified, UNICEF has generated 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 lack of sharing of good practices was a generic weakness of UNICEF highlighted by the 2007 organizational review.⁵

The evaluation found that the most effective good practices in gender equality were those that: stressed a strategic approach that is inclusive of men and boys; advocated evidence-based policy informed by community-level needs and priorities; and emphasized early gender socialization and adolescent empowerment. Within UNICEF, giving responsibility for gender equality to more than one person within a CO or RO, with senior staff coordinating and holding staff accountable appears to be successful.

The evaluation also identified good practices in emergency contexts, particularly with regard to gender-based violence. Many of these date from the 1990s and have not been documented or used to inform UNICEF practice. A summary analysis of good practices in both development and emergency programming identified during the evaluation is provided in the Appendix to the main report.

Conclusions

UNICEF faces specific challenges in implementing a gender mainstreaming approach:

- A perception on the part of UNICEF staff that there is a lack of clear political will at senior management levels to support increased gender equality.

⁵ Giving Works, 'UNICEF Organizational Review – Synthesis Report: Findings and Summary Recommendations', 2007.

- Staff is not held systematically accountable for integrating gender into programming in either a development or emergency context.
- Many gender integration inputs into programming processes are either inadequate to the task required, or are not systematically applied by staff where the existing guidelines or procedures are adequate and clearly stated.
- There is limited staff capacity in gender equality, particularly gender analysis.
- Staff has limited access to specialized gender expertise.
- The institutional rewards for promoting gender equality in programming are limited.
- There is a lack of communication within the institution about UNICEF's position on the promotion of women's rights within the context of a child-focused organization.
- There is a lack of clarity regarding the role of GFPs at all levels.
- There is a lack of clarity within UN organizations regarding which organizations should be responsible for what type 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.
- The difficulty in maintaining the momentum and interest generated by the 1995 World Conference on Women in Beijing for more than 10 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, while many funders of UNICEF programming only provide funding for three-to five-year periods of time.
- The fact that 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, the evaluation 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, the collection of sex-disaggregated data and an understanding of local conditions that inform 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 into programming.

It is important to understand that it is not possible to tackle the problems facing children without understanding and addressing the primary gender equality issues confronting their parents and the gender-based power relationships within each country in which UNICEF operates. If mothers are perceived to have fewer rights than the fathers and sons in the family, both sexes of the 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 price for this imbalance in terms of higher levels of stress-related diseases due to the pressures on them to serve as the family breadwinners. To address these core issues, UNICEF must find effective ways to incorporate gender analysis processes into its programming systems and ensure that programming decisions take the results of these gender analyses into account.

UNICEF is in an unusual, perhaps unique, position in that it **has to** address gender equality issues to fulfil the organization's mandate. However, to take advantage of its strengths and to truly integrate gender equality into its programming, UNICEF should shift its approach to gender equality to one where it is a genuine priority focus that underpins the organization's success in carrying out its core mandate.

The following recommendations are designed to support this transformation and in particular, to feed into the forthcoming planning process for strengthening gender integration.

Recommendations

The challenge that lies ahead is how to harness the tremendous work being done by a talented group of individuals within UNICEF to promote gender equality, 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 retain 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's continued promotion of gender equality in its programmes;
 - b. a 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 analyses the complementarity with the Human Rights-based Approach to Programming, results-based management and gender equality, including the interface between CRC, CEDAW and gender equality;
 - e. UNICEF's position on integrating gender equality within emergency contexts; and

- f. a requirement for an annual report-back mechanism to the Executive Board.

To help operationalize the Policy, UNICEF also needs to:

- g. translate the Policy into all of the UN official languages;
 - h. provide 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; and
 - k. produce two versions of the Policy: 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 that reflect exactly what the organization is trying to achieve with its gender equality policy. For example, UNICEF should 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 restates UNICEF's commitment to promoting increased gender equality and communicates this message clearly to UNICEF staff, particularly senior management. The Executive Director also establishes 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 cross-cutting 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 Performance Evaluation Reports of each person they supervise include gender equality programme skills development and key assignments related to gender equality integration as appropriate for the specific position and that senior management holds its managers accountable for doing so.

Staffing and Gender Expertise

- 8. UNICEF appoints a full time Regional Gender Equality Advisor in each RO and ensures that they have at least some expertise and awareness of gender in emergencies. UNICEF also reinstates the biannual regional GFP meetings and builds the capacity of

all Regional Advisors to provide feedback to the COs on gender equality issues for their sector of responsibility.

9. UNICEF adds at least three senior gender specialist positions to GEHRU, including one with particular expertise in gender and emergencies, and upgrades the position of the head of GEHRU to the D1 level.
10. UNICEF substantially strengthens gender capacity in an emergency context within EMOPS HQ/RO and COs, by appointing a Senior Gender Advisor (P-5) and by embedding gender capacity in the different clusters.
11. 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 a 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 (for example, 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 GFP system by developing a clear set of ToR that focus on the GFP's role in disseminating gender-related information to their colleagues; additionally, both ROs and COs adopt a gender task force model that 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 online training on gender analysis and gender in emergencies for all programme staff and managers; reinstates an introductory corporate gender training programme; and revises 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, validates and shares lessons learned, good practices and experience in gender equality programming in both development and emergency contexts by setting up diverse knowledge management systems. For example, conducting exit interviews with outgoing staff to ensure that corporate memory related to good practices in 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; and asking GEHRU and EMOPS to disseminate this information regularly to the Executive Board, member states, ROs and COs.

Development Programming

17. UNICEF makes gender analysis a mandatory element to inform both development and emergency programme planning processes.
18. UNICEF undertakes a review and revision of the Policies, Programmes and Procedures Manual, SitAns, and mid-term reviews to ensure that the gender equality guidelines are

effective tools to 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 each CPD contains an explicit and funded strategy for gender equality, which is part of UNICEF's approach to development cooperation and humanitarian assistance.

Integrating Gender within an Emergency Context

21. UNICEF undertakes a more in-depth evaluation of the organization's work in integrating gender into 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. UNICEF reviews and revises the Core Commitment for Children in Emergencies and the *Emergency Field Handbook: a Guide for UNICEF Staff* to ensure they provide effective guidance on integrating gender into the different phases and types of emergencies, especially with regard to how to: conduct gender analysis to support emergency preparedness and assessment processes; consider gender equality issues in the cluster approach; and explicitly identify vulnerable groups by sex and age groups within diverse emergency contexts.
23. UNICEF decides to act as an advocate for integrating gender equality into the different types and phases of emergencies with its inter-agency partners and provides its field staff with clear directions on how they can play a leadership role in the coordination process required for this to be effective, for example, by holding stakeholder consultations on the recently released IASC *Gender Handbook on Humanitarian Action*.

Financing Gender Mainstreaming

24. UNICEF ensures there is a dedicated core resource budget allocation to bolster its gender mainstreaming processes and to demonstrate its commitment to this process by limiting external funding to no more than 50 percent of the total. Given the scope of gender mainstreaming as a cross-cutting 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 works more actively at the UN Country Team level to develop a common approach to gender equality, including increased support for joint initiatives such as the country-based UNGTGs. For example, UNICEF could commit more significant and stable human and financial resources to UNGTGs to support the implementation of an annual work plan 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. UNICEF reviews the track record of its partners and their expertise in gender equality and identifies potential new 'gender' partners to involve in UNICEF's planning and programming processes at the global, regional and national levels.

27. UNICEF 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 gender equality issues.

RESUME ANALYTIQUE

Évaluation globale

Il existe une forte corrélation entre une plus grande égalité des sexes et l'atteinte de l'objectifs du Millénaire pour le développement (OMD) N° 4 (promouvoir la survie des jeunes enfants), et les autres OMD. L'UNICEF ne peut donc atteindre ses buts fondamentaux qu'en s'attaquant à la question de l'inégalité entre les sexes à des niveaux multiples. On lit dans sa politique de 1994 en matière d'égalité des sexes que « *la situation sociale et économique des femmes qui, de fait, gèrent leur ménage, travaillent pour gagner de l'argent et prennent soin de leur famille... a un impact profond sur les efforts dans les domaines de la mortalité infantiles et postinfantiles et de la nutrition* » [Traduction].⁶

Cependant, l'UNICEF n'est pas parvenue à mettre systématiquement en application sa politique de 1994 en matière d'égalité des sexes. La raison en est la manière dont elle a choisi de s'attaquer à l'intégration de la perspective de genre, et non une quelconque faiblesse inhérente de cette approche. Le principal problème a été l'incapacité de l'organisation à comprendre ce qui est nécessaire pour parvenir à intégrer la perspective de genre dans la programmation en matière de développement et dans les situations d'urgence.

En dépit des multiples faiblesses institutionnelles qui sont ressorties de l'évaluation, l'UNICEF est quand même arrivée à produire de bonnes pratiques dans la programmation relative à l'égalité des sexes. Celles-ci tendent néanmoins à être le fruit d'efforts individuels et il n'y a aucun système en place pour s'assurer qu'elles soient partagées avec l'ensemble de l'organisation ou appliquées à plus grande échelle, au niveau national, voire au-delà.

L'UNICEF a par ailleurs consacré des ressources très insuffisantes au processus d'intégration de la perspective de genre et n'a pas mis en place de mécanismes de responsabilisation efficaces. Ce problème est allé en empirant ces dix dernières années et l'engagement de l'organisme en la matière, aux plus hauts échelons, a décliné ou bien n'a pas été bien communiqué aux gestionnaires et au personnel des programmes au niveau des régions et des pays.

Du fait de sa médiocre performance pour ce qui est de mettre en application sa politique en matière d'égalité des sexes, l'UNICEF n'obtient pas des résultats optimum et se trouve dans une situation où certains programmes pourraient à l'avenir renforcer ou exacerber des inégalités existantes entre les sexes ou bien ne pas atteindre leurs objectifs. Si l'UNICEF continue à mettre en oeuvre sa politique en matière d'égalité des sexes avec la même approche improvisée à l'avenir, elle nuira à l'efficacité de la programmation et gaspillera les ressources de l'institution. Il se pourrait en outre que des vies soient perdues.

La politique de 1994 de l'UNICEF en matière d'égalité des sexes est unique en son genre, en ce sens qu'elle combine une concentration sur une égalité accrue dans la programmation avec une fondée sur le cycle de vie et les droits. Si la politique a besoin d'être mise à jour dans certains domaines, ses grandes lignes et principes demeurent

⁶ "Gender Equality and Empowerment of Women and girls: A Policy Review" (E/ICEF/1994/L.0005),

judicieux. En la mettant à jour, l'UNICEF doit reconnaître que, si elle veut s'acquitter de sa mission fondamentale, sa politique en matière d'égalité des sexes doit être plus qu'une priorité sur le papier et être traitée comme une véritable priorité institutionnelle et mise en application en conséquence.

Par rapport aux autres institutions similaires, l'UNICEF est potentiellement bien placée pour intégrer la politique de genre. Il y a plusieurs raisons à cela : sa grande crédibilité auprès de ses partenaires, sa présence considérable sur le terrain, l'importance que son personnel accorde à la justice sociale, ses approches fondées sur le cycle de vie et les droits, sa programmation novatrice et le fait qu'elle a déjà dans ses rangs un noyau de leaders qui s'emploient à intégrer l'égalité entre les sexes dans la programmation. Leur travail dans ce domaine n'est cependant pas récompensé systématiquement.

Contexte et objet de l'évaluation

En mars 2007, l'UNICEF a commandité une évaluation globale de sa politique en matière d'égalité des sexes. L'évaluation était dirigée par un groupe de référence présidé par un directeur exécutif adjoint et gérée par le Bureau d'évaluation de l'UNICEF. L'objet de l'évaluation était d'identifier les forces et les faiblesses de l'organisation en ce qui concerne l'intégration de l'égalité des sexes dans sa programmation et d'identification les bonnes pratiques en matière d'égalité des sexes qui pourraient servir de base à l'UNICEF pour concevoir des programmes efficaces à l'avenir.

L'évaluation constitue la deuxième étape d'un processus en trois parties. La première, aussi menée par le Bureau de l'évaluation, était une auto-évaluation de la mise en application de la politique de l'UNICEF en matière d'égalité des sexes dans cinq bureaux de pays (BP) et un bureau régional (BR).⁷ La troisième étape sera un processus consultatif de planification stratégique à partir des résultats de l'évaluation et des priorités identifiées par l'UNICEF pour le changement, processus dirigé par la Division des politiques et de la planification.

La présente évaluation s'inscrit dans le contexte du processus de réforme des Nations Unies et de la reconsidération par les organismes multilatéraux et bilatéraux de leurs processus d'intégration, en particulier en ce qui concerne la perspective de genre. Le terme *intégration de la perspective de genre* fait ici référence au processus consistant à évaluer les conséquences, pour les femmes, les hommes, les garçons et les filles, de toutes les mesures, politiques ou programmes planifiés, dans tous les domaines et à tous les niveaux, pour faire en sorte que toutes les préoccupations et expériences des femmes, mais aussi des hommes, soient une dimension intégrale de la conception, la mise en oeuvre, le suivi et l'évaluation des politiques et des programmes, dans toutes les sphères politiques, économiques et sociales, avec pour but l'égalité des sexes.⁸

Selon une étude récente de l'Agence norvégienne de coopération pour le développement (NORAD) résumant les conclusions d'évaluations de l'égalité des sexes pour neuf organismes d'aide différents, l'intégration de la perspective de genre n'a pas été particulièrement efficace pour plusieurs raisons : elle n'a pas été placée très haut sur

⁷ L'exercice d'auto-évaluation a été fait dans cinq bureaux de pays et un bureau régional : Barbade, Égypte, Kenya/Bureau régional de l'Afrique de l'Est et de l'Afrique australe, Pakistan et Turquie.

⁸ Conseil économique et social, Conclusion 1997/2.

la liste des priorités, ce qui a entraîné un manque de ressources et de responsabilisation; les processus connexes n'ont pas été suffisamment institutionnalisés et peu de comptes ont été rendus quant aux résultats en matière d'égalité des sexes. Qui plus est, les nouvelles modalités d'aide ont détourné l'attention des questions d'égalité des sexes⁹. De la même façon, il ressort de l'exercice d'auto-évaluation de l'UNICEF que le fossé entre les politiques et leur mise en oeuvre au niveau des pays s'explique en partie par le manque de ressources financières et techniques, l'insuffisance de la capacité et des instruments au sein de l'organisation, le manque de clarté des systèmes de responsabilisation pour l'intégration de la perspective de genre et l'absence d'une orientation institutionnelle claire, avec pour résultat des approches de bric et de broc et l'intégration inégale de données subdivisées par sexe et une inclusion variable du féminin dans le discours.

L'UNICEF a demandé à l'équipe d'évaluation de chercher des preuves confirmant ou infirmant les conclusions de l'exercice d'auto-évaluation, celles de l'étude de l'Agence norvégienne de coopération pour le développement et les autres enjeux identifiés durant la phase de mise en route de l'évaluation. Pour ce faire, les évaluateurs ont collecté des données probantes au moyen d'interviews en personne ou par téléphone avec des employés au siège de l'UNICEF, dans les bureaux régionaux et ailleurs; une discussion sur l'Intranet et deux enquêtes institutionnelles, et des études de cas détaillées sur six pays (Jordanie, Moldavie, Ouganda, Mali, Nicaragua et Népal). En complément, une vaste analyse documentaire et une analyse institutionnelle du point de vue de l'engagement, la responsabilisation, la capacité et le financement de l'organisme ont également été faites.

Politique de l'UNICEF en matière d'égalité des sexes – 1994

Les principaux problèmes en rapport direct avec la politique en tant que document sont les suivantes :

- Beaucoup des employés de l'UNICEF n'ont pas lu le document ou ne savent pas qu'il existe.
- Ceux qui ont lu la politique l'ont trouvée assez peu accessible et mal présentée.
- Bien qu'il soit dit explicitement dans la politique que le personnel de l'UNICEF devrait promouvoir les droits et l'autonomisation des femmes, les dirigeants n'ont pas communiqué clairement ce principe au personnel et beaucoup d'employés disent ne pas savoir s'ils devraient se concentrer exclusivement sur les droits des enfants ou aussi sur ceux des femmes.
- Certains employés ne font pas clairement la distinction entre la politique de l'UNICEF en matière d'égalité des sexes dans la programmation et sa politique en matière de parité des sexes au sein du personnel.

La politique de l'UNICEF en matière d'égalité des sexes a besoin d'être mise à jour. Elle comporte certains éléments qui demeurent pertinents pour l'UNICEF, y compris la promotion d'une approche axée sur l'égalité des sexes, la reconnaissance du besoin d'interventions sexospécifiques dans certains contextes, l'apport d'une attention toute particulière aux filles et la promotion des droits des femmes et leur autonomisation. Il faut à présent :

- que le modèle pour l'analyse comparative entre les sexes soit adapté dans la

⁹ NORAD. *Gender and Development – a review of evaluation reports 1997-2004*, 2005.

politique afin de refléter à la fois les besoins et les rôles des hommes et des garçons ;

- que la politique soit accompagnée d'un cadre opérationnel et d'instruments pour l'analyse comparative entre les sexes qui soient pertinents dans les différents contextes et secteurs d'activité de l'UNICEF ;
- que les liens entre la Convention relative aux droits de l'enfant et la Convention sur l'élimination de toutes les formes de discrimination à l'égard des femmes soient rendus plus clairs ;
- que l'utilité de la politique en matière d'égalité des sexes soit démontrée et que les liens entre une plus grande égalité des sexes et l'accomplissement de sa mission fondamentale par l'UNICEF, ainsi que l'atteinte des OMD, soient soulignés.

Engagement

Il est ressorti de l'évaluation que le personnel de l'UNICEF attache une grande importance à la justice sociale et, jusqu'à un certain point, à l'égalité des sexes. Les valeurs associées avec cette dernière ne sont cependant pas assimilées automatiquement. De manière générale, l'engagement de l'UNICEF envers l'égalité des sexes est davantage au niveau individuel qu'institutionnel. Le personnel a en outre l'impression, collectivement, que le degré d'engagement montré par la haute direction de l'UNICEF à l'égard de l'égalité des sexes est insuffisant. Les employés ont indiqué à maintes reprises qu'ils étaient d'avis que cet engagement institutionnel au niveau de la haute direction était essentiel et absent. Ils ont en particulier noté que l'égalité des sexes n'est pas clairement intégrée dans les domaines de concentration identifiés dans les plans stratégiques à moyen terme (PSMT), exception faite de l'éducation, et que cela limite l'efficacité avec laquelle ils peuvent promouvoir l'égalité des sexes au niveau des bureaux de pays. Le PSMT inclut cependant plusieurs indicateurs de rendement en rapport avec l'égalité des sexes et les rapports annuels montrent que, dans certains cas, les bureaux de terrain ont aussi traîné à apporter les changements qui sont implicites dans ces indicateurs.

Il y a dix ans, l'UNICEF était considérée comme un chef de file de la promotion de l'égalité des sexes au sein du système des Nations Unies. Son leadership a cependant beaucoup perdu de terrain ces dix dernières années. Ainsi, si l'UNICEF promeut activement l'égalité des sexes dans certains groupes de travail inter-organismes, les ressources affectées la dotation en personnel dans le domaine de l'égalité des sexes ont considérablement diminué et le transfert de l'Unité de l'égalité des sexes et des droits de l'homme de la Division des programmes à la Division des politiques et de la planification a affaibli ses liens avec le personnel au niveau des bureaux de pays – au point, pratiquement, que l'Unité est à présent invisible au niveau terrain. Par ailleurs, l'Unité manque énormément de ressources. Pour citer un conseiller régional, « la perspective de genre en étant intégrée est devenue invisible ».

Défis associés à l'application d'une approche d'intégration de la perspective de genre

L'intégration de la perspective de genre n'est pas une stratégie facile à mettre en oeuvre. Si elle veut qu'elle soit systématiquement appliquée, l'UNICEF doit fréquemment réitérer son engagement envers l'intégration de la perspective de genre, sans quoi la stratégie a tendance à se perdre parmi les priorités concurrentes.

Pour parvenir à intégrer la perspective de genre, il faut une analyse systématique des relations sociales et économiques complexes à tous les niveaux de la société. Cela va bien au delà d'un décompte des hommes et des femmes et nécessite du temps, des compétences et de l'argent. À l'UNICEF, le temps alloué à cet exercice est limité, voire inexistant, et on peut compter sur les doigts d'une main les postes spécialisés dans l'égalité des sexes au sein de l'organisme.

Autre défi : le processus analytique requis pour l'analyse de la problématique homme-femme amène souvent à analyser ses valeurs et relations personnelles du point de vue de l'égalité des sexes. Certains employés se sentent menacés lorsqu'ils font cet exercice ou trouvent cela inconfortable et difficile. La promotion de l'égalité des sexes remet aussi en question les relations de pouvoir existantes, mettant les employés au défi de trouver des moyens de les changer. Certains voient par ailleurs la promotion d'une plus grande égalité entre les sexes comme une forme d'ingérence culturelle, d'autres comme un luxe qui ne devrait pas être envisagé avant de s'être occupé de toutes les autres priorités des programmes. Pour beaucoup, la notion de genre se rapporte seulement aux femmes et aux filles et ils ne voient pas le rapport avec la situation des hommes et des garçons. Enfin, certains employés ont le sentiment d'être stigmatisés quand ils s'emploient à promouvoir l'égalité des sexes.

Capacité de l'UNICEF

La compétence dans le domaine de l'égalité des sexes est rarement prise en compte lors du recrutement, l'un des facteurs expliquant peut-être la conclusion des évaluateurs quant à la relative rareté des cas où le personnel de l'UNICEF adopte une approche stratégique pour les questions d'égalité des sexes. En règle générale, la capacité de l'UNICEF est limitée en ce qui concerne la programmation en égalité des sexes et le personnel de programme n'a non seulement pas accès à des spécialistes institutionnels en la matière mais, en plus, comprend mal comment l'égalité des sexes peut être intégrée dans la programmation. Ce dernier point est particulièrement significatif car l'intégration de la perspective de genre passe par l'intégration par tout le personnel de la perspective de genre dans son travail.

La moitié seulement du personnel de l'UNICEF a reçu une formation dans le domaine de l'égalité des sexes et seule une petite minorité de ce groupe a le sentiment d'avoir des compétences et des connaissances suffisantes pour pouvoir appliquer les principes d'égalité des sexes dans le contexte d'une programmation régulière. Les employés ont en outre du mal à intégrer efficacement l'égalité des sexes dans les autres approches de programmation de l'UNICEF, en particulier l'approche fondée sur les droits de l'homme et la gestion axée sur les résultats. Ils sont conscients de ces difficultés et, de manière générale, tout à fait disposés à apprendre comment intégrer l'égalité des sexes dans la programmation.

Dans la documentation sur les programmes de l'UNICEF, en particulier les éléments se rapportant aux énoncés de résultats et aux indicateurs clés des résultats, « enfants », « adolescents », « membres de la communauté », etc. tendent à être regroupés, au lieu de séparer toutes ces catégories entre les deux sexes. Si l'on ne différencie pas entre les deux, il est impossible pour le personnel de l'UNICEF de mesurer l'impact spécifique des programmes appuyés par l'organisation sur les hommes, les femmes, les filles et les garçons. Les personnes interviewées ont demandé des instruments pratiques qui leur

permettraient entre autres de faire des analyses par sexe et de concevoir des indicateurs qualitatifs sexospécifiques pour le suivi.

Néanmoins, le personnel de l'UNICEF est débordé, du fait du mode de fonctionnement de l'organisation, très axé sur les processus, et beaucoup craignent que l'intégration plus systématique de l'égalité des sexes dans la programmation n'augmente encore plus leur charge de travail. L'UNICEF a aussi tendance à compter sur l'expertise des responsables de la coordination pour l'égalité des sexes au niveau régional ainsi qu'au niveau des bureaux de pays. La plupart d'entre eux n'ont cependant pas suffisamment d'information générale pour remplir ce rôle, outre le fait que ces responsabilités viennent en plus de leur charge de travail normale, déjà considérable.

Pour donner au personnel la capacité suffisante pour intégrer efficacement l'égalité des sexes dans la programmation, l'UNICEF doit élaborer un programme complet de formation et de renforcement de la capacité à tous les niveaux, afin que le personnel puisse, au moins :

- effectuer une analyse élémentaire par sexe dans leurs secteurs de responsabilité;
- reconnaître les situations dans lesquelles ils doivent demander l'appui de quelqu'un connaissant mieux les questions d'égalité des sexes;
- identifier les points d'entrée stratégiques pour l'analyse par sexe et pour les contributions;
- préparer des énoncés de résultats et des indicateurs de résultats véritablement sexospécifiques;
- promouvoir efficacement des approches axées sur l'égalité des sexes auprès des partenaires nationaux.

L'UNICEF doit en outre veiller à ce que son personnel ait facilement accès à des spécialistes de l'égalité des sexes et embaucher d'autres experts internes dans ce domaine, au moins au siège et au niveau régional.

Responsabilité

Dans l'ensemble, la responsabilité pour la mise en application la politique de l'UNICEF en matière d'égalité des sexes est insuffisante. Les gestionnaires, à tous les niveaux, ne pratiquent pas systématiquement l'intégration de l'égalité dans la programmation et ils ne la favorisent pas non plus. L'UNICEF, en règle générale, ne spécifie pas clairement qui est responsable de promouvoir l'égalité des sexes, même lorsqu'il s'agit de ses responsables de la coordination pour l'égalité des sexes. Ces derniers occupent souvent des postes auxiliaires et n'ont pas suffisamment d'autorité pour exiger de leurs collègues des comptes en ce qui concerne l'intégration de l'égalité des sexes dans la programmation. Pour toutes ces raisons, l'UNICEF a besoin de résoudre de toute urgence la question de la responsabilité à tous les niveaux et doit faire en sorte que ses gestionnaires supérieurs envoient un message clair en ce qui concerne leur intention de demander des comptes à leur personnel sur l'intégration de l'égalité des sexes dans leurs domaines de responsabilité respectifs. L'UNICEF doit également commencer à tenir ses partenaires nationaux dans des programmes recevant son appui responsable sur ce point.

Financement

L'équipe d'évaluation s'est rendue compte qu'il n'était pas facile de savoir combien

d'argent était consacré aux initiatives relatives à l'égalité des sexes, avec les systèmes de suivi financier en place à l'UNICEF. Le financement affecté aux initiatives portant sur le changement social, l'évolution des mentalités et la défense des droits, y compris les initiatives relatives à l'égalité des sexes, est parfois vulnérable et peut être réaffecté à d'autres postes budgétaires, ont dit des employés, entre autres parce qu'il s'agit de processus de longue durée nécessitant des engagements financiers soutenus à long terme. Au niveau des bureaux de pays, en règle générale, la programmation dans le domaine de l'égalité des sexes reçoit un financement adéquat. La pénurie de connaissances spécialisées en égalité des sexes au sein de l'UNICEF est actuellement plus limitative que le niveau de financement des programmes.

Processus de programmation pour le développement

L'UNICEF a un rôle important à jouer pour l'intégration de l'égalité des sexes dans les bilans communs de pays (BCP). L'une des difficultés est que, là où le contenu des BCP est plus descriptif qu'analytique, cette faiblesse a tendance à se retrouver dans le Plan-cadre des Nations Unies pour l'aide au développement (PNUAD). L'équipe d'évaluation a aussi trouvé que, dans les cas où des analyses de la situation ont été faites, cela a contribué à une meilleure analyse par sexe qu'au niveau pays, même si l'analyse pourrait être plus approfondie. La révision récente des directives pour les analyses de situation a par conséquent fourni une occasion stratégique de renforcer l'analyse par sexe au niveau des pays dès les débuts du processus de programmation.

Les processus du BCP et du PNUAD sont pour l'UNICEF une bonne occasion de promouvoir l'inclusion d'apports prioritaires concernant l'égalité des sexes dans la programmation appuyée par les Nations Unies. Elle devrait entre autres choses pousser pour des consultations plus conséquentes entre les partenaires nationaux et ceux des Nations Unies d'une part et les organisations civiles qui comprennent bien les questions d'égalité des sexes dans le pays en question, d'autre part.

Il est ressorti de l'évaluation que les questions d'égalité des sexes ne reçoivent pas une attention suffisante dans les descriptifs de programmes de pays et les plans d'action pour la mise en oeuvre des programmes de pays, et que les apports en matière d'égalité des sexes sont souvent encore plus faibles. Les résultats dans ce domaine ne font pas l'objet de rapports réguliers. Les rapports annuels, en particulier, traitent le plus souvent essentiellement du taux de participation des garçons et des filles, et des hommes et des femmes, au lieu de parler des changements qualitatifs en termes d'égalité des sexes. Pour les programmes spécifiques, il y a peu d'analyse de l'impact différent que les activités de programme pourraient avoir sur les filles et les garçons, les hommes et les femmes ou des causes sous-jacentes de l'inégalité des sexes et des moyens d'y remédier.

Processus de programmation pour les situations d'urgence

L'intégration de l'égalité des sexes dans le travail de l'UNICEF en situations d'urgence est faible en termes de l'engagement institutionnel, de la capacité du personnel, de la responsabilité et des ressources humaines et financières qui y sont consacrées, tout particulièrement au niveau du terrain. Parmi les problèmes de capacité du personnel, on citera une mauvaise compréhension des questions d'égalité des sexes connexes dans chacun des secteurs ou de leur rapport avec les priorités et la réussite des programmes, certains employés de l'UNICEF percevant l'intégration de l'égalité des sexes dans les situations d'urgence comme un luxe puisque leur principal souci devrait être de « sauver

des vies ». Le personnel de l'UNICEF a par ailleurs tendance à voir les femmes, les garçons et les filles plus comme des groupes à risque que comme des protagonistes dans les interventions d'urgence. Beaucoup de plans de préparation aux situations d'urgence ne reposent pas sur une analyse préalable par sexes et les questions d'égalité des sexes risquent donc de ne pas être prises en compte dans les urgences – en particulier dans les cas où les urgences se déclenchent soudainement.

Au niveau du terrain, le personnel de l'UNICEF ne pense pas avoir l'autorité ou les compétences nécessaires pour remédier aux lacunes en termes d'intégration de l'égalité des sexes dans les situations d'urgence, en particulier lorsqu'il travaille avec d'autres principaux fournisseurs de services d'aide humanitaire chez qui les mêmes lacunes existent. L'UNICEF pourrait être un chef de file beaucoup plus actif dans ce domaine. Le Bureau des programmes d'urgence a été proactif et s'est penché sur beaucoup des défis rencontrés par le personnel de l'UNICEF en ce qui concerne l'intégration de l'égalité des sexes dans les programmes d'opérations d'urgence. L'UNICEF a appuyé l'élaboration de la politique sur l'égalité des sexes du Comité permanent interorganisations (CPI) (1999) et du manuel publié récemment sur l'égalité des sexes dans le contexte des urgences et le Bureau des programmes d'urgence a affecté un employé du siège à la documentation des bonnes pratiques en matière d'égalité des sexes dans les situations d'urgence. Les lacunes et faiblesses qui subsistent sont cependant assez majeures pour que l'UNICEF envisage une évaluation détaillée séparée pour donner des conseils sur les façons de renforcer l'intégration de l'égalité des sexes dans les programmes d'urgence.

Partenariats

Dans l'ensemble, l'UNICEF a établi de bonnes relations avec les pays, les organismes des Nations Unies et les donateurs avec qui elle est partenaire. L'une de ses grandes forces, en effet, est sa capacité de favoriser ces relations et de rassembler les multiples intervenants concernés. Cependant, en ce qui concerne l'égalité des sexes, elle a encore tendance à ne demander des comptes à ses partenaires nationaux qu'en termes de participation des hommes et des femmes.

On constate également une confusion généralisée chez les divers partenaires des Nations Unies quant aux chevauchements de leurs programmes respectifs dans le domaine de l'égalité des sexes. Dans certains pays, le problème est particulièrement prononcé pour les organismes des Nations Unies qui interagissent avec le Fonds de développement des Nations Unies pour la femme (UNIFEM), les différents organismes n'étant pas toujours clairs de qui est « responsable » des questions d'égalité des sexes pour les Nations Unies au niveau national.

Pour aider à résoudre ce problème de « chevauchement des missions », le PNUD, le FNUAP, l'UNIFEM et l'UNICEF ont récemment préparé un rapport sur les complémentarités pour la coopération dans le domaine de l'égalité des sexes et ils l'ont présentée à leurs conseils d'administration en complément de leurs plans stratégiques préliminaires. Les quatre organismes sont en train de préparer du matériel commun pour la formation sur l'égalité des sexes. En s'appuyant sur des expériences prometteuses dans divers pays, l'UNICEF pourrait faire davantage appel au Groupe thématique des Nations Unies sur l'égalité des sexes pour parvenir à une entente quant à la répartition des tâches et concevoir des initiatives conjointes spécifiques de programmation, en tenant compte de leurs forces mutuelles.

Bonnes pratiques

En dépit des faiblesses institutionnelles identifiées, l'UNICEF a produit beaucoup de bonnes pratiques pour les programmes d'égalité des sexes. Le plus souvent, ces bonnes pratiques sont le résultat d'efforts individuels et il n'y a pas de système en place pour faire en sorte qu'elles soient mises en commun avec le reste de l'organisation ou adoptées au delà du niveau national. Ce manque de mise en commun des bonnes pratiques est l'une des faiblesses génériques de l'UNICEF identifiées lors de l'examen organisationnel de 2007.¹⁰

Il ressort de l'évaluation que les bonnes pratiques les plus efficaces en matière d'égalité des sexes sont celles qui mettent l'accent sur une approche stratégique englobant les hommes et les garçons, recommandent une politique fondée sur la connaissance des faits et tenant compte des besoins et des priorités au niveau communautaire et promeuvent la socialisation sexuelle dès le jeune âge et l'autonomisation des adolescents. Au sein de l'UNICEF, quand on confie à plus d'une personne dans un bureau de pays ou un bureau régional la responsabilité de l'égalité entre les sexes, avec des dirigeants qui assurent la coordination et demandent des comptes au personnel, cela semble bien marcher.

L'évaluation a également identifié des bonnes pratiques dans les situations d'urgence, en particulier en ce qui concerne la violence sexiste. Beaucoup d'entre elles datent des années 1990 et n'ont pas été documentées ou utilisées pour guider les pratiques de l'UNICEF. On trouvera à l'Annexe A du rapport une analyse sommaire des bonnes pratiques dans les programmes de développement et d'urgence qui sont ressorties de l'évaluation.

Conclusions

L'UNICEF est confrontée aux défis suivants dans ses efforts pour appliquer une approche d'intégration de la perspective de genre :

- Certains employés de l'UNICEF ont l'impression que la volonté politique d'appuyer une plus grande égalité des sexes dans les échelons supérieurs n'est pas claire.
- Le personnel n'a pas systématiquement à rendre des comptes sur l'intégration de l'égalité des sexes dans la programmation, tant dans le domaine du développement que dans les situations d'urgence.
- Beaucoup des éléments relatifs à l'égalité des sexes pris en compte dans les processus de programmation sont insuffisants pour la tâche à accomplir, ou ne sont pas appliqués systématiquement par le personnel dans les cas où les directives ou les procédures existantes sont adaptées et clairement indiquées.
- La capacité du personnel en matière d'égalité des sexes, et en particulier pour les analyses par sexe, est insuffisante.
- Le personnel a un accès limité à des spécialistes de l'égalité des sexes.
- Les récompenses institutionnelles pour la promotion de l'égalité des sexes dans la programmation sont limitées.
- Les communications au sein de l'institution quant à la position de l'UNICEF sur la promotion des droits de la femme dans le contexte d'un organisme axé sur l'enfance sont insuffisantes.

¹⁰ *Giving Works, UNICEF Organizational Review – Synthesis Report: Findings and Summary Recommendations*. 2007.

- Le rôle des responsables de l'égalité des sexes à tous les niveaux n'est pas clair.
- Qui est responsable, au sein des organismes des Nations Unies, de quels types de programmes relatifs aux droits et à l'émancipation des femmes n'est pas clair. La place de l'UNICEF non plus.

Au nombre des principales causes de ces défis, il y a :

- la complexité générale de la mise en application de stratégies d'intégration de la perspective de genre qui, pour être efficaces, nécessitent une transformation majeure de la façon dont fonctionne l'institution et une injection massive de ressources humaines et financières;
- la difficulté à maintenir pendant plus de 10 ans l'élan et l'intérêt générés par la Conférence mondiale sur les femmes de Beijing en 1995;
- le peu de formation du personnel de l'UNICEF dans le domaine de l'analyse par sexe;
- une tendance systémique à récompenser l'efficacité administrative plus que le contenu de programme novateur et d'importance;
- le fait que chaque programme nécessite une solution individuelle et sur mesure pour promouvoir une plus grande égalité des sexes dans un contexte sectoriel et culturel spécifique;
- le fait que la programmation pour l'égalité des sexes nécessite souvent une perspective et un engagement financier à long terme et que beaucoup des bailleurs de fonds pour la programmation de l'UNICEF n'apportent un financement que sur des périodes de trois à cinq ans;
- le fait que les programmes axés sur l'égalité des sexes, dans la mesure où ils cherchent explicitement à changer les valeurs culturelles et les relations de pouvoir, se heurtent souvent à une plus grande résistance que les programmes de développement économique (même quand ces derniers ont des effets similaires).

Une conclusion plus positive qui ressort de l'évaluation est que l'UNICEF a une base beaucoup plus solide sur laquelle bâtir une programmation efficace en égalité des sexes que beaucoup d'autres institutions multilatérales et bilatérales. Ceci s'explique par :

- une grande crédibilité auprès de ses partenaires, du public et des bailleurs de fonds ainsi que de bonnes relations avec les organisations de la société civile;
- une forte présence sur le terrain, la collecte de données ventilées par sexe et une bonne compréhension des conditions locales qui influent sur les données sur l'égalité des sexes nécessaires pour la programmation;
- un profond souci du personnel de promouvoir la justice sociale dans la programmation, beaucoup d'employés étant disposés à travailler plus activement pour favoriser une plus grande égalité des sexes;
- les approches de l'UNICEF fondées sur le cycle de vie et les droits, qui pourraient être aisément adaptées pour faire une plus grande place aux questions d'égalité des sexes;
- une approche stratégique de la programmation pouvant conduire à une programmation novatrice qui s'attaque à certaines des causes sous-jacentes des disparités entre les sexes;
- une masse critique de leaders et de gestionnaires individuels qui promeuvent l'intégration de l'égalité des sexes dans la programmation.

Par ailleurs, il n'est pas possible de régler les problèmes auxquels sont confrontés les enfants sans comprendre et tenter de régler les questions de base en matière d'égalité

des sexes auxquelles font face leurs parents et les relations de pouvoir sexistes au sein de chacun des pays dans lesquels travaille l'UNICEF. Si la perception est que les mères ont moins de droits que les pères et les fils de la famille, la génération suivante, les filles comme les garçons, grandira en partant du principe que c'est une façon acceptable de traiter les femmes et les filles et qu'il est normal que les garçons et les hommes dominent au niveau du foyer comme dans la société. Les hommes et les garçons payent aussi le prix de ce déséquilibre, avec une plus forte incidence de maladies liées au stress du fait des pressions associées à leur rôle de soutien de la famille. Pour parvenir au coeur de ces questions, l'UNICEF doit trouver des moyens efficaces d'incorporer des processus d'analyse par sexe dans ses systèmes de programmation pour faire en sorte que les décisions concernant les programmes prennent en compte les résultats de ces analyses par sexe.

L'UNICEF est dans une situation inhabituelle, peut-être unique en son genre, en ce sens qu'elle *doit* se pencher sur les questions d'égalité des sexes pour s'acquitter de sa mission organisationnelle. Elle doit cependant, si elle veut tirer parti de ses forces et intégrer véritablement l'égalité des sexes dans sa programmation, revoir son approche de l'égalité des sexes pour en faire une question réellement prioritaire et un souci qui sous-tend la réussite de l'organisation alors qu'elle s'acquitte de sa mission fondamentale.

Les recommandations ci-dessous sont conçues pour faciliter cette transformation et, plus spécifiquement, pour orienter le processus de planification pour le renforcement de l'intégration de la perspective de genre.

Recommandations

La difficulté sera de trouver comment mettre à profit le formidable travail effectué à l'heure actuelle par un groupe d'employés de talent au sein de l'UNICEF pour promouvoir l'égalité des sexes et comment faire en sorte que ce travail devienne une composante intégrante des normes de fonctionnement et de l'éthos de l'organisme sur lesquels tous les employés doivent rendre des comptes. Pour ce faire, l'UNICEF doit sérieusement considérer les recommandations ci-dessous.

Politiques

Il est recommandé :

1. que l'UNICEF retienne les éléments essentiels de sa politique de 1994 en matière d'égalité des sexes (promotion de l'égalité des sexes, soutien continu pour des programmes sexospécifiques choisis, attention particulière apportée aux filles) mais mette cette politique à jour pour qu'on y trouve également :
 - l. une justification claire et une démonstration de l'utilité, pour l'UNICEF, de continuer à promouvoir l'égalité des sexes dans ses programmes;
 - m. la réitération de la position de l'UNICEF sur la promotion des droits et de l'émancipation de la femme;
 - n. l'impératif d'inclure les questions d'égalité des sexes affectant les hommes et les garçons;
 - o. un cadre conceptuel précisant et analysant clairement la complémentarité avec l'approche axée sur les droits de l'homme dans la programmation, la gestion fondée sur les résultats et l'égalité des sexes, y compris l'interaction

- entre la Convention relative aux droits de l'enfant et la Convention sur l'élimination de toutes les formes de discrimination à l'égard des femmes ;
- p. la position de l'UNICEF sur l'intégration de l'égalité des sexes dans les situations d'urgence;
 - q. l'exigence d'un mécanisme de rapport annuel au Conseil d'administration.

Pour pouvoir être opérationnalisée, la politique doit aussi :

- r. être traduite dans toutes les langues officielles des Nations Unies;
 - s. être accompagnée de documentation d'orientation opérationnelle, pour chacun des secteurs;
 - t. fournir des directives opérationnelles quant aux questions d'égalité des sexes tant dans la programmation pour le développement que dans celle pour les situations d'urgence;
 - u. inclure une approche mise à jour de l'analyse par sexe dans la programmation, approche fondée sur les droits, incluant les hommes et les garçons et basée sur le cycle de vie et les conditions locales;
 - v. être préparée en deux versions : i) une version courte dans laquelle les principes de base sont énoncés, version qui sert d'énoncé de principe, et ii) une version plus longue expliquant la politique plus en détails pour rendre compte de la complexité et de l'importance du travail de l'UNICEF dans le domaine de l'égalité des sexes.
2. que l'UNICEF envisage sérieusement d'adopter un nouveau langage et une nouvelle terminologie qui reflètent exactement ce qu'elle essaye de faire avec sa politique d'égalité des sexes, c'est-à-dire qu'elle parle d'égalité accrue entre les hommes et les femmes et les garçons et les filles, au lieu d'employer le terme plus générique « égalité entre les sexes ».

Stratégie

- 3. que le directeur général réitère l'engagement de l'UNICEF à promouvoir une plus grande égalité entre les sexes et fasse clairement passer le message au personnel de l'UNICEF, en particulier la haute direction, et crée un Groupe de travail de revitalisation de la politique en matière d'égalité des sexes de haut niveau en lui donnant le pouvoir d'apporter des changements majeurs lorsque nécessaire, ainsi qu'un financement et des ressources humaines adaptés.
- 4. que le Conseil d'administration de l'UNICEF fasse en sorte que l'égalité des sexes soit intégrée en tant que question inter-sectorielle, de façon manifeste et explicite, dans le PSMT dans tous les domaines de concentration et tous les indicateurs pertinents, dans le cadre de l'examen à mi-parcours de 2008.
- 5. que le programme d'action du Conseil d'administration inclue l'égalité des sexes comme rubrique régulière de l'ordre du jour sur laquelle les différents acteurs de l'UNICEF doivent faire rapport régulièrement.

Responsabilité

- 6. que l'UNICEF intègre des systèmes de responsabilité plus robustes à tous les niveaux en ce qui concerne l'intégration de l'égalité des sexes dans sa programmation et

l'obtention de résultats en termes d'égalité des sexes, ainsi qu'un système d'approbation par signature pour le financement et les documents de programme.

7. que l'UNICEF donne des instructions à ses gestionnaires pour qu'ils veillent à ce que le rapport d'évaluation du rendement de chacun des employés qu'ils supervisent comprenne le perfectionnement des compétences pour les programmes relatifs à l'égalité des sexes et l'intégration et les principales missions en matière d'intégration de l'égalité des sexes, comme il convient pour les différents postes, et que la haute direction tienne ses gestionnaires responsables de ce faire.

Dotation en personnel et compétences dans le domaine de l'égalité des sexes

8. que l'UNICEF nomme un conseiller régional en égalité des sexes à temps plein dans chacun des bureaux régionaux et veille à ce qu'il ait au moins quelques connaissances et notions sur l'égalité des sexes en situations d'urgence et qu'elle rétablisse les réunions biannuelles des responsables de la coordination pour l'égalité des sexes et renforce la capacité de tous les conseillers régionaux pour ce qui est de donner leur avis sur les questions d'égalité des sexes aux bureaux de pays dans leur secteur de responsabilité.
9. que l'UNICEF ajoute au moins trois postes de spécialistes principaux en égalité des sexes dans l'Unité de l'égalité des sexes et des droits de l'homme, y compris un spécialiste de l'égalité des sexes en situations d'urgence, et fasse du poste de directeur un poste de niveau D1.
10. que l'UNICEF renforce considérablement la capacité en égalité des sexes dans les situations d'urgence au sein du siège, des bureaux régionaux et des bureaux de pays du Bureau des programmes d'urgence, entre autres en embauchant un conseiller principal en égalité des sexes (P-5) et en incluant l'égalité des sexes dans les divers secteurs.
11. que l'UNICEF révisé ses descriptions de postes génériques pour inclure explicitement les responsabilités en matière d'égalité des sexes dans la programmation; qu'elle veille à ce que soient incluses dans le processus de recrutement des questions sur la compréhension et l'expérience qu'ont les candidats de l'égalité des sexes; et qu'elle fasse de la performance des employés en matière d'égalité des sexes un facteur à envisager dans les décisions concernant les promotions.
12. que l'UNICEF prépare une liste des spécialistes de l'égalité des sexes – régionaux et nationaux, hommes et femmes – connaissant particulièrement bien certains domaines spécifiques (comme l'égalité des sexes et les situations d'urgence, l'égalité des sexes et l'eau et l'assainissement, l'égalité des sexes et la nutrition, l'égalité des sexes et l'éducation, etc.) que l'on pourrait solliciter pour qu'ils aident les bureaux régionaux, les bureaux de pays ou les partenaires nationaux.
13. que l'UNICEF renforce son système de responsables de la coordination pour l'égalité des sexes en élaborant des mandats clairs axés sur leurs rôles, dont la distribution d'information portant sur l'égalité des sexes à leurs collègues, et en faisant en sorte que les bureaux régionaux et de pays adoptent un modèle de groupe de travail nécessitant la présence, dans chaque secteur de programme, d'un responsable de la coordination pour l'égalité des sexes faisant rapport au responsable principal de la coordination au niveau du directeur régional adjoint ou de son représentant.

Renforcement de la capacité et formation

14. que l'UNICEF élabore un programme complet de renforcement de la capacité en égalité des sexes pour le personnel à tous les niveaux, avec une formation en ligne obligatoire sur l'analyse par sexe et l'égalité des sexes en situations d'urgence pour tous le personnel et les gestionnaires de programmes; qu'elle rétablisse un programme de formation de base sur l'égalité des sexes à l'UNICEF et revoie la formation pour les cadres supérieurs en veillant à ce qu'elle comprenne des modules pertinents sur l'égalité des sexes.
15. que l'UNICEF revoie ses outils et listes de contrôle actuels en matière d'égalité des sexes, afin d'intégrer l'égalité des sexes dans la programmation pour le développement et pour les situations d'urgence, et là où il y a des lacunes, qu'elle conçoive des directives, des outils, des listes de contrôle et des indicateurs de performance sur l'égalité des sexes dans la programmation, faciles à utiliser et adaptés aux différents secteurs et qu'elle les distribue au personnel à tous les niveaux.
16. que l'UNICEF documente, valide et partage les enseignements tirés, les bonnes pratiques et l'expérience acquise en matière de programmation axée sur l'égalité des sexes, tant pour le développement que pour les situations d'urgence, en mettant en place divers système de gestion des connaissances, par exemple en organisant des entrevues de fin d'emploi avec les employés sur le départ pour faire en sorte que la mémoire institutionnelle relative aux bonnes pratiques en matière d'égalité des sexes ne soit pas perdue, en établissant un groupe de discussion entre pairs sur Intranet (éventuellement conjointement avec le PNUD), en collaborant étroitement avec les autres organismes des Nations Unies pour mettre en commun bonnes pratiques et stratégies, en demandant à l'Unité de l'égalité des sexes et des droits de l'homme et Bureau des programmes d'urgence de transmettre régulièrement cette information au Conseil d'administration, aux États membres, aux bureaux régionaux et aux bureaux de pays.

Programmation pour le développement

17. que l'UNICEF fasse de l'analyse par sexe un élément obligatoire pour orienter les processus de planification des programmes de développement et d'urgence.
18. que l'UNICEF entreprenne un examen et une révision du *Manuel des politiques et procédures de programmation*, des analyses de situation et des examens de mi-parcours pour faire en sorte que les directives sur l'égalité des sexes soient des outils efficaces pour orienter les efforts d'intégration de l'égalité des sexes dans tous les processus et documents de programmes.
19. que l'UNICEF évalue les principales disparités entre les sexes qui affectent les hommes et les garçons dans le contexte de son mandat et qu'elle veille à ce que les programmes de pays se penchent sur ces questions lorsque nécessaire.
20. que les bureaux régionaux collaborent avec les bureaux de pays pour concevoir des stratégies et des plans d'action régionaux et sous-régionaux en matière d'égalité des sexes et que chaque descriptif de programme de pays comporte une stratégie explicite et financée dans le cadre de la contribution de l'UNICEF à l'égalité des sexes, une composante de l'approche qu'elle a adoptée pour la coopération pour le développement et l'aide humanitaire.

Intégration de l'égalité des sexes dans les situations d'urgence

21. que l'UNICEF entreprenne une évaluation plus approfondie du travail de l'organisme pour intégrer l'égalité des sexes dans la programmation d'urgence, évaluation qui fournira un diagnostic détaillé des lacunes et des défis ainsi que de bonnes bases pour la formulation d'une stratégie tournée vers l'avenir et axée sur les besoins spécifiques de l'UNICEF dans ce domaine.
22. que l'UNICEF examine et révise les devoirs fondamentaux vis à vis des enfants et le *Manuel pour les situations d'urgence sur le terrain : guide à l'usage du personnel de l'UNICEF* pour s'assurer qu'ils offrent des conseils efficaces pour l'intégration de l'égalité des sexes dans les différentes phases et les différents types de situations d'urgence – en particulier en ce qui concerne la façon d'effectuer des analyses par sexe pour contribuer aux processus d'évaluation et de préparation aux situations d'urgence, d'envisager les questions d'égalité des sexes dans une approche reposant sur la responsabilité sectorielle, et d'identifier explicitement les groupes vulnérables par sexe et par groupe d'âge dans les divers contextes de situations d'urgence.
23. que l'UNICEF prenne la décision d'intervenir comme défenseur de l'intégration de l'égalité des sexes dans différents types d'urgences et aux différents stades, avec ses partenaires des autres organismes, et qu'elle donne à ses employés de terrain des instructions claires sur les façons dont ils pourraient se comporter en chefs de file dans le cadre du processus de coordination nécessaire à la réussite de ces initiatives, par exemple en organisant des consultations avec les différents groupes concernés sur le manuel *Le genre dans l'action humanitaire* publié récemment par le Comité permanent inter-organisationnel.

Financement de l'intégration de la perspective de genre

24. que l'UNICEF veille à ce qu'il y ait une allocation budgétaire dédiée pour les ressources de base, afin de renforcer ses processus d'intégration de la perspective de genre et de montrer l'importance qu'elle attache à ce processus, en limitant le financement à 50% maximum du total. Étant données l'ampleur de l'intégration de la perspective de genre en tant que stratégie intersectorielle et les grandes faiblesses de l'UNICEF en termes de capacité du personnel dans ce domaine, elle devrait envisager une initiative majeure de renforcement de la capacité en matière d'égalité des sexes, sur une échelle similaire à celle du programme de coopération entre DFID et l'UNICEF pour renforcer la capacité de l'UNICEF en matière d'action humanitaire.

Cohérence au sein des Nations Unies

25. que l'UNICEF soit plus active au niveau des équipes pays des Nations Unies pour élaborer une approche commune en matière d'égalité des sexes, avec un soutien accru pour des initiatives conjointes comme les Groupes thématiques des Nations Unies sur l'égalité des sexes au niveau des bureaux de pays. L'UNICEF pourrait par exemple affecter des ressources humaines et financières plus importantes et plus stables à ces groupes thématiques pour appuyer la mise en oeuvre d'un plan de travail annuel allant au-delà de l'organisation d'activités pour la Journée internationale de la femme et incluant des tâches comme le suivi des apports concernant l'égalité des sexes dans les bilans communs de pays et le Plan-cadre des Nations Unies pour l'aide au développement.

Collaboration avec les partenaires

26. que l'UNICEF examine les antécédents de ses partenaires et leur expertise en matière d'égalité des sexes et identifie dans ce domaine de nouveaux partenaires potentiels

qu'elle pourrait intégrer dans ses processus de planification et de programmation aux niveaux mondial, régional et national.

27. Qu'elle envisage de travailler avec les bailleurs de fonds et les partenaires des Nations unies pour utiliser sa base de données Devinfo et d'autres systèmes de collecte d'information axés sur le terrain pour aider à faire un suivi sur l'impact qu'a sur l'égalité des sexes l'aide budgétaire directe, l'un des moyens d'inverser la tendance que l'on retrouve dans la nouvelle architecture de l'aide internationale et qui consiste à moins accorder d'attention aux questions d'égalité des sexes.

RESUMEN EJECUTIVO

Evaluación general

Existe una fuerte correlación entre el aumento de la igualdad de género y el logro del Objetivo 4 de Desarrollo del Milenio (ODM 4 – reducir la mortalidad infantil) y con otros ODM. Por esta razón, UNICEF solamente puede lograr sus objetivos básicos mediante el abordaje de la desigualdad de género a múltiples niveles. La política de género de UNICEF de 1994 (en inglés) dice que *"la situación socioeconómica de las mujeres como administradoras de facto del hogar, generadoras de ingresos, responsables del cuidado de la salud de la familia... afecta profundamente los esfuerzos [en] la mortalidad y la nutrición del infante y del niño/a"*.¹¹

Sin embargo, UNICEF no ha implementado sistemáticamente su política de género de 1994. Esto se debe a la forma en que UNICEF ha decidido implementar la integración de género, y no a una debilidad intrínseca a la integración de género como enfoque. La principal falla ha sido la perspectiva de la institución de lo que realmente se requiere para integrar la igualdad de género en el contexto de los programas de desarrollo y emergencia.

A pesar de muchas debilidades institucionales identificadas por la evaluación, UNICEF ha podido, generar un número significativo de buenas prácticas en la programación de la igualdad de género. Sin embargo, éstas tienden a ser el resultado de esfuerzos individuales y no existe un sistema establecido para asegurar que sean socializadas a través de la institución, o sean aplicadas a nivel nacional o a otro nivel mayor.

Asimismo, UNICEF ha asignado recursos significativamente insuficientes al proceso de integración de género y no ha establecido mecanismos de rendición de cuentas eficaces. El problema se ha agudizado en los últimos 10 años, y el compromiso de la institución a los niveles más altos con este proceso se ha debilitado o no ha sido comunicado eficazmente al personal de dirección y de programación a nivel regional y nacional.

Debido a la implementación inadecuada de su política de género, UNICEF no está obteniendo resultados óptimos y puede ser que algunos programas refuercen o agudicen desigualdades de género existentes, o que no logren cumplir sus objetivos. Si en el futuro UNICEF continúa implementando su política de género con el mismo enfoque *ad hoc*, debilitará aún más la eficacia de su programación y el uso inadecuado de recursos institucionales. Asimismo podría costar vidas humanas.

La política de género de UNICEF de 1994 es única, ya que combina una focalización en el aumento de la igualdad de género en la programación con los enfoques centrados en el ciclo de vida y en los derechos humanos. Aunque la política necesita ser actualizada en algunas áreas, sus principales postulados y principios siguen siendo sólidos. Sin embargo, en el proceso de actualización UNICEF necesita reconocer que para cumplir con su mandato básico, su política de género debe ir más allá de una prioridad escrita y ser tratada como una verdadera prioridad institucional y puesta en operación con esta importancia.

¹¹ "Gender Equality and Empowerment of Women and girls: A Policy Review" (E/ICEF/1994/L.0005).

Potencialmente, UNICEF se encuentra bien ubicada para integrar eficazmente el enfoque de género, en comparación con varias instituciones similares. Esto se debe a su alta credibilidad frente a las instituciones socias y contrapartes, a su fuerte presencia en el campo, al compromiso de su personal con la justicia social, a sus enfoques centrados en el ciclo de vida y en los derechos humanos, así como a su programación innovadora. Además, UNICEF ya cuenta con un grupo básico de líderes individuales activamente comprometidos con la integración de la igualdad de género en su programación. Sin embargo, su trabajo en esta área no ha sido recompensado de una manera sistemática.

Contexto y propósito de la evaluación

En marzo de 2007, UNICEF realizó una evaluación de su política de género a nivel global. La evaluación fue supervisada por un grupo referencial dirigido por un Subdirector Ejecutivo y conducida por la Oficina de Evaluación de UNICEF. El propósito fue identificar las fortalezas y debilidades de la institución relacionadas con la integración de la igualdad de género en la programación; así como identificar buenas prácticas de igualdad de género para fortalecer la eficacia de procesos futuros de programación.

La evaluación representa la segunda fase en un proceso que consta de tres partes. La primera fase, también dirigida por la Oficina de Evaluación, consistió en una autoevaluación de la implementación de la política de género de UNICEF en cinco Oficinas Nacionales (CO por sus siglas en inglés) y una Oficina Regional (RO por sus siglas en inglés).¹² La tercera fase consistirá en un proceso consultivo de planificación estratégica, basado en los resultados de la evaluación y en las prioridades de cambio que UNICEF identifique, el cual será liderado por la División de Políticas y Planificación.

La presente evaluación se lleva a cabo en el contexto del proceso de reforma de las Naciones Unidas, y en una coyuntura en la que muchas instituciones multilaterales y bilaterales están reconsiderando sus procesos de integración de género. *Integración de género* se refiere aquí al proceso de evaluar las implicaciones para las mujeres, los hombres, los niños y las niñas de cualquier acción planificada, políticas o programas, en todas las áreas y a todos los niveles, de manera que los intereses y experiencias de las mujeres, así como de los hombres, sean una dimensión integral del diseño, la ejecución, el seguimiento y la evaluación de las políticas y los programas en todas las esferas políticas, económicas y sociales, con el fin de alcanzar la igualdad de género.¹³

Un estudio reciente de la Agencia Noruega de Cooperación Técnica (NORAD por sus siglas en inglés), que resume las conclusiones de las evaluaciones sobre igualdad de género de nueve agencias de desarrollo, reveló que la integración de género no ha sido particularmente eficaz porque se le ha dado una prioridad limitada, y por consiguiente recursos insuficientes y falta de definición de responsabilidades; así como insuficiente institucionalización de procesos relacionados e informes limitados sobre los resultados de igualdad de género. Además, las nuevas modalidades de asistencia para el

¹² El ejercicio de autoevaluación se llevó a cabo en cinco oficinas nacionales y una oficina regional: Barbados, Egipto, Kenia/ESARO (Oficina Regional para el Este y el Sur de África), Pakistán y Turquía.

¹³ ECOSOC. Conclusión 1997/2.

desarrollo han desviado la atención de los temas de igualdad de género.¹⁴ Igualmente, el ejercicio de autoevaluación de UNICEF reveló que la brecha entre las políticas y su ejecución a nivel de país se debe en parte a la falta de recursos financieros y técnicos; a una insuficiente capacidad y herramientas; falta de claridad en los sistemas de responsabilidad en la integración de género; así como a la ausencia de un liderazgo institucional claro, lo cual ha llevado a enfoques puntuales, al uso inconsistente de datos desagregados por sexo y de un lenguaje sensible al género.

UNICEF solicitó al Equipo de Evaluación evidencia para confirmar o refutar las conclusiones del ejercicio de autoevaluación, el estudio de NORAD y los temas adicionales identificados durante la fase inicial de la evaluación. Con este fin, la evaluación realizó entrevistas personales y telefónicas con el personal de UNICEF de la oficina central, las oficinas regionales y otros lugares; así como una discusión por la intranet y dos encuestas institucionales, además se llevaron a cabo seis estudios de caso a nivel de país con un análisis profundo en Jordania, Moldavia, Uganda, Mali, Nicaragua y Nepal. Estas actividades fueron complementadas con una extensa revisión de documentos y un análisis institucional desde la perspectiva del compromiso, la responsabilidad, la capacidad y el financiamiento.

La política de género de UNICEF de 1994

Los resultados principales relacionados directamente con la política como documento revelaron lo siguiente:

- Muchos miembros del personal de UNICEF no han leído la política o no saben que existe una política.
- Aquellos que han leído la política la encontraron bastante inaccesible y presentada en forma inadecuada.
- A pesar de que la política declara explícitamente que el personal de UNICEF debe promover los derechos y el empoderamiento de las mujeres, este principio no ha sido comunicado claramente al personal por la alta dirección, y muchos miembros del personal no tienen claro si deben concentrarse únicamente en los derechos de los niños y niñas o en los derechos de ambos: las mujeres y los niños/as.
- Algunos miembros del personal no distinguen claramente entre la política de género de UNICEF en la programación y su política institucional de paridad de género en el personal.

La política de género de UNICEF necesita ser actualizada. La política contiene elementos básicos que siguen siendo relevantes para UNICEF, entre ellos la promoción de un enfoque de igualdad de género, apoyo a la necesidad persistente de intervenciones específicas de género en algunos contextos, atención especial a la niña y promoción de los derechos y el empoderamiento de la mujer. La política necesita incluir los siguientes elementos nuevos:

- Adaptar el modelo de análisis de género que promueve, para que refleje las necesidades y los roles de los hombres y los niños varones.
- Ser acompañada con un marco operativo y herramientas para el análisis de género, relevantes a los diferentes contextos y sectores en los cuales trabaja UNICEF.
- Clarificar los vínculos entre la Convención sobre los Derechos del Niño (CDN) y la Convención para la Eliminación de Todas las Formas de Discriminación contra la

¹⁴ NORAD. 2005. Gender and Development – a review of evaluation reports 1997-2004.

- Mujer (CEDAW por sus siglas en inglés).
- Afirmar la importancia de su política de género y resaltar los vínculos entre el aumento de la igualdad de género y el logro de su mandato básico y los ODM.

Compromiso

La evaluación reveló que el personal de UNICEF tiene un compromiso fuerte con la justicia social y, hasta cierto punto, también con la igualdad de género. Sin embargo, los valores asociados a esta última no son automáticamente interiorizados. En general, el compromiso de UNICEF con la igualdad de género es más individual que institucional. Además, entre el personal existe una opinión generalizada de que el nivel de compromiso con la igualdad de género demostrado por la alta dirección no es suficientemente fuerte. Afirmaron repetidamente que sentían que el compromiso ejecutivo institucional era esencial, pero estaba ausente. En especial, señalaron que la igualdad de género no se encuentra claramente integrada en ninguna de las áreas de focalización del Plan Estratégico de Mediano Plazo (MTSP, por sus siglas en inglés), con excepción de educación, y esto limita la eficacia de la promoción de la igualdad de género a nivel de las oficinas nacionales. Sin embargo, el MTSP sí incluye varios indicadores de desempeño clave relacionados con la igualdad de género, y los informes anuales indican que las oficinas de campo en algunos casos se han tardado en hacer los cambios que están implícitos en estos indicadores.

Hace 10 años, UNICEF era considerada como una organización líder en la promoción de la igualdad de género dentro del sistema de las Naciones Unidas. No obstante, dicho liderazgo ha decaído considerablemente en la última década. Por ejemplo, aunque UNICEF sigue promoviendo activamente la igualdad de género en algunos grupos temáticos interinstitucionales, los recursos asignados actualmente para personal especializado en género son significativamente más bajos, y el traslado de la Unidad de Igualdad de Género y Derechos Humanos (GEHRU por sus siglas en inglés) de la División de Programas a la División de Políticas, ha debilitado su relación con el personal de programas a nivel de las oficinas nacionales – casi hasta el punto en que la Unidad se ha vuelto invisible a nivel de campo. La propia Unidad tiene un déficit de recursos significativo. En las palabras de un Asesor Regional, “el proceso de integración ha invisibilizado el *género*.”

Desafíos de la aplicación de un enfoque de integración de género

La integración de género no es una estrategia fácil de implementar. Para garantizar su implementación sistemática, UNICEF necesita reiterar con frecuencia su compromiso con la integración de género. En caso contrario, la estrategia fácilmente se diluirá entre otras prioridades que compiten.

La integración efectiva de género requiere del análisis sistemático de relaciones socioeconómicas complejas a múltiples niveles de la sociedad. Dicho análisis va más allá de contar el número de participantes masculinos y femeninos de una actividad. Requiere tiempo, especialización y dinero. En UNICEF el tiempo que se asigna a este proceso es limitado o inexistente, y el número de puestos de trabajo especializados en género en la institución son pocos y menos de cinco.

Otro desafío es que el proceso de análisis requerido en el análisis de género frecuentemente lleva a una persona a examinar sus propios valores y relaciones personales desde la óptica del enfoque de género. Algunos miembros del personal

encuentran este proceso amenazante o lo consideran incómodo y difícil. La promoción de la igualdad de género cuestiona asimismo las relaciones de poder existentes y requiere que el personal desarrolle activamente formas de modificarlas. Algunos miembros del personal además ven la promoción de una mayor igualdad de género como una especie de interferencia cultural, mientras que otros ven el análisis de género como un lujo a ser considerado solamente después de haber resuelto otras prioridades programáticas. Muchos ven el género como un término asociado únicamente a “las mujeres y las niñas”, y no ven la conexión con la situación de los hombres y los niños varones. Algunos miembros del personal reportaron asimismo que se sienten estigmatizados cuando promueven activamente una mayor igualdad de género.

Capacidad de UNICEF

En la actualidad la capacidad en igualdad de género rara vez es considerada en el proceso de reclutamiento de UNICEF, quizás este es uno de los factores que podría explicar por qué la evaluación encontró relativamente pocos casos en que el personal ha integrado un enfoque estratégico en los temas de igualdad de género. En general, la capacidad de UNICEF en programación de la igualdad de género es limitada, y el personal de programación no tiene acceso a especialistas en género en la institución, ni a un buen nivel de conocimientos sobre cómo llevar a cabo la integración de género. Este último aspecto es muy importante, ya que el proceso de integración depende de que todo el personal pueda implementar la igualdad de género en su trabajo.

Únicamente la mitad del personal de UNICEF ha recibido alguna capacitación de género y solamente un porcentaje reducido de este grupo considera que posee habilidades y conocimientos adecuados para poder aplicar los principios de igualdad de género en el contexto de la programación regular. El personal está también tratando de integrar la igualdad de género de manera eficaz en los otros enfoques programáticos de UNICEF, en especial el enfoque basado en los derechos humanos y el enfoque de gestión por resultados. El personal de UNICEF reconoce estos desafíos y en general está abierto a aumentar sus conocimientos sobre cómo integrar la igualdad de género en la programación.

La documentación de los programas de UNICEF, especialmente los componentes relacionados con resultados e indicadores de desempeño clave, tienden a agregar “niños”, “adolescentes”, “miembros de la comunidad”, etc., en vez de desagregar cada una de estas categorías por sexo. Sin esta diferenciación es imposible para el personal de UNICEF medir el impacto de los programas que apoya en grupos específicos de hombres, mujeres, niñas y niños varones. El personal entrevistado pidió herramientas prácticas para efectuar análisis de género en sectores específicos, desarrollar indicadores cualitativos sensibles al género para el seguimiento, etc.

Sin embargo, el personal de UNICEF se encuentra recargado por la forma de operar de la organización con bastantes procedimientos y muchos temen que integrar la igualdad de género en la programación de una forma más sistemática incremente aún más su carga de trabajo. Además, en la actualidad UNICEF tiende a apoyarse en sus Puntos Focales de Género (PFG) para brindar apoyo especializado en género tanto a nivel de las oficinas regionales como nacionales. Sin embargo, la mayoría de los PFG no posee ni la formación ni la experiencia suficiente en género para desempeñar esta función, y la mayoría cumple con estas responsabilidades adicionalmente a una carga de trabajo ya de por sí intensa.

Para elevar la capacidad del personal a un nivel donde pueda integrar eficazmente la igualdad de género en la programación, UNICEF necesita desarrollar un programa sistemático de capacitación y construcción de habilidades a todos los niveles, para que como mínimo el personal pueda:

- Llevar a cabo un análisis de género básico en sus sectores de responsabilidad.
- Reconocer en qué momento necesita solicitar apoyo de especialistas con un conocimiento más profundo de los temas de género.
- Identificar puntos de entrada estratégicos para el análisis y actividades de género.
- Desarrollar resultados e indicadores de desempeño que incorporen genuinamente el enfoque de género.
- Abogar efectivamente por enfoques de igualdad de género con las contrapartes y socios nacionales.

Además, UNICEF necesita asegurar que el personal tenga acceso rápido y fácil a expertos de género, así como a contratar expertos adicionales en género para la institución, como mínimo a nivel de la oficina central y de las oficinas regionales.

Responsabilidad

En general existe una falta de asignación de responsabilidades en la implementación de la política de género de UNICEF. El personal de dirección a todos los niveles no hace cumplir ni brinda apoyo de forma sistemática para la integración de la igualdad de género en la programación. UNICEF generalmente no define responsabilidades claras para promover la igualdad de género, incluso en el caso de sus Puntos Focales de Género. Muchos PFG ocupan cargos relativamente menores y no tienen la autoridad para hacer que sus colegas cumplan con la integración de la igualdad de género en la programación. Por estas razones, UNICEF necesita con urgencia abordar el tema de la responsabilidad a todos los niveles, y que los altos niveles de dirección transmitan un mensaje claro sobre cómo pedirán cuentas al personal sobre la integración de la igualdad de género en sus áreas particulares de trabajo. UNICEF también necesita empezar a pedir cuentas a sus contrapartes nacionales sobre la integración de la igualdad de género en los programas que apoya.

Financiamiento

La evaluación reveló que no es posible hacer un seguimiento del gasto en iniciativas de igualdad de género en los sistemas de seguimiento financiero existentes en UNICEF. El personal reportó que los fondos destinados a iniciativas para generar un cambio social o de actitudes y/o a iniciativas de abogacía, incluyendo igualdad de género, algunas veces se reasignan a otras cuentas presupuestarias. Esta vulnerabilidad se debe, en parte a que son procesos de largo plazo que requieren de compromisos financieros sostenidos a largo plazo. A nivel de las oficinas nacionales, en general existe un financiamiento adecuado disponible para la integración de la igualdad de género en la programación. La escasez de especialistas en igualdad de género en el personal de UNICEF es actualmente una restricción más seria que el financiamiento de los programas.

Procesos programáticos en contextos de desarrollo

UNICEF tiene un papel importante que jugar en la integración de la igualdad de género

en las Valoraciones Comunes de los Países (CCA por sus siglas en inglés). Un desafío es el contenido de género de las CCA, si éste es más descriptivo que analítico, la misma debilidad tiende a trasladarse al Marco de Asistencia de las Naciones Unidas para el Desarrollo (UNDAF por sus siglas en inglés). El equipo también encontró que cuando se han implementado análisis situacionales, esto ha contribuido a mejorar el análisis de género a nivel nacional, aunque todavía se requiere de un análisis más profundo. La revisión reciente de los lineamientos para análisis situacionales (SitAn por sus siglas en inglés) ofrece por lo tanto una oportunidad estratégica para fortalecer el análisis de género a nivel nacional en la etapa inicial del proceso de programación.

Los procesos CCA y UNDAF proporcionan una buena oportunidad para que UNICEF promueva la inclusión de iniciativas prioritarias de igualdad de género en los programas apoyados por las Naciones Unidas. Entre otras iniciativas, UNICEF podría abogar para incrementar los procesos de consulta entre las contrapartes nacionales y las Naciones Unidas y organizaciones de la sociedad civil que tienen un buen conocimiento de los temas de igualdad de género en el país en cuestión.

La evaluación reveló que los temas de igualdad de género son insuficientemente abordados en los Documentos de Programas de País (CPD por sus siglas en inglés) y los Planes de Acción para Programas de País (CPAP por sus siglas en inglés), y que la inclusión de iniciativas de igualdad de género en los planes de trabajo anuales y en el seguimiento y evaluación tienden a ser aún más débiles, mientras que los resultados de género son reportados en forma inconsistente. En particular, los informes anuales tienden a reportar principalmente los niveles de participación de los niños y las niñas o las mujeres y los hombres, en lugar de indicar los cambios cualitativos en términos de igualdad de género. Los programas específicos tienen un análisis reducido sobre el impacto diferenciado que tendrían las actividades en las niñas y los niños, o en las mujeres y los hombres, y existe un análisis limitado de las causas subyacentes de la desigualdad de género y cómo podrían ser abordadas.

Procesos programáticos en contextos de emergencia

La integración de la igualdad de género en el trabajo de emergencia de UNICEF es débil en términos de: compromiso institucional, capacidad del personal, asignación de responsabilidades y de recursos humanos y financieros exclusivamente dedicados al tema, especialmente a nivel de campo. Las debilidades de capacidad incluyen una falta de comprensión de los temas de igualdad de género en cada *cluster* o grupo especial interagencias, así como de la relación de dichos temas con el éxito y las prioridades del programa. Algunos miembros del personal de UNICEF perciben que la integración de la igualdad de género en situaciones de emergencia constituye un lujo, ya que en su opinión las operaciones deberían concentrarse en “salvar vidas”. Asimismo, el personal de UNICEF tiende a ver a las mujeres y los niños y niñas como grupos vulnerables que requieren servicios, y no como actores que aportan a los programas en contextos de emergencia. Muchos planes de preparación para emergencias no están sustentados en un análisis de género previo, y en consecuencia existe el riesgo de que los temas de igualdad de género no sean abordados – especialmente en contextos de emergencias de ocurrencia rápida.

A nivel de campo, el personal de UNICEF no se siente empoderado o con capacidad para abordar los vacíos de la integración de la igualdad de género en un contexto de emergencia, especialmente cuando trabajan con otros proveedores importantes de

servicios de asistencia humanitaria que enfrentan carencias similares. UNICEF podría asumir un liderazgo más fuerte en esta área. La Oficina de Programas de Emergencia de UNICEF (EMOPS por sus siglas en inglés) ha adoptado una actitud proactiva al abordar muchos de los desafíos que enfrenta el personal para integrar la igualdad de género en los programas de emergencia. UNICEF apoyó la elaboración de la política de género del Comité Permanente Interagencias (IASC por sus siglas en inglés) en 1999, así como el manual recientemente publicado sobre la integración de género en situaciones de emergencia, y EMOPS asignó a un miembro del personal de la oficina central para documentar buenas prácticas de igualdad de género en programas de emergencia. Sin embargo, siguen existiendo vacíos y debilidades que requieren de una evaluación separada con un análisis profundo para proporcionar una guía sobre cómo fortalecer la integración de la igualdad de género en la programación de intervenciones de emergencia.

Alianzas o asociaciones

En general, UNICEF ha establecido una buena relación con sus socios o contrapartes nacionales, de las Naciones Unidas y donantes institucionales. De hecho, una de las fortalezas clave de UNICEF ha sido su capacidad para potenciar dichas relaciones y actuar como un ente convocante entre los múltiples actores involucrados. No obstante, UNICEF sigue manifestando la tendencia a limitar la responsabilidad de sus socios o contrapartes nacionales en la integración de la igualdad de género, a la presentación de información sobre la participación masculina / femenina en las programas.

Existe asimismo una falta general de claridad entre los diferentes organismos de las Naciones Unidas sobre sus respectivos traslapes en la programación de la igualdad de género. En algunos países esto se observa especialmente en el caso de los organismos de las Naciones Unidas que interactúan con UNIFEM, ya que los diferentes organismos no siempre saben con exactitud quién está “a cargo” de la agenda de género de las Naciones Unidas en el país en cuestión.

Para ayudar a subsanar esta “superposición de mandatos”, el PNUD, FNUAP, UNIFEM y UNICEF prepararon recientemente un documento sobre “complementariedades” en la cooperación en igualdad de género y se lo presentaron a sus juntas ejecutivas, acompañando los borradores de sus planes estratégicos. Las cuatro organizaciones están elaborando actualmente materiales de capacitación conjuntos sobre género. Capitalizando las experiencias prometedoras de algunos países, UNICEF podría hacer un uso adicional del Grupo Temático de Género de los Equipos de las Naciones Unidas (UNGTG por sus siglas en inglés) en cada país, para acordar una división del trabajo y desarrollar iniciativas programáticas conjuntas de género que aprovechen las fortalezas de cada institución.

Buenas prácticas

Pese a la debilidad institucional identificada, UNICEF ha generado numerosas buenas prácticas en la programación de la igualdad de género. Éstas tienden a ser consecuencia de esfuerzos individuales, y no existe un sistema establecido para garantizar que sean socializadas a través de la institución o para que tengan un impacto más allá del nivel nacional. Esta falta de socialización de las buenas prácticas fue una

debilidad genérica de UNICEF realizada por la revisión institucional de 2007.¹⁵

La evaluación reveló que las buenas prácticas más eficaces en igualdad de género eran aquellas que: enfatizaban un enfoque estratégico inclusivo de los hombres y los niños varones, abogaban por políticas basadas en evidencia y sustentadas en las necesidades y prioridades de la comunidad y enfatizaban la socialización del enfoque de género y el empoderamiento de los y las adolescentes desde una edad temprana. Al interior de UNICEF, una buena práctica que parece ser exitosa consiste en asignar la responsabilidad de integrar la igualdad de género a más de una persona de la oficina nacional o regional, y que el personal directivo coordine y haga responsable a los miembros del personal.

La evaluación identificó, además, buenas prácticas en contextos de emergencia, especialmente con relación a la violencia basada en el género. Muchas de dichas prácticas se remontan a la década de 1990 y no han sido documentadas o aplicadas para enriquecer las prácticas de UNICEF. En el Anexo del informe principal se incluye un análisis resumido de las buenas prácticas identificadas por la evaluación en los programas de desarrollo y emergencia.

Conclusiones

UNICEF enfrenta los siguientes desafíos específicos para implementar la integración de la igualdad de género:

- La percepción por parte del personal de UNICEF de que existe una falta de voluntad política clara a niveles altos de dirección para apoyar el fortalecimiento de la igualdad de género.
- No se está exigiendo al personal que informe sistemáticamente sobre la integración del enfoque de género en la programación, ya sea en contextos de desarrollo o de emergencia.
- Muchas de las actividades y recursos para la integración de la igualdad de género en los procesos programáticos son inadecuados para la tarea requerida o, no son aplicados sistemáticamente cuando los lineamientos o procedimientos existentes son adecuados y se encuentran claramente enunciados.
- Capacidad limitada del personal en el área de igualdad de género, especialmente en el análisis de género.
- Acceso limitado del personal a especialistas en género.
- Recompensas institucionales limitadas por promover la igualdad de género en los programas.
- Falta de comunicación al interior de la institución sobre cuál es la posición de UNICEF en la promoción de los derechos de la mujer en el contexto de una organización centrada en la infancia.
- Falta de claridad en relación con el papel de los Puntos Focales de Género a todos los niveles.
- Falta de claridad en los organismos de las Naciones Unidas sobre cuáles de ellos deberían ser responsables, y de qué tipos de programas, en los temas de derechos y el empoderamiento de la mujer y en dónde encaja UNICEF en dicho espectro.

Entre las causas subyacentes de estos desafíos se encuentran:

¹⁵ Giving Works. 2007. UNICEF Organizational Review – Synthesis Report: Findings and Summary Recommendations.

- La complejidad general de implementar estrategias de integración de la igualdad de género, que para funcionar efectivamente, demandan una transformación importante de la forma en que funciona una institución, así como una mayor asignación de recursos humanos y financieros
- La dificultad de mantener el impulso y el interés generados por la Conferencia sobre la Mujer en Beijing en 1995 por más de 10 años
- Bajos niveles de capacitación del personal de UNICEF en análisis de género
- La tendencia a nivel de todo el sistema de las Naciones Unidas a recompensar principalmente la eficiencia administrativa y no el contenido innovador y sustantivo de los programas
- El hecho de que cada programa requiera una solución individual, específica a cada caso, para promover el fortalecimiento de la igualdad de género en un contexto sectorial y cultural concreto.
- El hecho de que la integración de la igualdad de género en la programación necesite frecuentemente una visión y un compromiso financiero a largo plazo, y que muchas de las instituciones que suministran fondos a los programas de UNICEF, solamente otorguen financiamiento por períodos de tres a cinco años
- Los programas de igualdad de género, debido a que apuntan explícitamente a modificar valores culturales y relaciones de poder, y por consiguiente, a menudo enfrentan una mayor resistencia que los programas orientados al desarrollo económico (incluso cuando éstos últimos tienen un efecto similar)

En la parte positiva, la evaluación concluyó que UNICEF tiene una base bastante fuerte sobre la cual desarrollar una programación que integre la igualdad de género de forma más efectiva, en comparación con muchas instituciones multilaterales y bilaterales.

Esto obedece a:

- La alta credibilidad de UNICEF entre las instituciones socias o contrapartes, el público y los donantes institucionales, así como con las organizaciones de la sociedad civil
- Una fuerte presencia de campo, recopilación de datos desagregados por sexo y conocimiento de las condiciones locales, factores que apoyan los recursos y actividades requeridas para la integración de la igualdad de género en la programación.
- Un alto compromiso del personal con la promoción de la justicia social en la programación, y un número considerable de miembros del personal abiertos a trabajar más activamente en la promoción de una mayor igualdad de género
- Los enfoques basados en el ciclo de vida y en derechos humanos de UNICEF, que podrían ser fácilmente adaptados para una mejor inclusión de los temas de igualdad de género
- Un enfoque estratégico de programación, que puede conducir a programas innovadores que aborden algunas de las causas subyacentes de las desigualdades de género
- Una masa crítica de líderes individuales y personal de dirección que promueven la integración de la igualdad de género en la programación

Asimismo, es imposible abordar los problemas que aquejan a los niños y niñas sin comprender y abordar los problemas principales de igualdad de género que afectan a sus padres y madres, o las relaciones de poder de género dentro de cada país en el cual trabaja UNICEF. Si la percepción es que las madres tienen menos derechos que los padres y los hijos varones de la familia, ambos sexos de la siguiente generación

crecerán interiorizando que es una forma aceptable de tratar a las mujeres y las niñas, y que es normal que los niños varones y los hombres tengan un rol dominante tanto en el hogar como en la sociedad. Este desequilibrio también tiene un costo para los hombres y los niños varones, vinculado a niveles más altos de enfermedades relacionadas con el estrés de cumplir con su papel de proveedores de la familia. Para incidir en estos temas básicos, UNICEF debe encontrar formas eficaces de incorporar procesos de análisis de género en sus sistemas programáticos y de asegurar que las decisiones programáticas tomen en cuenta los resultados de dichos análisis de género.

UNICEF se encuentra en una posición extraordinaria, quizás única, ya que *debe* abordar los temas de igualdad de género para cumplir con su mandato institucional. Sin embargo, para capitalizar sus fortalezas e integrar verdaderamente la igualdad de género en su programación, UNICEF necesita cambiar su enfoque de igualdad de género, transformándolo en un enfoque que constituya un verdadero foco prioritario, que cimiente el éxito de la organización en la implementación de su mandato institucional básico.

Las siguientes recomendaciones han sido desarrolladas para apoyar dicha transformación, y en especial para avanzar procesos futuros de planificación dirigidos a fortalecer la integración de género.

Recomendaciones

El desafío que enfrenta UNICEF es cómo aprovechar el tremendo trabajo que está siendo realizado para promover la igualdad de género por un talentoso grupo de personas al interior de la institución y cómo encontrar formas de garantizar que éste pase a formar parte de los estándares operativos normales y el carácter único de la organización, de lo cual todo el personal es responsable. Para ello, UNICEF necesita considerar seriamente las siguientes recomendaciones:

Política

Se recomienda:

1. Que UNICEF mantenga los elementos centrales de su Política de Género de 1994 (promoción de la igualdad de género, apoyo continuado a una selección de programas específicos de género, atención especial a la niña), pero que actualice la política para que también refleje:
 - w. Una exposición razonada sobre la eficiencia y eficacia de integrar la igualdad de género en la programación para que UNICEF continúe promoviendo la igualdad de género en sus programas
 - x. La reiteración de la posición de UNICEF en la promoción de los derechos y el empoderamiento de la mujer
 - y. La necesidad de incluir temas de género que afecten a los hombres y a los niños varones
 - z. Un marco conceptual que describa y profile claramente la complementariedad entre el enfoque basado en los derechos humanos, los enfoque de gestión por resultados y de igualdad de género, incluyendo los enlaces entre la CDN y CEDAW y la igualdad de género
 - aa. La posición de UNICEF sobre la integración de la igualdad de género en contextos de emergencia

bb. El requisito de un mecanismo de informe anual ante la Junta Ejecutiva

Para ayudar a la implementación de la política, también se necesita:

- cc. Traducir la política a todos los idiomas oficiales de las Naciones Unidas
 - dd. Acompañarla de una guía operativa, por sectores
 - ee. Proporcionar orientación operativa sobre temas de igualdad de género, tanto en los sectores de programación de desarrollo como en contextos de emergencia
 - ff. Incluir un enfoque actualizado para el análisis de género en la programación, que esté basado en los derechos humanos, incluya a los hombres y los niños varones y adoptar un enfoque basado en el ciclo de vida y en contextos o entornos.
 - gg. Producir la política en dos versiones: i) una versión corta, que establezca los principios básicos y sirva como enunciado de una plataforma fundamental, y; ii) una versión larga, que explique la política en mayor detalle, recogiendo la complejidad y la importancia del trabajo de UNICEF en igualdad de género
2. Que UNICEF considere seriamente adoptar un nuevo lenguaje y una nueva terminología, que reflejen exactamente lo que la institución está tratando de lograr con su política de igualdad de género. Por ejemplo, que mencione el aumento de la igualdad entre las mujeres y los hombres y entre los niños y las niñas en contextos específicos, en lugar de utilizar el término más genérico de “igualdad de género”.

Estrategia

- 3. Que la Directora Ejecutiva de UNICEF reformule el compromiso de UNICEF de promover una mayor igualdad de género y comunique este mensaje claramente al personal de la institución, especialmente a los niveles altos de dirección, y que establezca un Grupo Especial o *Task Force* de alto nivel para la Revitalización de la Política de Género, con autoridad para efectuar cambios significativos según se requiera, y una dotación adecuada de recursos financieros y recursos humanos.
- 4. Que la Junta Ejecutiva de UNICEF asegure que la igualdad de género está visible y explícitamente integrada como un tema transversal en el MTSP, en todas las áreas de focalización y en todos los indicadores relevantes, como parte del proceso de revisión de medio término a realizarse en el 2008.
- 5. Que la agenda de la Junta Ejecutiva incluya el enfoque de igualdad de género como un tema regular, sobre el cual diferentes actores de UNICEF estén obligados a presentar informes periódicos.

Rendición de cuentas

- 6. Que UNICEF establezca sistemas de rendición de cuentas más fuertes a todos los niveles para evaluar la integración de la igualdad de género en su programación y el logro de resultados de igualdad de género – posiblemente incluyendo un sistema obligatorio que revise la integración de la igualdad de género como requisito para la aprobación de los documentos y el financiamiento de los programas.

7. Que UNICEF de instrucciones a sus directores/as para asegurar que los informes de evaluación del desempeño (PER por sus siglas en inglés) de cada persona que supervisen, incluyan el desarrollo de habilidades en programación de la igualdad de género y tareas clave de integración de la igualdad de género apropiadas a cada cargo específico, y que los altos niveles de dirección demande a sus directores/as y coordinadores/as informar sobre los resultados de este proceso.

Dotación de personal y especialización en género

8. Que UNICEF nombre a un Asesor/a Regional sobre Igualdad de Género de tiempo completo en cada oficina regional y se cerciore de que éstos tengan al menos cierta experiencia y conocimiento sobre el enfoque de género en situaciones de emergencia, y que además UNICEF restablezca las reuniones regionales bianuales de los puntos focales de género y desarrolle las capacidades de todos los asesores regionales para proporcionar retroalimentación a las oficinas nacionales sobre los temas relativos a la igualdad de género vinculados a su sector de responsabilidad.
9. Que UNICEF adicione a la Unidad de Igualdad de Género y Derechos Humanos al menos tres cargos de especialistas principales en género, uno de ellos con experiencia y conocimientos especializados sobre el sector de género y emergencias, y que promueva la posición del director/a de dicha Unidad al nivel D1.
10. Que UNICEF fortalezca fuertemente las capacidades en el área de análisis e integración de género en contextos de emergencia en EMOPS a nivel de la oficina principal y las oficinas regionales y nacionales. Este proceso incluye la designación de un Asesor/a Principal de Género (P-5) en cada uno de los diferentes *clusters* o grupos especiales interagencias, así como integrar capacidades de género dentro de los mismos.
11. Que UNICEF revise los términos de referencia genéricos de los puestos de trabajo e incluya explícitamente en ellos la responsabilidad sobre la igualdad de género en la programación; que asegure que los procesos de reclutamiento incluyan preguntas sobre el conocimiento y la experiencia de los candidatos/as en igualdad de género; y que haga del desempeño del personal en el área de igualdad de género un factor a ser considerado en las decisiones de promoción.
12. Que UNICEF elabore una lista de especialistas en género masculinos y femeninos a nivel regional y nacional, con conocimientos y experiencia en el enfoque de género en áreas específicas (por ejemplo, género y emergencias, género y agua y saneamiento, género y alimentación, género y educación, etc.), a los que se pueda recurrir para apoyar a las oficinas regionales y nacionales y a las contrapartes e instituciones socias nacionales.
13. Que UNICEF fortalezca su sistema de Puntos Focales de Género, desarrollando un conjunto claro de términos de referencia focalizados en la función del PFG de diseminar información sobre temas de género a sus colegas. Además, que tanto las oficinas regionales como las oficinas nacionales adopten un modelo de grupos especiales o *task forces* sobre género, lo cual incluiría convocar a un PFG en cada área programática, el mismo que reportaría a un PFG a nivel de Representante Adjunto o Subdirector Regional.

Construcción de capacidad y programas de capacitación

14. Que UNICEF elabore un programa exhaustivo para desarrollar la capacidad en igualdad de género de su personal a todos los niveles, incluyendo capacitación vía internet obligatoria sobre el análisis y el enfoque de género en emergencias, para todo el personal de programación y de dirección, así como el restablecimiento de un programa introductorio de capacitación sobre género a nivel institucional y la revisión de la capacitación a los altos niveles de dirección para asegurar que incluya componentes relevantes de igualdad de género.
15. Que UNICEF revise sus herramientas y listas de verificación existentes para la integración de la igualdad de género en los programas de desarrollo y emergencia y, en donde existan vacíos, que elabore lineamientos, herramientas, listas de verificación e indicadores de desempeño sobre igualdad de género, que estén basados en sectores y sean fáciles de utilizar, y que UNICEF distribuya dichos materiales al personal a todos los niveles.
16. Que UNICEF documente, valide y socialice las lecciones aprendidas, buenas prácticas y experiencias en programación de la igualdad de género en contextos tanto de desarrollo como de emergencia, estableciendo diversos sistemas de gestión del conocimiento; por ejemplo, a través de entrevistas “de salida” con el personal que se retira de la institución, para garantizar que no se pierda la memoria institucional relacionada con buenas prácticas de igualdad de género; estableciendo un grupo activo de discusión de autoayuda con la metodología de pares, que funcione a través de la intranet (posiblemente en colaboración con el PNUD); trabajando en estrecha colaboración con otros organismos de las Naciones Unidas en el intercambio de buenas prácticas y estrategias; y solicitando a GEHRU y EMOPS diseminar dicha información periódicamente a la Junta Ejecutiva, los Estados miembros y las oficinas regionales y nacionales.

Programación de intervenciones de desarrollo

17. Hacer del análisis de género un requisito para desarrollar los procesos de planificación de programas tanto de desarrollo como de emergencia.
18. Que UNICEF emprenda una evaluación y una revisión del Manual de Políticas y Procedimientos de Programas (PPPM, por sus siglas en inglés), de los análisis situacionales y las revisiones de medio término para asegurar que los lineamientos de igualdad de género sean herramientas eficaces para ayudar a guiar la integración de la igualdad de género en todos los procesos y documentos de programas.
19. Que UNICEF evalúe las desigualdades clave de género que afecten a los hombres y los niños varones en el contexto de su mandato institucional y se cerciore de que los programas nacionales aborden estos temas según se requiera.
20. Que las oficinas regionales trabajen con las oficinas nacionales en la elaboración de estrategias y planes de acción regionales y subregionales de igualdad de género, y que cada Documento de Programa de País contenga una estrategia explícita y debidamente financiada como parte de la contribución de UNICEF a la igualdad de género, y como parte del enfoque de cooperación para el desarrollo y asistencia humanitaria de UNICEF.

Integración del enfoque de género en un contexto de emergencia

21. Que UNICEF emprenda una evaluación más profunda del trabajo de la institución en la integración del enfoque de género en la programación de intervenciones de emergencia, para que sirva como un diagnóstico integral de los vacíos y desafíos y proporcione la base para la formulación de una estrategia con visión de futuro, focalizada en las necesidades específicas de UNICEF en esta área.
22. Que UNICEF evalúe y revise los Compromisos Básicos con la Infancia Durante Situaciones de Emergencias (CCC por sus siglas en inglés) y el documento *Manual de campo para emergencias: Guía para el personal de UNICEF, para asegurar que ofrezcan una guía efectiva para la integración del enfoque de género en las diferentes fases y tipos de emergencias – especialmente cómo llevar a cabo un análisis de género que apoye los procesos de preparación y evaluación en emergencias; cómo considerar los temas de igualdad de género en el enfoque de clusters o grupos especiales interagencias; y cómo identificar explícitamente a los grupos vulnerables por sexo y por grupos de edad en diversos contextos de emergencia.*
23. Que UNICEF tome la decisión de abogar por la integración de la igualdad de género en los diferentes tipos y fases de emergencias con sus socios a nivel interagencial y proporcione a su personal de campo direcciones claras sobre cómo podrían jugar un papel de liderazgo en el proceso de coordinación requerido para que esto sea efectivo, por ejemplo, llevando a cabo consultas con los diversos actores involucrados sobre el *Manual para la Equidad de Género en Acciones Humanitarias*, recientemente publicado por IASC.

Financiamiento de la integración del enfoque de género

24. Que UNICEF asegure que exista una asignación presupuestaria de recursos básicos exclusivamente destinados a reforzar los procesos de integración de género de UNICEF y demuestre su compromiso con este proceso, limitando el financiamiento externo a un máximo del 50 por ciento del total. En vista de la magnitud de la integración del enfoque de género como una estrategia transversal, y a las debilidades críticas de la capacidad de su personal en esta área, UNICEF debería considerar desarrollar una iniciativa de capacitación de gran envergadura en igualdad de género, a una escala similar a la del Programa de Cooperación para el Fortalecimiento de la Capacidad de Respuesta Humanitaria de UNICEF, impulsado por el Ministerio Británico para el Desarrollo Internacional (DFID por sus siglas en inglés) y UNICEF.

Coherencia a nivel de las Naciones Unidas

25. Que UNICEF trabaje más activamente a nivel de los Equipos de las Naciones Unidas en cada País (UNCT por sus siglas en inglés) para desarrollar un enfoque común de igualdad de género, incluyendo incrementar el apoyo para iniciativas conjuntas tales como los Equipos Temáticos de Género de las Naciones Unidas establecidos a nivel de país. Por ejemplo, UNICEF podría comprometer recursos humanos y financieros más significativos y estables para los Grupos Temáticos de Género, a fin de apoyar la implementación de un plan de trabajo anual que trascienda las actividades con motivo del Día Internacional de la Mujer e incluya tareas tales como hacer un seguimiento de las actividades referidas a la igualdad de género en los procesos CCA y UNDAF.

Interacción con socios y contrapartes

26. Que UNICEF evalúe la trayectoria de las instituciones socias y contrapartes así como su nivel de conocimientos en igualdad de género y realice un mapeo de nuevos socios potenciales en temas de género, a fin de involucrarlos en los procesos de planificación y programación de UNICEF a nivel global, regional y nacional.
27. Que UNICEF considere trabajar con donantes institucionales y organizaciones socias de las Naciones Unidas en el uso de su sistema DEVINFO y otros sistemas de recopilación de datos basados en actividades de campo, para asistir el seguimiento del impacto del apoyo presupuestario directo en la igualdad de género, como un medio para revertir la tendencia de la nueva arquitectura de la cooperación al desarrollo, que ha desviado la atención de los temas de igualdad de género.

“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.”
*Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI), United Nations*¹⁶

“Gender has been mainstreamed into invisibility.”
UNICEF Regional Advisor

1. INTRODUCTION

1.1. Background

It is widely recognized 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.¹⁷ The World Bank’s 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.¹⁸ 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.
- Mothers with more education are more likely to adopt appropriate health-promoting behaviours, 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, *Engendering Development through Gender Equality in Rights, Resources and Voice*, Oxford University Press, Oxford, 2001.

Gender inequalities also impose costs on productivity, efficiency and economic progress. By hindering the accumulation of human capital in the home and labour market, and 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 the living standards for men, women, girls and boys. These conclusions are supported by careful analyses of household survey data that accounts for other factors.

¹⁶ <http://www.un.org/womenwatch/osagi/gendermainstreaming.htm> December 2007.

¹⁷ World Bank, 'Challenges and Opportunities for Gender Equality in Latin America and the Caribbean', Washington D.C., 2003.

¹⁸ A study in 1997 in Nicaragua found that all forms of domestic violence reduced women's earnings by \$29.5 million. This corresponds to 1.6% of the 1996 GDP (not including the multiplier effects of lost earnings). World Bank, op. cit., 2003.

Gender equality is also crucial to the fulfilment of United Nations Children’s Fund’s (UNICEF) mandate and programming, and UNICEF’s key objectives cannot be achieved without a corresponding increase in 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:** Mortality rates tend to be higher amongst male babies under the age of one. Also, 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 the care of young male or female children may be determined by the perceived value of that child to the family in the long-term. For example, 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, these differences 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, the emergence of HIV symptoms often differs amongst males and females, and consequently, HIV may not be detected as soon in girls as it is in 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. Both boys and girls are at risk from family violence, and while violence against boys may be more brutal, girls are 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 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 EO, involved a self-assessment exercise in

five country offices (CO) and one regional office (RO).¹⁹ The third step is a strategic planning process that will follow the global evaluation.

UNICEF requested the Evaluation Team to confirm the main issues identified by the self-assessment exercise. These include several key challenges currently facing UNICEF:

- There is a gap between corporate policies and their practical implementation at the CO level, which 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 redundant strategy in the face of high workloads.
- The unconditional support of senior managers at the CO level, which is necessary for effective implementation of the Policy, is not always forthcoming.
- 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 for implementing UNICEF's institutional policy do not exist; 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 do not provide enough information to build staff competency to effectively implement the Policy.
- 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, the Swedish International Development Cooperation Agency (SIDA), the United Nations Development Programme (UNDP), the International Labour Organization, the Department for International Development (UK) (DFID), the European Commission, and the Organisation for Economic Cooperation and Development 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; and
- the decentralization of aid to embassies or COs and the new aid modalities that focus on harmonization and budget support have diverted attention away from gender equality issues.²⁰

At the time of commissioning this gender policy evaluation, UNICEF did not expect the findings to be markedly different from those of 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 UNICEF's institutional strengths and weaknesses with regard to integrating gender into

¹⁹ The self-assessment exercise took place in five COs and one RO: Barbados, Egypt, Kenya/ESARO, Pakistan and Turkey.

²⁰ NORAD, 'Gender and Development – a review of evaluation reports 1997-2004', 2005.

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 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' appendix and 'Country Case Study and the Emergency Programmes Review' annex are designed to complement the report's major findings and provide a more in-depth analysis of the key issues within those contexts.

1.2. UNICEF Gender Policy

Since the creation of the 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".²¹ 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 gender equality through the MDGs. Indeed, gender cross-cuts each of the MDGs.²²

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 1985.²³

In the period just prior to the planning of the Fourth World Conference on Women in Beijing (1995) and amidst growing global recognition of the gender dimensions of social and economic development, UNICEF's Executive Board called for a review of its Policy on gender equality and the empowerment of women and girls.²⁴ 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,²⁵ and still serves as UNICEF's current Gender Policy in programming.

21 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.

22 See also <http://www.un.org/millenniumgoals>

23 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's 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.

24 See previous footnote 2 and Executive Summary of Policy Review, 1994.

25 UNICEF's commitments regarding gender equality are set out in the UNICEF Intranet at <http://www.Intranet.unicef.org/PD/genderequality.nsf/bebddd2e89ddf685256fa500598afe/24f600403645473e8525713300563404?OpenDocument>

1.3. Human Rights-based Approaches

In general, the Human Rights-Based Approach to Programming (HRBAP) requires 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 HRBAP refers to creating the conditions that must exist for both rights holders and duty bearers to realize their rights.²⁶ Capacity building under a gender equality approach requires providing boys 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 the impact of UNICEF programming 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;
- the creation of an environment that promotes equality and non-discrimination on the basis of sex;
- the responsibility on the part of nation states for respecting, protecting and fulfilling women's human rights; and
- the development of an evolving understanding and definition of gender equality within a human rights framework.

The Team also examined whether there were any gender disparities resulting from factors that were not rights-based.

²⁶ UNIFEM and HRBA, An Introduction, Workshop, Integrating Women's Human Rights into Results-based Management Frameworks, Biskek, Kyrgyzstan, December 2003.

2. EVALUATION DESIGN

2.1. Objectives of the Evaluation

As outlined by the ToR, the objectives of the evaluation 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 the 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 organization 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, ROs and COs. 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 10 years.
- Staff perception that while UNICEF may be achieving significant gender equality results, these results are not being adequately reported.
- The fact that staff find gender terminology confusing and the Gender Policy somewhat inaccessible.
- Staff's serious concerns about gender parity issues, 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.

- The confusion about how to integrate gender equality into HRBAP. In particular, there is lack of clarity about whether UNICEF is emphasizing women's rights as a key part of HRBAP.
- The 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** that included a set of institutional assessment indicators related to the integration of gender equality into 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 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.
- An **Indicative Evaluation Framework** that was used to help apply standard OECD Development Assistance Committee evaluation criteria to the evaluation findings.

The Evaluation Team developed a set of semi-structured interview questions 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 to 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 analysed 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 related to: 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 into 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).

3. METHODOLOGY

3.1. Methods for Data Collection and Analysis

The Evaluation Team consisted of 11 people drawn from different regions of the world (see Annex 1 for a full list of 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 United Nations Country Team (UNCT), and 442 project beneficiaries. The HQ missions involved 35 interviews with UNICEF and other UN agency staff.

This data was supplemented by two online surveys, one for programme staff (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 RO and other programme staff and senior managers who had requested a follow-up interview through the online surveys. UNICEF's EO also hosted an Intranet discussion using 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, RO and CO levels.²⁷ As the Evaluation Team was also asked to focus on analysing 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 23 April 2007 to 30 October 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 online surveys, inputs into the Team methodology and analysis meetings, quality control on all reports, and logistical support.

The six countries selected to be a part of the country case study component of the evaluation were chosen so as to provide:

- a representative mix of middle and low-income countries and fragile states;
- representation from the different regions;²⁸
- a mixture of countries that had a track record of good practices in gender equality with countries that followed a more general approach to programming; and

²⁷ RO staff was also invited to participate but was not available.

²⁸ As there were to be only six country case studies, one region would be omitted. In this case, it was EAPRO.

- a mixture of countries that focused on development programming with at least two that regularly experienced complex humanitarian emergencies.²⁹

The overall approach to the country case studies was to request participating COs to 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 MTSP:
 - young child survival and development;
 - basic education and gender equality;
 - HIV/AIDS and children;
 - child protection from violence, exploitation and abuse; and
 - policy advocacy and partnerships for children'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:
 - one project that did **not** target gender issues as its main focus;
 - one project that **did** target gender issues as a significant focus; and
 - projects that were not located in the capital city.
3. Focus group discussions with male and female project beneficiaries (6-8 people) with these beneficiaries representing different age groups, and with the male and female discussion groups held separately where feasible. The project site visits also included interviews with UNICEF partners associated with the project.
4. The option of including a particularly good programme practice identified by the CO, even if the programme was not a part of the two main focus areas selected.
5. Individual interviews with the following CO staff:
 - the Representative and Deputy Representative or Senior Project Officer; and
 - as many programme staff as were available, including the Planning, Communications and Monitoring and Evaluation Officers and Gender Focal Point (GFP).
6. In the two countries with a RO, interviews with:
 - the Regional Director/Deputy Regional Director;
 - programme staff from each focus area; and
 - the Regional GFP.
7. Focus group discussions with government and non-governmental organization (NGO) partners.
8. Individual meetings with donors, a representative from the national women's ministry (or equivalent), and the UN Resident Coordinator.
9. A meeting with the United Nations Gender Theme Group (UNGTG) and with individual UN partners, for example, the United Nations Population Fund (UNFPA), UNDP, and the United Nations Development Fund for Women (UNIFEM).

²⁹ By coincidence, the Evaluation Team arrived in Nicaragua just as Hurricane Felix hit. As a result, the Team was actually able to assess three countries that were addressing emergency conditions (Uganda, Nepal and Nicaragua).

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

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

3.2. Stakeholder Participation

The evaluation has been conducted as an interactive process to enable stakeholder contribution and feedback at all levels, from HQ to ROs, COs and communities participating in UNICEF-supported initiatives.

The Evaluation Team participated in two missions to UNICEF HQ during which they met with a wide range of UNICEF personnel in Policies, Programmes, Human Resources and the Organizational Learning and Development Section. 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 (for example, the difference between gender equality in programming and staff gender parity issues); and
- 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 was in close communication with the Evaluation Office and the Reference Group. The culmination of this process was a synthesis workshop attended by representatives from HQ and four of the COs that participated in the evaluation.³⁰ The Team used the additional feedback from this workshop to inform and refine the findings in this final report.

3.3. Limitations of the Evaluation

Approach to Impact Assessment

The Evaluation Team applied the standard evaluation criteria outlined by the Development Assistance Committee of effectiveness, efficiency and sustainability to assess the implementation of UNICEF's Gender Policy within programming and the related programming processes.

The OECD Development Assistance Committee 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 the integration of gender equality into 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, 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 Team to identify good practices in each country visit, although the Team described the good practices outlined in the report as 'results observed' rather than as 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, interviews with UNICEF programme staff and UNICEF partners, and 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 mission was 10 days in length, with the exception of the Nepal mission, which was 11 days. In some countries it was not possible to meet all 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. As a result, many of

³⁰ The COs that were able to participate included Jordan, Moldova, Mali and Nicaragua.

the Team's interviews that were originally scheduled for the first week were either postponed or cancelled. In Nepal, a political protest led to the Team members spending a day on a blockaded road, which limited their programme site visits as well as some follow-up interviews with UNICEF programme staff.

Use of Interpreters

An additional limitation was that in three countries, the focus group discussions with project beneficiaries were conducted with the assistance of interpreters. As a result, some nuances of the participants' responses may have been lost in translation.

Assessment of Gender Equality 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. As a result, to assess UNICEF's gender integration processes for higher levels of emergency situations, the Team could only review the related documentation.

Country Case Study Selection

As half of the countries UNICEF selected for the country case studies had 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.

3.4. 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 COs. 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 that 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: 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 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 programmes, in all areas and at all levels. It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes 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 generally avoided the use of this term, preferring instead to use ‘gender integration’ to refer to the process outlined in the Economic and Social Council (ECOSOC) definition above. The Evaluation Team recommends that UNICEF considers adopting this more simplified term in the future.

4. MAJOR FINDINGS

4.1. Relevance of Gender Policy

Evaluation Finding 1: The strategies included in UNICEF’s 1994 Gender 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.³¹ 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.”³²

Taken together, this represented a major shift in both UNICEF and global thinking related to gender and development. Most importantly, the 1994 Gender Policy acknowledges a shift from a ‘women in development’ approach to one focused on gender and development.³³ 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. The need to have programmes that are 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.”³⁴
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, held in September 1990, singled out the situation of the girl child and called for support for her development. The World Declaration states that, “Girls must be given equal treatment and opportunities from the

31 See 1994 Gender Policy, para. 12.

32 See 1994 Gender Policy, para. 12.

33 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 ECOSOC Resolution 1997/2 for the definition of gender mainstreaming as the strategy promoted by the UN to achieve gender equality reaffirmed by ECOSOC Resolution 2001/4.

34 See para. 13.

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 (for example, 0–5 years, 6–12 years, 12–18 years, 19–50 years and above 50). The situation of male and female groups in each group is then analysed 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’. 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.³⁵

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 remains 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 of boys and men, male roles and masculinity, both in development analysis and in 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, women, girls and boys, and the advancement of women and girls as twin and inter-related goals. This is captured well in the current mission statement of the UN Division for the Advancement of Women, which “...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 1990s, 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 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

³⁵ See para. 2.

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 part 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.

4.1.1. Gender Policy Relevance, Accessibility and Operational Guidance

Evaluation Finding 3: CO 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 obtain, with many not having even read it, rather than just the relative inaccessibility of the Policy's 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 had handwritten comments on the front page, the font was difficult to read, it was clearly a copy of a copy and so the print was fuzzy, and it was completely inaccessible to the general public since it was 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, it 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 was expected in terms of integrating gender equality into UNICEF programming. This interpretation, as it is based mainly on what staff 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 greater 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. This confusion seems to stem from a lack of clarity among 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 partly due to most staff not having read the Policy and partly due to the Policy position not being clearly communicated 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 into UNICEF programming. However, they also felt UNICEF HQ should clearly state this, along with the rationale for such an approach.

In addition, some CO staff strongly felt that there was a need for clearer operational guidance on how to integrate gender equality issues into their day-to-day work. Other staff felt that they needed sector-specific guidance on gender equality, for example, 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

The Danish International Development Agency’s (DANIDA) 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.”
- It includes an outline of the methodology needed to integrate gender equality and the empowerment of women into DANIDA-funded programming (i.e., provides an operational framework). This framework addresses the need to collect and analyse sex-disaggregated data, describes the ways of working in strategic partnerships on gender equality issues, and defines the guiding principles for working on these issues at the country level.
- It requires all DANIDA programmes to provide an annual monitoring report on progress made on gender equality through DANIDA support, which is presented to DANIDA’s International Board of Directors, and as such builds a high level of accountability into the policy.

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

To ensure its systematic implementation, gender mainstreaming requires constant reinforcement through the organization's commitment to this process. 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 felt stigmatized when they worked to promote increased gender equality and that it was not an institutional priority.

Other challenges include the fact that gender mainstreaming requires each programme to conduct a sophisticated analysis of complex social and economic relations at multiple levels of society, i.e., an analysis 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 that affect gender relations in the family or community. Some staff also believe that gender analysis is a luxury that can be undertaken only after all the other programme priorities have been addressed. 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.

4.1.2. 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 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 impacted 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 effectively integrating gender equality into programming if the staff gender parity issue was 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 was not a particularly child or family-friendly organization for staff, citing long work hours as a challenge for those with children or other family responsibilities and the fact that there was little attention to the work-life balance throughout the organization.

There also appeared to be some male staff who felt threatened by the staff gender parity policy as it limited their opportunities for promotion. Since such staff members 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, 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 profile their work in this area. This would help both strengthen the credibility of the message and create greater awareness that it is not one's sex that makes one gender-sensitive, but rather the approach taken by staff to promote gender equality in programming. This applies equally to both women and men.

4.1.3. 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 number of combatants while women and children comprise the largest section of civilians affected by conflict. In addition, up to 66 per cent of the IDPs and refugees around the world are women and children.³⁶
- Emergencies lead to a dramatic increase in the number of women heads of households. These women face increased responsibilities and high demands for meeting the needs of children and aging relatives, abrupt changes in their roles and increased workloads, and 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

³⁶ Synthesis Workshop Participant, Statistics Unit.

- violence – and women, 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.³⁷
 - 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.

4.1.4. 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 gender equality 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 (CCCs), as well as various guidelines and programme planning documents, including the SitAn guidelines that indicate how to conduct 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 UNICEF Staff*.³⁸ 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 uses the framework provided by the UN Security Council Resolution 1325 (2000) on Women, Peace and Security. The IASC, with the support of UNICEF, published a gender handbook in humanitarian action, *Women, girls, boys and men: Different needs – Equal Opportunities* (December 2006), upon which UNICEF can draw.

³⁷ IASC Gender Policy 1999.

³⁸ See http://www.unicef.org/emerg/index_32032.html for UN guiding principles and international law underpinning UNICEF's action in emergencies.

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's and girls' rights within the delivery of services. This is critical when analysing 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 internally displaced persons (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 [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 also several calls to attend to the importance of gender-based violence [especially pp.207-209].

However, other areas in the *Handbook* tend to treat gender equality as the targeting of women and children as vulnerable populations, as opposed to actors within an emergency context. Within the safe motherhood section, the *Handbook* 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, the *Handbook* needs to be revised to ensure that this approach is integrated throughout the document.

4.2. 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 online 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 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 (see Annex).

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 into 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 the Programming Processes section of the report.

4.2.1. Commitment

Evaluation Finding 7: There is a strong commitment among UNICEF staff to promoting social justice, 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 into 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.³⁹

In this context, it becomes even more important that senior managers reiterate their commitment to integrating gender equality into programming on a regular basis, including by holding staff accountable for doing so. Currently, there is a general perception among many UNICEF staff that this political will is not that strong at the senior level. This is despite the fact that most of those interviewed at the HQ level were

³⁹ UNICEF, Gender Mainstreaming Self-Assessment: Phase One of UNICEF's Gender Mainstreaming Evaluation: Synthesis Report, December 2006.

strongly supportive of actively promoting increased gender equality in UNICEF programming. In particular, 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 per cent of the senior managers surveyed thought that increased gender equality is necessary for UNICEF to achieve its mandate and the MDGs.⁴⁰ This finding is quite significant, especially 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 10 years as evidenced by the elimination of the Regional Gender Advisor positions, the regional GFP 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.⁴¹

⁴⁰ Refer to question 8, Annex 3.

⁴¹ Interviews with senior UNICEF staff at HQ and with New York-based UN partner agencies.

Table 1: Commitment to Gender Equality - Headquarters⁴²

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 Excellent
A1: Board members proactively provide support for gender equality initiatives in UNICEF.				
A2: MTSP explicitly integrates gender as a cross-cutting issue in its objectives and indicators.				
A3: Senior managers allow staff who have a particular interest in promoting gender equality 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. ⁴³	I		S	
A6: Level of staff at HQ with significant responsibility for gender equality (N.B. highest level at HQ 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 into programming.

UNICEF’s application of 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 noting that it is a ‘gender blind’ document.⁴⁴ 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.⁴⁵ 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 variation in these and [the treatment of gender equality] is not consistent.”⁴⁶

⁴² The ratings in this table are based on the analysis of data from the two HQ missions and a review of the current MTSP.

⁴³ ‘I’ is based on interview results; ‘S’ is 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.

⁴⁴ Interviews with regional programme staff, MENA and TACRO.

⁴⁵ Interviews with HQ strategic planning staff.

⁴⁶ Senior Manager New York Headquarters

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 formulation of the current MTSP presents a challenge for the ROs in terms of providing 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.⁴⁷

Gender fares better in programming in the individual focus area strategies. For example, the UNICEF Water, Sanitation and Hygiene Strategies for 2006-2015 note the heavy burden on women and girls in the water and sanitation sector and the importance of their involvement in 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 also works for boys and as such, also recognizes the fact that there are gender-specific issues for boys in education.

Figure 1

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: UNIFEM and UNDP, *Scan of Gender Expertise in the UN System*, February 2003.

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 cross-cutting 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 members and they, like GEHRU, are headed by a P5 position.⁴⁸ While this same differentiation between focus areas and cross-cutting issues applies to comparable UN agencies, Figure 1 shows that the other

UN agencies most known for working in gender (UNDP, UNFPA, World Food Programme – WFP – World Health Organization/Pan American Health Organization) all allocate significantly more human resources to gender than UNICEF, especially at the field level.⁴⁹

Table 2 provides an indication of UNICEF's commitment to gender equality in programming at the regional level.

⁴⁷ Interviews with programme staff in Moldova CO.

⁴⁸ Interview with GEHRU staff.

⁴⁹ UNIFEM, *Scan of Gender Expertise in the UN System*, February 2003.

Table 2: Commitment to Gender Equality at the Regional Level⁵⁰

Regional Offices	1 Low	2 Fair	3 Good	4 Excellent
A3: Senior managers provide incentives for staff to champion gender equality issues and processes.	I		S ⁵¹	
A4: Senior managers have participated in a gender awareness or analysis training recently.				
A6: There is significant responsibility for gender equality at higher management levels. ⁵²				
A9: Regional meetings include gender equality issues in their agenda.				

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

In the late 1990s, a decision was made to eliminate most Regional Gender Advisor positions, with the exception of those in the Latin America and Caribbean Regional Office (TACRO). Instead, this responsibility was allocated to Regional GFPs. By contrast, Education, Child Protection, HIV, Social Policy, Monitoring and Evaluation, Health and Emergencies all have P5 Specialist Technical Advisors in the ROs. Even within TACRO, the primary duty for the Regional Advisor with responsibility for gender equality is to serve as the Regional Adolescent Advisor, and so she has to divide her time between providing regional support to both 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 that having a Regional Gender Advisor can make. It also provides an example of how ROs can effectively support the COs with regard to gender. In Nepal, between 2000 and 2004, a significant effort was made to mainstream gender equality within the Nepal CO. This effort was the result of the strong commitment and synergy of the country representative, Senior Programme Officer, 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 adapted a gender mainstreaming policy formulated in 1999 and created gender equality checklists for each sector (except child protection, water and sanitation, and emergencies). This group constituted a CO-level gender team. The Senior Programme Officer played a major role in institutionalizing gender equality and led gender team meetings that were initially held twice a

⁵⁰ The ratings in this table are based on the analysis of data from interviews with RO staff in MENA and ROSA and telephone interviews with RO staff from the other five regions.

⁵¹ 'I' is based on interview results; 'S' is based on survey results

⁵² In the Eastern and Southern Africa Regional Office, the lead GFP is the Deputy Regional Director. In TACRO, the lead GFP is a Regional Adolescent and Gender Advisor, and in the rest of the regions, the Regional Advisor serves as the GFP.

year but were later discontinued. Gender equality was included in the ToRs of the gender team for the first two years.⁵³

With the help of ROSA's Gender and Child Protection specialist (a position that was discontinued in 2002), the Nepal CO was able to provide gender training for their staff, including field office staff, village facilitators and community mobilizers, 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 GFP System needs a substantial overhaul for it to become an effective tool.

The ROs used to hold biennial meetings of national GFPs to share strategies and approaches to integrating gender into 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, these meetings do not include the GFPs at a fairly low level. There is limited participation from Representatives at these meetings.⁵⁴

The GFPs at both the RO and CO levels feel quite frustrated in this role due to the relative lack of support and recognition they receive for their work. In one RO, the GFP spoke of the incredible burden of this role and the isolation felt serving as a GFP within UNICEF. This sense of isolation was expressed by multiple GFPs. There is also considerable confusion about the role of the GFPs, with general expectations being 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 GFP Systems

An approach to the GFP system that holds considerable promise to improve effectiveness is the example of the East Asia and Pacific Regional Office (EAPRO) and 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, heads 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 has 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 GFP 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 into programmes.

Table 3 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.

⁵³ Interview with programme staff, Nepal CO.

⁵⁴ Interview with senior manager, Central American CO.

Table 3: Commitment to Gender Equality at the CO Level

Country Office Level <i>(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.)</i>	1 Low	2 Fair	3 Good	4 Excellent
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 recently participated in gender analysis or awareness training.	6			
A5: Representatives demonstrate active and visible leadership/championship of gender equality issues and hold staff accountable, lead by example and ensure that adequate resources are allocated.		1	3	2
A6: Level of staff with significant responsibility for gender equality.		3		3
A7: Monitoring and Evaluation ToRs include a review of gender equality responsibilities and concerns.	2	2		
A10: Clear link between gender equality inputs in CCA/SitAn, UNDAF programming.		4	1	
A11: UNICEF leadership role in gender equality 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 CO 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,⁵⁵ while one-third only slightly agreed that this was the case. However, the Evaluation Team also found that not all senior managers were able to translate their commitment into strategic gender programming. This is in part due to the role of the Deputy Representative (formerly Senior Programme Officer), who is a key determinant of the degree of management support for the gender agenda since this position holds the main responsibility for operationalizing UNICEF’s mandate into programming. Interviews with programme staff indicated that the majority of them are

⁵⁵ 35% Agree; 10% Strongly Agree – Refer to question 13 in Annex 3.

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 on how to operationalize 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.⁵⁶ In general, they observed that UNICEF tends to reward its senior managers for being efficient in addressing administrative as opposed to substantive issues.⁵⁷

4.2.2. 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 into 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 Excellent
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 gender equality in their key assignments.	5	1		
B3: Job descriptions do include relevant tasks related to gender equality.	6			
B4: Existence of ToRs for GFPs. ⁵⁸	5	1		

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

⁵⁶ Refer to question 10 in the senior managers' survey in Annex 3.

⁵⁷ Interviews with senior management at the CO level and participants in the Evaluation Synthesis Workshop.

⁵⁸ GFP ToRs only exist at the HQ level and are fairly general in nature.

instructions they should follow based 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 per cent compliance. By 2005, however, the compliance rate had increased to 13 per cent and by 2006 to 27 per cent.⁵⁹ This reinforces the importance of management commitment to ensuring that staff is 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 GFP role.

The Evaluation Team consistently found across all six country case studies and in the HQ and RO 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. Approximately one quarter of the survey 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 few who were also serving as their office's GFPs.⁶⁰

This discrepancy also existed when the same managers were asked if gender equality was strongly incorporated in the PERs of the staff they supervised. Those interviewed directly stated that none of their staff beyond the GFPs 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.⁶¹ 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 per cent of the staff responded that gender equality was included as a key assignment in their PERs. However, the Evaluation Team found that only two people who were not GFPs out of the 94 direct interviews conducted indicated that responsibility for gender equality was a key assignment for them.⁶²

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.

59 UNICEF Annual Report, Interview with senior manager from DPP, 2006.

60 29% Slightly Agree; 21% Agree; 5% Strongly Agree – refer to senior manager survey results, Annex 3.

61 43% Slightly Agree; 25% Agree; 4% Strongly Agree – refer to senior manager survey results, Annex 3.

62 29% Slightly Agree; 10% Agree; 1% Strongly Agree – refer to programme staff survey results, Annex 3, question 11.

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 cross-cutting 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 Excellent
B4: Gender equality impact assessments are included in Monitoring and 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 UNICEF’s inconsistency in holding its staff and national partners accountable for integrating gender equality into 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 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 by the ROs for integrating gender into their CPAPs and CPDs 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 the COs rely on individual and ad hoc strategies. This, in turn, has led to the inconsistent integration of sex-disaggregated data and gender-sensitive language, and a limited (to non-existent) use of 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.

4.2.3. Capacity

The Evaluation Team found that capacities differed significantly from CO to CO, with the ratings averaging between the fair and good levels. However, there was enough of a general pattern in key areas to conclude that while UNICEF staff capacity to integrate gender equality into 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 Excellent
C1: Staff has sufficient knowledge of gender equality concepts, gender mainstreaming processes, and UNICEF's 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 is collected and used to support and 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 has skills to do basic gender analysis related to programme themselves, but need additional assistance to conduct more complex analyses and analyse 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 per cent of the programme staff themselves felt that this was the case.⁶³ This is despite the fact that close to half of programme staff surveyed had received gender training in the past.⁶⁴ 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 per cent 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 point to ensure that staff is trained in gender integration processes.⁶⁵ 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 being 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

⁶³ 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 and 11 in Annex 3.

⁶⁴ Refer to question 11 in Annex 3.

⁶⁵ Refer to questions 7 and 8 in Annex 3.

contexts, with 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 and indicated that close to one-third of those who had received gender training had been trained outside of the UN system.⁶⁶

Evaluation Finding 15: The capacity of CO staff to negotiate gender equality issues with UNICEF partners is stronger than their capacity 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 makes 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 per cent), clear guidance notes and tools within a UNICEF context (69 per cent), followed by access to gender expertise (29 per cent). UNICEF has developed 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 had mixed feelings about the gender assessment tools outlined in the PPPM and felt that they needed to be 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.

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.⁶⁷ 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.⁶⁸ In the experience of the Evaluation Team, when additional institutional rewards are put in place to support staff's integration of gender equality into programming, it facilitates the effective implementation of an institutional gender mainstreaming strategy.

⁶⁶ Refer to questions 7 and 8 in Annex 3.

⁶⁷ Refer to question 13 in Annex 3.

⁶⁸ 14% Slightly Agree; 33% Agree; 16% Strongly Agree – refer to question 11 in Annex 3.

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

Indicator	1 Low	2 Fair	3 Good	4 Excellent
C3: Programme planning documents include gender equality inputs or objectives and planning decisions are based on prior gender analysis.	1	3	2	
C4: The Logical Framework Analysis includes activities designed to support achievement of gender equality results plus the related gender-sensitive and gender specific results statements, 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 analysed in research and evaluation reports.		4	1	

Using the institutional assessment criteria, the Evaluation Team found that programme staff, despite their training, were fairly weak with regard to 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 per cent stating that their office integrated a strong gender equality perspective into its planning.⁶⁹ Only 21 per cent of the programme staff surveyed felt that this was the case.⁷⁰ The extensive programme document review carried out by the Evaluation Team yielded an assessment that was closer to the programme staff perceptions.⁷¹ 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 (results-based management - RBM – and 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 on how to frame gender equality results statements and develop gender-sensitive indicators that are both qualitative and quantitative, as well as focused on measuring changes in access to rights. This

⁶⁹ 31% Agree; 10% Strongly Agree – refer to question 9 in Annex 3.

⁷⁰ 14% Agree; 7% Strongly Agree – refer to question 11 in Annex 3.

⁷¹ Refer to Programming Processes section and to Annex 3 for a more detailed analysis of the results of this review.

challenge is even greater within the context of emergency programming, where some staff have difficulty understanding how to empower men, women, boys and girls when they feel that the programme focus has to be on the more immediate task of saving lives and delivering services.

Table 8: Other Institutional Gender Capacity Issues

Indicator and Level	1 Low	2 Fair	3 Good	4 Excellent
C8: Staff has 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 10 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 into UNICEF programmes? Under a mainstreamed approach, technically it is **all** staff. In reality, this responsibility has often been passed on to relatively low-level GFPs, many of whom do not have a gender background. Frequently, no one with significant authority for programme oversight is specifically tasked with monitoring the gender equality integration process. This latter practice presupposes that all staff has 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 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 in the past 10 years, its approach to gender mainstreaming has been to progressively reduce the specialized gender resources available to staff, particularly at the RO level. This reduction has not been accompanied by a complementary process of system-wide gender analysis training for its staff. In fact, corporate training related to gender equality has been reduced primarily to the optional gender module in the PPPM orientation training. 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.⁷²

⁷² Agree 54%; Strongly Agree 15%. Refer to question 11 in Annex 3.

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 are 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 found that in designing homes, it was necessary to ensure that each home had more than one room because incest was a greater problem and risk in one-room homes; the location of the washroom was also found to be related to the incidence of incest. 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 that Dalit families who had not 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 be 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. Many development organisations tend 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 cross-cutting themes, but has done so to a much lesser degree for gender.

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, and also provides general staff with the tools and knowledge they need to integrate gender issues into their work on a daily basis. Currently, only one-third of senior managers clearly feel that UNICEF allocates sufficient human and financial resources to support the effective integration of gender equality into its programming.⁷³ This problem is particularly acute with regard to integrating gender equality into an emergency context, as there is a dearth of expertise in this area in general, and not just within UNICEF.

⁷³ 21% Agree; 8% Strongly Agree – refer to question 2, Annex 3.

Evaluation Finding 19: UNICEF lacks a systematic method for capturing and sharing its gender integration (mainstreaming) experiences both globally and regionally.

The evaluation noted serious gaps in how the COs report on gender equality results, and found many cases where significant results 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 by changing attitudes about this practice in Senegal. However, in Mali, where there is also a high incidence of Female Genital Mutilation/Cutting, no one interviewed in the CO had heard of the Tostan 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 did not provide enough information to build UNICEF staff competency to effectively implement the 1994 Policy. This is particularly important for gender equality 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 experiences in integrating gender equality into 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.

4.2.4. 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 into programming, UNICEF will need to take a long-term view and start making funding commitments and strategies that look at 10-year as opposed to five-year time frames.

In general, the COs visited by the Evaluation Team appeared 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 terms of the resources allocated 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 (N.B.: Fewer COs were rated under Funding as much of the financial information was difficult to track.)	1 Low	2 Fair	3 Good	4 Excellent
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 ability 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 – the 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 cross-cutting 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. Consequently, the analysis generated through these systems sometimes includes spending on cross-cutting interventions other than gender equality.

3. **Correlation of codes to expenditures.** Expenditure totals are directly correlated with the Specific Intervention Codes 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 ProMS that can be readily identified as being gender equality related. With some work, these Codes can be revised 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.⁷⁴

These limitations mean that although it is possible to use ProMS to track gender equality-related expenditures, the current structure of the systems would result in 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 type of framework.⁷⁵ UNICEF needs to examine whether a similar approach would help 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.

4.3. Development Programming Processes

4.3.1. 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 any policy evaporation in UNICEF's implementation of 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

74 Adapted from Gaston, Kimberly, 'UNICEF Gender Expenditures: A Preliminary Analysis of ProMS Special Intervention Codes', May 2007.

75 Kartini International, 'Major Report on the Consultancy on Proposing Gender Sensitive Budgeting and Lending Procedures in the African Development Bank Group', 2005.

extensive document review of the different programming processes for each country case study, as well as of the MTSP and PPPM. The Team concluded 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 the Annex offer a more detailed analysis of the specific processes within the country context and from the perspective of emergency programming.

4.3.2. Gender Equality in the CCA and Poverty Reduction Strategy Papers (PRSP)⁷⁶

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

The challenges faced by UNICEF in the integration of gender equality into 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.
- 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 analyse the underlying causes of the gender disparities identified.
- In some countries, for diverse reasons, the UNCT has decided to base the United Nations Development Assistance Framework (UNDAF) on the PRSP as opposed to the CCA. In such cases, the UNCT has 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.

UNICEF appears to have been particularly successful in integrating gender equality into the CCA process effectively in countries where it took the lead in the related consultative

⁷⁶ The Evaluation Team reviewed CCAs and UNDAFs in all six case study countries, with the exception of Mali where the CO based its work on the PRSP and the SitAn.

process with national partners.⁷⁷

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 that 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.

4.3.3. Gender Integration in the SitAn

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

Depending upon the country, UNICEF's 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 rather than the more generalized CCA, particularly as the SitAn 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 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 revisions to the SitAn Guidelines provide clear guidance on its gender analysis requirements.

4.3.4. 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 that helps partially explain the wide range of approaches in the treatment of gender issues in 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, for example, use of terms such as 'poor people', 'small farmers', 'children', 'urban poor', 'adolescents', etc.

⁷⁷ Interviews with members of the UNGTG in case study countries.

- A lack of gender-sensitive indicators, particularly to measure qualitative changes.
- No mention of the specific issues or needs of women, girls, boys and men in some UNDAFs.
- 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.

4.3.5. From UNDAF to CPDs and CPAPs

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. The evaluation found that if there were clear, gender-focused programmes (for example, girls' education), the results statements and indicators in the CPAP 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 CPDs or CPAPs reviewed in the six country case studies had an explicit gender equality objective. This is critical as this is 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.

The RO has some degree of oversight related to gender equality of the CPD. Consequently, some COs reported that they had 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 their ROs had not provided any guidance or feedback on integrating gender equality into their CPD.

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 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, men, boys and girls.

4.3.6. Annual Work Plans

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

The weakest links for the annual work plans were in the COs articulated of 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.

4.3.7. Monitoring, Reporting and Evaluation

Evaluation Finding 27: UNICEF’s integration of gender equality into monitoring and evaluation documents is weak for two reasons: there is limited capacity in reporting generally, and secondly, there is 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, were often 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 that part of the Annual Report.

Evaluation Reports

The evaluation reports reviewed⁷⁸ 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 Annex for examples). The reports that did include gender equality content were limited to the inclusion of some sex-disaggregated data, which was often not analysed 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 cross-cutting issue in evaluation ToRs.

4.4. Gender Equality in Emergency Programming Processes

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

- Consolidated Appeal Process
- Emergency Preparedness or Response Plans
- Common Humanitarian Plans
- Rapid Needs Assessments
- Situation Reports

Each of these processes face specific challenges with regard to integrating gender. The evaluation 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 the Annex. However, the following overall patterns emerged from this analysis.

⁷⁸ 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 Annex).

Evaluation Finding 28: While advocacy for the integration of gender equality into 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 to and accountability for integrating gender equality issues into an emergency context.

This finding is supported by staff interviews at RO and CO levels 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.⁷⁹ Interviews with emergency personnel in UNICEF identified some of the main constraints faced by UNICEF in integrating gender equality into emergencies. These include:

- The lack of a process for working on pre-crisis sex-disaggregated and qualitative data assessments 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 fact that the changes required to integrate gender equality into an emergency context are significant and compete with other large-scale change processes.
- The fact that many SitAns are not conducted 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 go beyond this to analyse the key gender equality issues in other clusters and sectors, or even to recognize that gender-based violence arises from deep-seated gender disparities.
- The fact that 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 UNICEF’s Emergency Operations Division (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

⁷⁹ Evaluation of DFID-UNICEF Programme of Cooperation to Strengthen UNICEF Programming as it Applies to Humanitarian Response: 2000-2005 (p. 119); The 2004 Indian Ocean Tsunami Disaster: (Emergency and Initial Recovery Phase) Evaluation May 2006.

DFID.⁸⁰

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 into emergency programming. This was in part because they themselves had 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 women, men, boys and girls in 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 articulately summed up by one of UNICEF's Regional Emergency Advisors and reflects the viewpoint of 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 merged 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 specialized expertise in gender and emergency issues. In particular, there is a need to find consistent and effective rapid assessment tools that integrate gender equality concerns and require qualitative analysis in the field using sampling. While there are many assessment tools, most are 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, women, 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

⁸⁰ Evaluation of DFID-UNICEF Programme of Cooperation to Strengthen UNICEF's Programming as it Applies to Humanitarian Response: 2005-2005.

help its staff attain an adequate level of institutionalized 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 into emergencies. The reasons for this include:

- The limited staff capacity and understanding of how to integrate gender equality into an emergency context.
- The assumption made by many UNICEF staff that targeting the most vulnerable populations (such as women and children) will automatically reduce gender disparities.
- The 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.
- The lack of access to specialized expertise in gender and emergencies.
- The insufficient attention to the integration of gender equality into 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 even more critical to ensure that these assessments include sex-disaggregated data and that the more in-depth follow-up assessments, which are 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 into 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, and 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, which often affects the realization of their respective rights. In particular, in complex emergencies men account for the largest numbers of combatants while women, girls and boys comprise the majority of the population affected by conflict. Up to 80 per cent of IDP 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 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, and also changes their respective access to and control over the benefits of goods 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, boys and girls implicitly as objects of development (for example, as people to be vaccinated or provided with micro-nutrients), to understanding their potential role as agents, and their roles in decision-making (for example, the role they can play in IDP camps or borehole management).
- Move beyond compartmentalizing the organization's gender mandate in obvious areas focused on females such as girls' education or gender-based violence.
- Ensure that future guidance on gender equality in emergencies requires staff to assess the underlying socio-economic norms governing the roles of men, women, boys and girls. 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. For example, the different mobility patterns of men, women, boys and girls have 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 on integrating gender equality into an emergency context in the future, as opposed to what UNICEF is doing now. They also identified a number of significant constraints faced by UNICEF. 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.

- EMOPS plays a 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, for example, UNICEF provided strong support for the production of the IASC *Gender Handbook in Humanitarian Action*.
- Several UNICEF staff reported that in the 1990s in particular, some COs had been effective in integrating gender equality into an emergency context. These good practices are however not well known within the organization and need to be documented, analysed and brought into UNICEF's knowledge management in a

systematic manner (for example, posted on the Intranet, shared with other UN partners, etc.).

- UNICEF programmes have a lot of operational experience in programming for women, 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 produced a *Gender Strategy Note: A strengthened response to gender equality and women and girls' empowerment in emergencies 2007-2009*. This gender strategy note includes a problem statement that indicates that the risks, exclusion and discrimination faced by women 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 programmes in tackling these risks and at the same time promoting gender equality and women and girls' empowerment. Furthermore, despite several 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. 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 into emergencies, but will require significant championing by UNICEF's senior management to implement, particularly as implementation 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 promoting the integration of gender equality into humanitarian responses, but needs to determine where it could best act as a catalyst and leader in this process. UNICEF also needs to send a clear message to its field staff that this is an institutional priority and expectation. Currently, some field staff are quite hesitant to address gender gaps, particularly for processes that require substantive inter-agency collaboration.

An inter-agency approach is necessary in an emergency context. 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 aimed at 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. It has strongly advocated for a strengthened gender equality response to emergencies and is working closely with 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 into 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, which 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 are currently perceived as an HQ-driven initiative by the field offices.

4.5. Policy Condensation in Programming

Despite the fairly widespread degree of policy evaporation in both its development and emergency programming processes, UNICEF can still boast of having developed and/or contributed to a wide range of good practices in programming that promote increased gender equality. This has happened despite the fact that UNICEF does not apply its Gender Policy systematically. This could be considered to be 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 into programming. While a detailed description and analysis of good practices related to gender equality in programming found by the Evaluation Team at the HQ and CO levels is outlined in Appendix 2, the key elements of these good practices are summarized below:

Involvement of Men and Boys

- Including men and boys in any gender equality approaches. This strategy was applied to multiple programmes. For example, in Better Parenting programmes, some COs found innovative ways to encourage fathers to participate, for instance, by 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 where 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, on 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 that include gender indicators, such as percentage of girls participating

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 IDP camps.
- Strongly supporting 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, women, boys and girls about their respective roles at the household level in countries where traditionally the movement of women and girls 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 emphasizes 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 is 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 per cent men and 50 per cent women in potable water and sanitation committees.

Integrating Gender into Community Leadership

- Developing community action processes that raise awareness about local gender issues, monitor gender equality results and raise the demand for services.
- Supporting the decentralization of governance so that planning, monitoring and budgeting are 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 training for community leaders.

Integrating Gender into 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 those receiving services and also 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 had the potential to be scaled-up 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-focused 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. For example, in UNICEF's programmes in Uganda and Mali, the appropriation by male family members of bed nets originally distributed for use by pregnant women to help reduce maternal mortality is an indicator of an underlying gender equality challenge. For this programme to be successful, it seems that two issues need to be addressed – the issue of women's relative lowly status within the family, and the men's need for protection from malaria.

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

4.6. Strategic Partnerships

The Evaluation Team interviewed UNICEF donor, government, NGO and UNCT partners in the six countries and UN and donor agencies at the HQ level. Within the UNCT, this included members of the UNGTG, the Resident Coordinator's Office and UNICEF's primary UN partners in the country (for example, UNFPA, UNDP, UNIFEM, and the WFP). Each organization was asked to comment on UNICEF's leadership role related to gender equality at the advocacy and programming levels, and on their own 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 gender equality capacity to realize national-level gender equality results and learn from the gender mainstreaming experience of others. However, to promote its gender equality agenda more effectively, UNICEF needs to capitalize more on these relationships than it has to date.

4.6.1. 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 UNICEF's 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 governments 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 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 had a significant impact on how government partners integrated gender equality into their programming.

4.6.2. 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 NGOs' limited accountability for reporting 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 did in relation to increased gender equality. Some NGO partners however felt that UNICEF could take a stronger leadership role in advocacy related to sensitive gender issues at the national level. For example, 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, especially since its NGO partners do not always understand that UNICEF often elects to maintain a position that will be accepted by the government in order 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 organization 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 is to actively promote increased gender equality.

4.6.3. Donor Agencies

While UNICEF is greatly respected in general, in some countries donors felt that UNICEF could take a more proactive leadership role with regard to advocating for increased gender equality inputs in programming. In other countries, donors indicated that they actually had to push UNICEF to adopt a more systematic approach to integrating gender equality into programming. For example, Irish Aid in Moldova took the lead in pushing UNICEF to integrate gender inputs into 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 support 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 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 both the achievement of the 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.

4.6.4. 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.

Areas that need further work are related more 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 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, UNDP, UNFPA, UNIFEM and UNICEF 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 the field level and have made a commitment to actively work towards greater complementarity.

A recent major initiative of the Spanish government on MDG programming has also provided good opportunities for UNCTs in multiple countries to work together on gender equality programming and has served as a catalyst for several United Nations Gender Theme Groups 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.

4.6.5. UNCT

UNICEF garnered the most appreciation from other members of the UNCT in those countries where UNICEF took a lead role in promoting the integration of gender equality into the CCA and UNDAF processes. This was easier for UNICEF to do when it was 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 the evaluation found diverse experiences. In some countries, UNICEF was an active member. In others, UNICEF did not participate at all or like many other agency representatives, sent only junior staff to participate. In those countries where this interagency process was taken seriously, such as in Turkey, UNGTG received budget support from each agency, developed an annual work plan that supported the implementation of UNDAF, and identified common areas of interest on which the different agencies could collaborate.

Several countries have also worked out ways to hire a fulltime Gender Advisor to support the UNGTG (for example, Vietnam and Kyrgyzstan), funded by different members of the UNCT. This allows the UNGTG to go beyond holding sporadic meetings in which UN agencies plan International Women's Day activities. A UNGTG member from one of the smaller UN agencies noted that they also counted on the gender experts from the UNDP, UNICEF and UNIFEM to guide them with their own gender work and to point them towards national gender resources they could use to support this aspect of their programming.⁸¹ 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 participate actively in this group and help fund the UNGTGs'

⁸¹ Interview with Kyrgyzstan UNGTG.

annual work plans. These work plans should also strive to develop joint programming initiatives that go beyond support for International Women's Day activities.

4.6.6. 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.

UNICEF needs to better recognise in its approach to partnerships that the new aid modalities mean that increasingly donors are moving to direct budget support mechanisms. For example, in Burkina Faso the percentage of official development assistance in budget support has increased from 7 per cent to 43 per cent in five years.⁸² This trend has led to 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 becoming concerned that the direct budget support practice reduces their ability to effectively monitor 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 has also led to decreased visibility for gender equality in donor-supported programmes and planning processes. This is partly due to the fact that some national governments do not assign the same degree of priority to 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 and not their gender experts to sector coordination meetings. Thus gender equality falls off the agenda twice.⁸³

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

- 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 impacts of direct budget support and sector-wide approaches on gender equality inputs.
- Work in collaboration with 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.⁸⁴
- 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

⁸² World Bank, 'African Development Indicators (2006)', World Bank Publications, 2006.

⁸³ Interview with Reference Group member. Also, www.genderaction.org/images/PRSPs&Gender-GTZ.pdf

⁸⁴ DEVINFO refers to a programme supported by UNICEF in multiple countries to build the capacity of national statistics related to male and female children, maternal and child health, etc.

provide monitoring and feedback on changes. UNICEF, with its worldwide presence and a strong field office presence outside of capital cities, is very well placed to play this role. It also needs to give particular attention to using this strength to improve its own monitoring and reporting on gender equality results.⁸⁵

⁸⁵ 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.

5. CONCLUSIONS

5.1. Policy Relevance

- 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).
- The Policy is not, however, very accessible (both physically and in content) and needs to be updated to reflect how 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 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 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 into UNICEF programmes and to provide a solid business case for this action that makes clear the links between the achievement of UNICEF's core mandate and increased gender equality.
- An updated Policy does not need to include a full history of UNICEF's support for gender equality.

5.2. 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, 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. However, these are not a direct result of the Policy, since many staff have either not read the Policy or are unaware of its existence.
- The main reasons for UNICEF's lack of success in implementing its 1994 Gender Policy at the CO level include limited staff capacity in integrating gender equality into programming, and the tendency of senior management to not hold programme

staff accountable for ensuring that the Policy is implemented. Both these weaknesses are possible indications of low senior management commitment levels to UNICEF's Gender Policy .

- In particular, ROs are not consistent in their oversight of UNICEF's Gender Policy implementation at the CO level. The ROs' main focus is 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, while 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 addresses 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 that 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, girls and boys are seen as actors in the emergency process rather than as vulnerable groups that require support services.
- UNICEF also needs to work actively to build the capacity of its staff to more effectively address gender equality issues in an emergency context.

5.3. 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 were 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.

5.4. 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.

5.5. Additional Challenges Affecting Gender Policy Implementation

Overall, the data collected and analysed 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
<ul style="list-style-type: none"> ▪ 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 systematically at all levels. ▪ Very limited degree of formal accountability for integration of gender equality into programmes. 	<ul style="list-style-type: none"> ▪ Gender analysis used to identify priority gender equality and rights results needed. ▪ Resources to achieve gender equality results integrated into programme design. ▪ Clear results indicators and baseline information established at the beginning of the planning process. ▪ Gender equality indicators monitored throughout implementation and evaluated at the end of the 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 challenges outlined in the following sections.

5.5.1. Institutional Challenges and Opportunities

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

- Work on institutionalizing gender equality has been given lower priority in recent years than it was in the 1990s.
- Insufficient resources are 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 COs 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:

- The fact that staff is not held accountable for integrating gender into 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.
- A lack of clarity within the institution about UNICEF's position on the promotion of women's rights within the context of a child-focused organization.
- A lack of clarity regarding the role of GFPs at all levels.
- A lack of clarity within UN organizations regarding which organizations 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 HQ level, but to change overall staff perceptions, management will need to address gender equality issues on a much more regular basis as opposed to just 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 10 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.
- The fact that 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).

UNICEF may be somewhat different from some of the other institutions covered by the NORAD study in that:

- UNICEF has high credibility among partners, public and donors and a strong relationship with civil society organizations.
- UNICEF has 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.
- UNICEF staff is strongly committed to promoting social justice in programming, and staff is 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 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 into programming.
- UNICEF has an impressive body of good practices in gender equality programming that 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, for example,

UNICEF has been in Sudan for over 56 years.

- UNICEF has supported and generated sex-disaggregated data and analysis in many countries where a crisis has occurred 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 organizations.
- 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 was 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 into an emergency context, although these were often harder to identify.

UNICEF is also in a unique position in that its staff has 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 the 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 is 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 depends 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, and the Evaluation Team would probably not have found multiple pockets of good practices in gender equality programming. However, as was done to help change attitudes towards female genital mutilation/cutting 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.

5.5.2. The Women's Rights Debate

One way UNICEF management could do this is by making clear to UNICEF staff how they should be addressing gender equality as part of the organization's mandate and programming objectives. Although UNICEF's Gender Policy explicitly supports women's rights and empowerment, 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, demonstrate 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, then their children benefit. 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 a woman'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 its work. However, to make this an 'automatic' process, UNICEF staff needs to analyse the different situation of boys 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 of in general, then the rights of girls have also been addressed when this often is not the case.

The third is that as the UN organization known for championing rights-based approaches, UNICEF cannot pick and choose whose rights it promotes. 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 have actually read the 1994 Gender Policy, senior management also needs to clearly communicate this position to programme staff outside the context of UNICEF's Gender Policy.

5.5.3. Interface between HRBAP and Gender Equality Approaches

Furthermore, UNICEF needs 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; and
- the targeting of structural causes for the non-realization of rights

In this context, it should be born in mind that analysing gender disparities across the life cycle goes beyond these four categories of analysis. Both human rights and gender equality 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.

5.5.4. A Need for a More Inclusive Gender Analysis Framework

The 1994 Gender Policy supported the use of the Women’s Equality and Empowerment Framework 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 ‘life cycle’ approach. It did however do this primarily from a female perspective. For this reason, the Framework has somewhat fallen out of favour and use within UNICEF. While there are assessment tools in the PPPM that staff can use, many staff felt that these were inadequate for their purposes and reiterated the need for sector-focused tools. At the same time, there are many elements of the Framework that could be adapted to reflect a more diverse perspective that includes men and boys, and takes into account the different settings in which UNICEF programmes work, for example, 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?”

5.5.5. 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 encourage and reward the men on its staff for becoming gender champions, and also provide institutional incentives for staff of both sexes for taking responsibility for integrating gender equality into programming.

5.5.6. 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 can turn its programme staff into water, HIV, health, nutrition, child protection or policy advocacy experts with such limited training. Instead, since the integration of gender equality into programming is a cross-cutting issue, at 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 have the 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; and
- 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 needs to complement this capacity-building process with increased access to specialized gender expertise, as required.

5.5.7. Need for Increased Accountability

This needs to be accompanied by strengthening accountability systems related to the integration of gender equality into 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.

5.5.8. 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 in order to raise the gender equality results already gained beyond the level of ad hoc efforts of innovative individuals to a systematic approach to gender in programming that 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 tenets and principles. Rather, UNICEF needs to recognize that to fulfil its core mandate, its Gender Policy needs to be one of its priority focus areas, and the organization should 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 recommendations outlined in the following section.

6. 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.

6.1. 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 updates the Policy to also reflect:
 - a. a clear rationale and business case for UNICEF's continued promotion of gender equality in its programmes;
 - b. a 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 analyses 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; and
 - f. a requirement for an annual report-back mechanism to the Executive Board.

To help operationalize it, the Policy 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 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; and
 - 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 that reflects exactly what the organization is trying to achieve with its gender equality policy. For example, UNICEF should 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'.

6.2. Strategy

3. UNICEF's Executive Director restates UNICEF's commitment to promoting increased gender equality and communicates this message clearly to UNICEF staff, particularly senior management. The Director also establishes 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 cross-cutting 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.

6.3. 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 programme skills development and key assignments related to gender equality integration as appropriate for the specific position and that senior management holds its managers accountable for doing so.

6.4. Staffing and Gender Expertise

8. UNICEF appoints a full time Regional Gender Equality Advisor in each RO and ensures that these Advisors have at least some expertise and awareness of gender and emergencies. UNICEF also reinstates the biannual regional GFP 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 GEHRU, including one with particular expertise in gender and emergencies, and upgrades the position of GEHRU's head to the D1 level.
10. UNICEF substantially strengthens gender capacity in an emergency context within EMOPS HQ/RO and COs by appointing a Senior Gender Advisor (P-5) and by embedding gender capacity in the different clusters.
11. 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 (for example, 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 GFP system by developing a clear set of ToRs that focus on the GFP role in disseminating gender-related information to their colleagues; additionally, both ROs and COs adopt a gender task force model that calls for a GFP in each programme area who would report to a lead GFP at the Deputy Representative or Deputy Regional Director level.

6.5. Capacity Building and Training

14. UNICEF develops a comprehensive gender equality capacity building programme for its staff at all levels, including mandatory online training on gender analysis and gender in emergencies for all programme staff and managers; reinstates an introductory corporate gender training programme; and revises 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, validates and shares lessons learned, good practices and experience in gender equality programming in both development and emergency contexts by setting up diverse knowledge management systems. For example, conducting exit interviews with outgoing staff to ensure that corporate memory related to good practices in 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; and asking GEHRU and EMOPS to disseminate this information regularly to the Executive Board, member states, ROs and COs.

6.6. Development Programming

17. UNICEF 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. ROs work with COs to develop regional and sub-regional gender equality strategies and action plans, and each CPD contains an explicit and funded strategy for gender equality, which is part of UNICEF's approach to development cooperation and humanitarian assistance.

6.7. Integrating Gender within an Emergency Context

21. UNICEF undertakes a more in-depth evaluation of its work in integrating gender into 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. UNICEF reviews and revises the CCCs and the *Emergency Field Handbook: a Guide for UNICEF Staff* to ensure they provide effective guidance on integrating gender into 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 decides to act as an advocate for integrating gender equality into the different types and phases of emergencies with its inter-agency partners and provides its field staff with clear directions on how they could play a leadership role within the coordination process required for this to be effective, for example, by holding stakeholder consultations on the recently released IASC *Gender Handbook on Humanitarian Action*.

6.8. Financing Gender Mainstreaming

24. UNICEF ensures there is a dedicated core resource budget allocation to bolster its gender mainstreaming processes and to demonstrate its commitment to this process by limiting external funding to no more than 50 per cent of the total. Given the scope of gender mainstreaming as a cross-cutting 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*.

6.9. UN Coherence

25. UNICEF works 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. For example, UNICEF could commit more significant and stable human and financial resources to the UNGTGs to support the implementation of an annual work plan that goes beyond organizing International Women's Day activities to include tasks such as monitoring gender equality inputs in the CCA and UNDAF.

6.10. Engagement with Partners

26. UNICEF reviews the track record of its partners and their expertise in gender equality and maps potential new 'gender' partners to involve in its planning and programming processes at the global, regional and national levels.
27. UNICEF 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**

APPENDIX 1 – TERMS OF REFERENCE

Background

Evolving Approach to Gender in UNICEF and the UN

Over the years and in successive policy documents, UNICEF has pledged understanding of and attention to gender equality and women's rights concerns in its policies and programmes, specifically the implications of discrimination against the girl child, and the mutually supportive relationship between the Convention on the Rights of the Child (CRC)⁸⁶ and the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)⁸⁷. In the years between the Third and Fourth Global Conferences on Women (1985-1995) and the Millennium Development Goals (MDGs), the concepts, approaches and organizational structures related to advancing the status of women evolved. UNICEF's approach also has to evolve to ensure alignment with these new developments.

UNICEF was among the first UN agencies to adopt a specific policy for the advancement of women and girls in 1985. In 1994, UNICEF adopted E/ICEF/1994/L.5, 'Gender Equality and Empowerment of Women and Girls: A Policy Review', which identified gender mainstreaming as the strategy to achieve gender equality and women's rights⁸⁸. Basic strategies over the last decade have encompassed a 'three-pronged' approach: i) 'mainstreaming' gender concerns in advocacy and action; ii) promoting gender-specific programme activities targeting girls and women; and iii) giving special attention to the girl child. Furthermore, in 1998, with the issuance of Executive Directive 1998-2004, UNICEF adopted the Human Rights-based Approach to Programming (HRBAP), highlighting that CRC and CEDAW underpin the organization's mandate and mission. This formed an essential framework for a forward-looking strategy to promote and protect the fundamental rights of women and children in general and girls in particular, and decisively eradicate inequality and discrimination. In 1999, the Inter-Agency Standing Committee agreed upon a policy statement on gender equality, which now guides UNICEF's work on gender in its humanitarian programming.

Globally, the concepts changed from a focus on women to a focus on gender relations: the socially constructed relationships between women and men that typically put women in an economically inferior and politically powerless position. The approaches changed from portraying women not only as mothers but as individuals with their own rights; they changed from regarding women as passive beneficiaries to be assisted and empowered to participate in development processes, to respecting women as actors in societal change processes who have the right to be empowered and to participate and contribute to changing the development agenda per se. This change in approach brought about a focus on the 'life-cycle' perspective to address the rights of girls both as girls and as tomorrow's women. New frameworks were developed to address the role of men and

86 Convention on the Rights of the Child: <http://www.unicef.org/crc/>

87 Convention on the Elimination of All Forms of Discrimination against Women: <http://www.un.org/womenwatch/daw/cedaw/>

88 UNICEF's commitments regarding gender equality are set out in the UNICEF Intranet at

<http://www.Intranet.unicef.org/PD/genderequality.nsf/bebddd2e89ddf685256fa500598afe/24f600403645473e8525713300563404?OpenDocument>

boys in the work to promote gender equality and end gender-based discrimination, especially in relation to responsible fatherhood and gender-sensitive early childhood development. The organizational forms changed from isolated Women in Development advisors and small, marginal and under-resourced Women in Development units to Gender and Development units linked to gender focal points (GFPs) organization-wide.

Gender equality (equal human rights between women and men, girls and boys) has been a major theme in the global commitments emerging from the world conferences of the 1990s and 2000, particularly the International Conference on Social Development; the International Conference on Population and Development and its follow-up; the Fourth World Conference on Women and its follow-up; and the Millennium Declaration and the MDGs. The international community made strong commitments to gender equality and the empowerment of women at these conferences, based on the common understanding that any development that is not engendered is endangered.

In 1997, the Economic and Social Council of the United Nations (ECOSOC) concluded that efforts towards gender mainstreaming should not be limited to achieving increased gender balance within the UN, but should also be committed to achieving increased attention to gender perspectives and the goal of gender equality in the work of the UN. It was also emphasized that gender mainstreaming does not entail developing separate women's projects within work programmes, or even women's components within existing activities in the work programmes. ECOSOC resolution 2001/4 on gender mainstreaming reaffirmed the ECOSOC conclusions 1997/2 as a valid framework for promoting and monitoring the implementation of gender mainstreaming within the UN system.

At the Beijing+5 review, both Member States and the international community reviewed their commitments to accelerate the implementation of the Platform for Action. Recently, at the 49th session of the Commission on the Status of Women, on the occasion of the 10th anniversary of the Fourth World Conference on Women, it was declared that,

“...the full and effective implementation of the Beijing Declaration and Platform for Action is essential to achieving the internationally agreed development goals, including those contained in the Millennium Declaration.”

UN efforts to mainstream gender entail the incorporation of gender equality as an integral part of all activities across all programmes. In 1997, ECOSOC adopted the following definition for gender mainstreaming:

“... the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.”⁸⁹

The report of the same ECOSOC meeting listed several principles underpinning gender mainstreaming⁹⁰:

⁸⁹<http://www.un.org/womenwatch/asp/user/list.asp?ParentID=10314>

⁹⁰ Adapted from the Principles developed by the United Nations Report of the Economic and Social Council for 1997 (A/52/3, 18 September 1997).

1. Forging and strengthening political/institutional commitment to achieve gender equality and equity at the national, regional and global levels.
2. Incorporating a gender perspective into planning, monitoring and evaluation processes.
3. Using sex-disaggregated data in social and economic analysis to reveal how policies, programmes and projects impact differently on women and men and on girls and boys.
4. Contributing to efforts oriented towards increasing the numbers of women in decision-making positions in government, the private and public sectors, and at the corporate level.
5. Developing and disseminating tools and providing training on gender awareness, gender analysis and gender planning to decision-makers, senior managers, staff and key stakeholders.
6. Forging linkages between governments, the private sector, civil society and other stakeholders to advocate gender equality and the importance of mainstreaming gender towards achieving this end.

Findings of Recent Gender Mainstreaming Studies

In 2006, UNDP completed a major corporate evaluation of gender mainstreaming⁹¹ which concluded, amongst other findings that:

“UNDP has put in place a number of policies and strategies to mainstream gender”; however, “...UNDP has not effectively and successfully engendered its development programmes. While there are many committed individuals and some ‘islands of success’, the organization lacks a systematic approach to gender mainstreaming... The history of gender mainstreaming in UNDP is one of good starts and lost momentum, intermittent declarations and mixed signals... One of the most disappointing aspects... has been its limited attempts to build understanding amongst the staff... There are commendable efforts to mainstream gender but... staff do not seem to know how to apply a gender mainstreaming perspective. While there have been some isolated efforts to address broader gender issues, the tendency is to seek small women-focused activities... islands of success depend on individual interest and efforts rather than a systematic approach... The accomplishments of some very committed individuals were constrained by absence of leadership at a higher level.”

The 2006 UN Development Group report, *From Checklists to Scorecards: Review of UNDG Members’ Accountability Mechanisms for Gender Equality*, across five UN agencies including UNICEF found that:

“There is great diversity in the focus and format for gender equality policies, and also limited communication and documentation as to which strategies within policies have been more successful... Comparative analysis suggests that mainstreaming of gender is adequate or close to adequate in strategic planning documents... There are however very different levels of attention to gender equality in agency planning documents... UNFPA, UNICEF and WFP policy and programme manuals include a strong statement in the introductory sections in support of gender equality... There is inadequate attention to linking these technical details, such as how to develop results statements, or how to monitor and evaluate, to gender mainstreaming. There is also a need for more gender equality related examples, and reiteration of the importance of using sex-disaggregated data, and gender analysis... New software has allowed estimates

⁹¹ Evaluation of Gender Mainstreaming in UNDP, 2006.

to be made of expenditures for the promotion of gender equality - an advance over previous practice. However, current software is not set up to capture cross-cutting themes, including gender equality, because it captures only the main focus of each project...Gender equality and the empowerment of women are currently poorly covered in agency evaluations. Of the five agencies, WFP and ILO have evaluation policies in place, neither of which refers to gender. For UNICEF and UNFPA evaluation is guided by their policy and programme manual, but attention to gender in the relevant sections is limited.”

A 2006 study by NORAD, ‘Lessons from Evaluations of Women and Gender Equality in Development Cooperation’, synthesized the findings of gender mainstreaming evaluations from three multilateral evaluations (UNDP 2006, ILO 2005, the World Bank 2005) and five bilateral evaluations (NORAD 2005, SIDA 2002x2, DFID 2006, the European Commission, plus an organizational analysis of UNIFEM 2004 and other reviews under the auspices of the DAC Working Party on Aid Evaluation – OECD/DAC WP- EV 2003). The report concluded that:

“In recent years there has been widespread uneasiness concerning the lacking effort to empower women and promote gender equality, and a feeling that the direction and strength of these efforts have been lost. The evaluations have confirmed this picture and today there is a considerable amount of openness about these findings, while there is also uncertainty about how it is actually possible to strengthen work on gender equality, given the new aid agenda. Thus, seeing as this window of opportunity may not remain open for long, it is paramount to respond immediately.”

Taken together, these reports paint a discouraging picture of the progress of gender mainstreaming in the UN and related agencies. The evaluation will test whether this unfavourable picture also applies to UNICEF and if so, indicate how to overcome the constraints to implementing its Gender Policy.

Rationale

The mid term review of the Medium Term Strategic Plan (MTSP) 2002-2005 showed that gender equality and women’s rights have not been systematically included as key components of HRBAP. A parallel review of the CO Annual Reports 2002 and 2003 showed that gender mainstreaming is not being effectively reported upon in the annual reports.

The mid term review also found that attention to gender equality concerns and the use of gender mainstreaming as a strategy in UNICEF-assisted programmes continue to be uneven. The mid term review report states that while the priority given to Girls’ Education in the MTSP has provided several opportunities for promoting interventions to benefit girls and to raise issues of gender disparity, and the protection of women and girls from violence (especially in emergency situations) has also received greater emphasis in UNICEF’s work, there are areas where no significant achievements were found. Concerns were raised about the inadequate focus on the role of women, girls, and gender discrimination in programmes to combat HIV/AIDS and other priority areas such as humanitarian response. The mid term review also highlighted that CEDAW’s reporting process and the concluding comments from the CEDAW Committee were not systematically used to design UNICEF-assisted programmes or to promote improved monitoring of both girl’s and women’s rights to the same extent as the CRC. This calls for further clarity on the role of CEDAW in UNICEF’s work.

The mid term review suggested that although there is an institutional recognition and adoption of mainstreaming gender equality as part of MTSP strategies, more investment is needed to develop capacities of both UNICEF staff and partners in the application and monitoring of HRBAP and gender equality perspectives to further systematize and sustain the approach.

Results of the Joint Questionnaire on HRBAP including Gender Mainstreaming and Women's Rights, within UNICEF's MTSP 2002-2005, highlighted that "...the level and quality of UNICEF's support to CRC reporting is increasing although this activity is in general accomplished as part of child protection programmes and not as it should be under planning and monitoring mechanism. In most cases, country offices (COs) are providing more support on CRC reporting and monitoring of the Concluding observations of the UN Committee on the Rights of the Child than on CEDAW reporting and monitoring. The linkage between CRC and CEDAW in planning is not clear for most COs. A clear guidance on how to apply both children and women rights in programmes in addition to the gender issue is still required". The Joint Questionnaire made the following recommendations:⁹²

1. Disseminate the newly developed tools for capacity-building in gender mainstreaming and gender self-assessment.
2. Ensure accountability of senior UNICEF staff members and encourage the adoption of specific measures related to the structure of both office management and programmes of cooperation to facilitate the operationalization of HRBAP and gender mainstreaming as a core element of the HRBAP. Promote human resources policies that also take into account staff needs for inter-disciplinary skills.
3. Ensure that operational guidance of the current and future MTSP incorporates sustained attention and operationalization of HRBAP and gender mainstreaming in all MTSP priority areas.
4. Use the different stages of the planning process of the Country Programme (MTR, CCA/UNDAF, Annual Review etc.) as an opportunity for building capacity and learning for UNICEF staff and partners, in both HRBAP and gender mainstreaming.

Furthermore, over the past two years, the UNICEF Executive Board has expressed concerns that progress in mainstreaming gender equality for the empowerment of women and achieving gender equality is uneven. During Board discussions on the new MTSP 2006-2009, Board members agreed with UNICEF's commitment to gender equality and women's empowerment as clearly stated in the new MTSP, but stated that they would like to ensure these statements are consistently, concretely and explicitly reflected throughout UNICEF's programmes, results and indicators.

As a precursor to an independent evaluation, the UNICEF Evaluation Office organized and facilitated a gender mainstreaming self-assessment exercises in five country offices (Barbados, Egypt, Kenya, Pakistan and Turkey). The synthesis report concluded that:

"UNICEF policies, programmes, strategies and actions are generally oriented towards gender equality and women and girls' empowerment at the CO level, however, CO actions are not necessarily guided by the corporate Gender

⁹² Results of the Joint Questionnaire on HRBAP including Gender Mainstreaming and Women's Rights, within UNICEF's MTSP 2002-2005, gender equality and HR Units, 2004.

*Mainstreaming Strategy. In particular, CO recognition of the link between gender mainstreaming and the Human Rights-based Approach to Programming (HRBAP) needs to be strengthened and the implications of diversity on gender mainstreaming should be more coherently addressed within the current strategy. More needs to be done to effectively implement gender mainstreaming to ensure that UNICEF will play a significant role in achieving gender equality at the national level.*⁹³

Recent internal reviews, together with the Board's concerns, prompted UNICEF to undertake an organization-wide evaluation on gender mainstreaming during 2007. Such an evaluation will provide a deeper understanding of the progress made – at all levels and in different spheres – in terms of gender equality since UNICEF adopted its Gender Policy. It will also assess what needs to be done in order to ensure that a gender equality perspective is systematically integrated into UNICEF's work.

UNICEF will complete a major Organizational Review in March 2007. This will result in changes to UNICEF's ways of operating and structures. The evaluation will be starting as the Organizational Review is coming to a close and implementation is beginning. As such, the evaluation will need to take the emerging results of the Organizational Review fully into account.

Purpose

The purpose of the evaluation is to determine how well UNICEF is promoting and contributing to gender equality results at national, regional and global levels, and to make recommendations for improvement. The evaluation will look for evidence of UNICEF contribution to gender equality (the goal) and also assess the progress made in gender mainstreaming (the strategy as mandated by the General Assembly).

Objectives

Phase 1 Evaluation

UNICEF will employ an independent Evaluation Team to undertake an impartial assessment of the progress made by UNICEF in implementing gender mainstreaming and other strategies for achieving gender equality.

The objectives of the evaluation are to:

1. Assess the extent to which policies, strategies, approaches and intra and inter institutional arrangements have favoured an institutional environment for integrating gender equality into programmes and policies at the country, regional and global level.
2. Identify the major changes in gender-related strategies and programmes in the organization since the 1994 policy review⁹⁴ and analyse how these changes have contributed to the institutionalization of a gender equality perspective.
3. Assess how effective UNICEF has been in establishing partnerships and developing counterpart and partner capacities for integrating gender equality and for advocating women's rights, including policy advocacy work and financial and technical support to governments, non-governmental organizations (NGOs) and other UN/external agencies/organizations.

93 UNICEF Evaluation Office, gender mainstreaming self-assessment based on five country office exercises: Phase 1 of UNICEF's Gender Mainstreaming Evaluation, Synthesis Report, January 2007.

94 'Gender Equality and Empowerment of Women and Girls: A Policy Review' (E/ICEF/1994/L.0005).

4. Assess the impact of UNICEF's work in promoting gender equality at the community level, using a case study approach.
5. Identify good practice examples of gender mainstreaming within UNICEF from which the organization can learn and improve practice.
6. Highlight good practices in other agencies that are relevant and applicable to UNICEF.
7. Assess the extent to which gender mainstreaming remains the most appropriate strategy for UNICEF to contribute to gender equality and propose alternatives where necessary.

Based on these findings, the evaluation is to make recommendations on:

1. The strengthening of a gender equality perspective in UNICEF's work and the development of partners' capacity in integrating gender equality.
2. The modification of policy and programme guidance, where appropriate.
3. Resourcing, structures and accountability at all levels for gender mainstreaming in UNICEF.

Scope of the evaluation

The evaluation will make assessments at all levels of the organization – HQ, regional and country. The evaluation will be undertaken in accordance with United Nations Norms and Standards for Evaluation. The questions to be answered by the evaluation include:

Policy and Strategy

1. How has UNICEF's approach to gender equality evolved over time?
2. 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?⁹⁵
3. Does gender mainstreaming remain the most appropriate strategy for UNICEF to contribute to gender equality?
4. Does the current Policy require updating and if so, how?
5. How relevant is UNICEF's Gender Policy to operational contexts including the new aid environment, MDGs, and new organizational priorities and operating frameworks emerging from the Organizational Review?
6. Is UNICEF's approach to gender mainstreaming consistent with HRBAP? Is UNICEF clear how the two concepts relate?
7. Is UNICEF focusing on gender-based inequalities between boys and girls or on women's rights and empowerment as it intersects with children's rights?

Programming Process

⁹⁵ Including the Convention on the Rights of the Child, the Convention on the Elimination of All Forms of Discrimination against Women, the Commission on the Status of Women, the Division for the Advancement of Women, the UN Inter-Agency Network on Women and Gender Equality, and member states' reporting to the UN on the Beijing Plan for Action.

1. How well aligned are UNICEF planning, situation monitoring, performance monitoring, research, evaluation and knowledge management with the principles of gender mainstreaming as defined by ECOSOC and UNICEF Gender Policy?
2. How well is existing programme guidance on the incorporation of gender equality into programming being applied (including country-level gender strategies)? Is the guidance relevant, readily understood and used? What are the gaps in existing programme guidance? How can it be strengthened/improved?
3. How does the incorporation of gender equality into programme design and implementation differ between MTSP Focus Areas? What is the reason for any differences?
4. How well is a gender equality perspective reflected in the UNICEF Core Commitments for Children in Emergencies? Is it being applied?
5. 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?
6. How well are UNICEF goals for gender equality defined and understood within UNICEF?
7. How well articulated is a gender equality perspective within UNICEF's results-based management approach? Is there guidance on how results can be defined and monitored? Are gender equality outcomes reported on?

Building Partner Capacity

1. How effectively has UNICEF engaged in the development of partners' capacity in integrating gender equality into programmes and policies?
2. How effective has UNICEF been in supporting the institutionalization of a gender equality perspective in national development plans and their implementation?
3. Does UNICEF have a clear picture of the role it should be playing in strengthening a gender equality perspective in other institutions (government and other partners)?
4. Do partners consider UNICEF's support relevant to their work on promoting gender equality?
5. Has UNICEF capacity-building of partners on the principles and application of a gender equality perspective led to long-term sustainable changes in capacity?
6. Have counterparts, partner organizations and communities taken up gender equality as an explicit goal as a result of UNICEF-sponsored interventions?

Results Achieved

The evaluation is not designed to provide a comprehensive global assessment of UNICEF's impact on gender equality goals. Rather, the evaluation will use a case study approach to assess the impact (positive or negative) of Country Programmes on gender equality at the community and national levels in both development and humanitarian contexts. The evaluation will then look at examples where UNICEF has made a significant contribution to determine:

1. What positive results have been achieved?
2. What are/were the enabling factors and processes (within and external to UNICEF)?
3. What part have partnerships played and what was UNICEF's relative contribution?
4. What lessons can UNICEF learn for wider application?

Organization

1. How well have organizational structures (including posts, units, GFP mechanism, working groups) allowed gender mainstreaming to be effectively understood and implemented?
2. What are the institutional barriers to UNICEF contributing to the achievement of gender equality results?

Financial Resources

1. Were the core and non-core financial resources applied to the implementation of gender mainstreaming adequate? Were these resources used cost-effectively? Are more cost-effective forms of investment in alternative mechanisms available?
2. How effective has UNICEF been in raising funds in support of its work on gender equality?

UN Coherence

1. How clear is UNICEF's role in gender mainstreaming in relation to those of other UN and international entities (UNIFEM, UNFPA etc), and how well does UNICEF collaborate with these entities on means of achieving gender equality?
2. How effective has UNICEF been in supporting the institutionalization of a gender equality perspective in interagency processes (including PRSP, CCA/UNDAF, UNDG, IANWGE, IASC initiatives).
3. 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?

Leadership/Management

1. How well has senior management (including the Executive Director and her deputies, the global management team, the regional directors and country representatives) led the implementation of UNICEF's policy commitments to gender equality and women and girls empowerment?
2. How well has UNICEF determined the accountability for, and management of, the integration of gender equality? Are there clear accountability and compliance mechanisms?

Monitoring and Evaluation

1. How well 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?
2. How well is a gender equality perspective currently addressed in evaluation practices at global, regional and country levels?

Internal Capacity Development

1. How effective are current training approaches for gender equality, including the selection and coverage of participants? 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?
2. How well is UNICEF measuring the impact of its capacity development activities in gender equality?

Human Resources

1. What human resources are being applied to gender equality at HQ, regional and country levels (including breakdown by staff type, level and gender)?
2. How well is work on gender equality reflected in the Key Assignments of staff?

3. How well is the GFP network functioning (including selection of GFPs) and how is it interacting with interagency structures and capacities?
4. How well does UNICEF staff understand gender and development, gender equality, gender analysis, gender mainstreaming, women's empowerment and related concepts?
5. How well is UNICEF's Gender Policy known and understood among staff (assessed by staff type and level)? How does staff interpret the Policy?
6. How well positioned are UNICEF staff to apply these concepts in UNICEF programming, advocacy and communications?
7. To what extent does UNICEF staff have the cultural and gender awareness that enables achievement of the gender equality results?

Exclusions

Gender parity is being addressed by a newly appointed Gender and Diversity Adviser following a 2006 consultant's report on this subject. The evaluation will address issues of gender parity in UNICEF staffing only in so far as they may affect UNICEF's capacity to implement the policy on gender equality.

Process and Methodology

The evaluation will be conducted in two phases. Phase 1 will run from March to July 2007 and Phase 2 will run from September to November 2007. During Phase 1, the Evaluation Office will act as task and contract manager and as secretariat to the Steering Committee. Phase 1 will comprise the following stages (some overlapping – see work plan below):

Preparation

Preparation and adoption of the Terms of Reference (ToR); recruitment of the Evaluation Team; and establishment of the Steering Committee and Reference Group.

Documentation

Compilation of key documents relevant to the evaluation prior to the start of the evaluation.

Inception

Validation and adoption of ToR by the Steering Committee and selection of country case studies. The Evaluation Team will review key project documentation; meet with the evaluation manager and stakeholders in New York; submit an inception report identifying key issues; submit the proposed final ToR, work and travel plan, methodology, interview lists, country cases, and report structure for discussion with the Evaluation Office and the agreement of the Steering Committee (inception report not more than 20 pages).

The inception report will be used to confirm a common understanding of the purpose, objectives, scope, timescales and methodology for the evaluation between UNICEF and the Evaluation Team and between Steering Committee and Reference Group members.

The inception report will include:

1. Overview of the evaluation purpose and objectives
2. Expectations of Evaluation
3. Roles and Responsibilities
4. Evaluation Framework and Methodology
5. Information Collection and Analysis
6. Reporting

7. Work Scheduling

Desk Review

Review of UNICEF's documents produced at HQ, regional and country levels (i.e. previous evaluations, annual reviews on gender mainstreaming, analysis of gender mainstreaming in UNICEF reporting, and UNICEF's MTSP etc.). Review of existing planning, monitoring and evaluation materials (e.g. PPPM, interim reports, field visits' reports, guidance for HQ, RO and CO annual reports, annual updates of the PPPM, questionnaire for the mid term review/MTSP and other similar documents).

Further Interviews

Interviews with staff, UN agencies and other partners, including UNICEF Board members, who are promoting and applying gender mainstreaming. Phone interviews with key internal and external stakeholders, especially selected regional and country offices not included in the field missions. Interviews with independent gender experts, as necessary.

Country Case Studies

Visits to six COs (to be selected by the Steering Committee), each approximately 10 working days and each involving two consultants per case. At least two of the countries will have (or recently have had) major UNICEF humanitarian programmes. Interviews with UNICEF personnel, representatives of other UN sister agencies involved in gender mainstreaming, government and other partners, and community-level field work. The first of the six country cases will be used as a pilot to test and review methodologies. A brief report will be produced on each country case (no more than eight pages).

Online Survey and Comment

Online internal survey on gender mainstreaming and an Intranet 'Have your Say' page to be set up by the Evaluation Office, with analysis by the Evaluation Team.

Draft Report

Preparation of draft report; preparation and presentation of findings to the Reference Group at a UNICEF office (Europe, Middle East or other cost-effective location).

Consultation Phase

Reference Group and Steering Committee to comment on the draft report. Evaluation Team to compile and respond to comments and amend the evaluation report accordingly.

Final Report

Final changes and acceptance of the report by the Steering Committee.

Accountability and Management

Steering Committee

The Steering Committee will be chaired by UNICEF's Deputy Executive Director and will include senior representatives of relevant divisions (for example DPP, EO, PD and EMOPS) as determined by the Chair. The Steering Committee may also include representatives of Board members (one donor, one programme country). The Steering Committee will, on average, meet monthly during Phases 1 and 2. The Steering Committee is responsible for advising the Chair on the following:

- agreement of the ToR;
- oversight of the consultants' short-listing and selection processes;
- approval of key aspects of evaluation design and processes and any adjustments to ToRs;
- ensuring the evaluation process (internal and external phases) involves key stakeholders adequately, to ensure ownership of analysis and recommendations;
- approval of evaluation products;
- decision on a post-evaluation dissemination strategy;
- approval of the final report; and
- presentation of the Phase 1 report and update in the development of the Plan of Action to the September 2007 Board Meeting.

Once Phase 1 of the evaluation is completed, the Chair will form an Implementation Group, which for continuity will include some members of the Steering Committee. This group will issue: a) a management response in response to the evaluation findings and recommendations; and later b) an action plan, with a follow-up mechanism, based on the results of Phase 2.

Reference Group

The evaluation Reference Group will be composed of the GFPs. The Reference Group will work via email and will meet once to consider the draft findings of Phase 1 of the evaluation. The Reference Group will comment on the inception report, the first draft report and final reports. Group members will also be involved in the development of the revised mainstreaming strategy.

UNICEF Evaluation Office

The Evaluation Office will be accountable for the overall management of Phase 1 of the evaluation and will designate a focal point as task manager for the evaluation, including contracting the consultants, supervising and supporting the Evaluation Team and liaising with the Steering Committee and Reference Group.

The Evaluation Office will open and announce a 'Have your Say' Intranet page, which will ask UNICEF staff to comment on gender mainstreaming in UNICEF, identify good practice examples in UNICEF or elsewhere, and make suggestions on how gender mainstreaming can be improved (questions to be agreed with the Evaluation Team and the Reference Group).

The Evaluation Office will also launch an internal Internet-based survey of UNICEF staff (scope to be determined) to gain inputs which can supplement country case study findings. The survey will be prepared in consultation with the evaluation consultants and the Reference Group. The survey analysis will be undertaken by the Evaluation Team, and findings will be incorporated into the evaluation findings.

Evaluation Products

1. Evaluation methodology and work plan
2. Evaluation work plan
3. Inception report
4. Analysis of the online survey and Intranet inputs
5. PowerPoint presentation files for Phase 1 provisional findings workshop, and Phase 1 final draft report

6. Draft and final evaluation reports according to UNICEF standards for evaluation reports

The Phase 1 evaluation report will include recommendations on:

1. How UNICEF can develop a readily understood framework for concepts relating to gender equality.
2. How UNICEF can improve its policy and strategy, targeting each of the five Focus Areas of the current MTSP, including UNICEF's humanitarian response.
3. How UNICEF can best contribute to UN coherence especially at country/UNCT levels but also at regional and HQ levels.
4. How UNICEF can engage partners (especially national government and civil society) in gender equality and assist them in developing their capacity.
5. How UNICEF can develop its internal capacity in gender mainstreaming.
6. How UNICEF can improve its structures, staffing, financing and fund raising for gender mainstreaming.

The evaluation report will include a discussion of findings using the five OECD/DAC evaluation criteria for development assistance - Relevance, Efficiency, Effectiveness, and to a lesser extent, Impact and Sustainability.

The evaluation report will not exceed 50 pages, including an Executive Summary. In addition, Annexes will include: the ToR, description of methodology, list of background materials used, interview reports, list of people interviewed, PowerPoint presentations and workshop materials, country case studies, and short resumes of the consultants. The Annexes will include an analysis of strengths and weaknesses of the evaluation process, and the extent to which each evaluation question was covered. Evaluation Products will be prepared in English and submitted to UNICEF electronically via e-mail and on CD-Rom in MS Word.

The Evaluation Team

Composition

It is anticipated that the evaluation will be undertaken by an international consultancy company and that the Evaluation Team will be comprised of international, regional and local consultants with diverse backgrounds. The time period for the evaluation is fairly limited therefore the Team must be equipped to undertake multiple tasks simultaneously. During the field work stage, the Evaluation Team will need to include at least five consultants to manage parallel tasks. Consultants must have a mix of relevant experience in mainstreaming gender, experience in leading evaluations, regional and cross-regional experience, knowledge of evaluation methodology, and UN and/or NGO experience. The team members should have experience of working cross-culturally in development and/or humanitarian action.

Positive consideration will be given to teams with gender balance and which include regional and/or national evaluation consultants with relevant experience.

Responsibilities

Under the guidance of the UNICEF Evaluation Office and the Steering Committee, the Evaluation Team (and specifically the Team Leader) will be responsible for:

1. further developing and agreeing upon the final ToR and methodology;

2. implementing the evaluation with adequate attention to building ownership of common analysis and recommendations;
3. developing and testing data collection tools, including questionnaires, interview questions and focus group protocols;
4. developing any databases needed for processing quantitative and qualitative data;
5. ensuring systematic data collection and data processing;
6. designing and facilitating workshops or meetings;
7. preparing and delivering draft and final reports and presentations;
8. ensuring that the evaluation manager is regularly and fully informed of the progress of the evaluation, including any challenges encountered, possible causes of delays and issues for UNICEF to resolve; these will be included in short bi-weekly status reports (2 sides), according to a standard Evaluation Office format; and
9. completing the evaluation on time and within budget.

Specification

As a whole, the Evaluation Team must offer the following demonstrated experience, knowledge and competencies:

- significant knowledge and experience of evaluation concepts and approaches;
- good knowledge of the UN system, national programmes, INGOs and IGOs;
- recent experience with gender equality issues and knowledge of mainstreaming gender equality into policies/programming/development; knowledge of gender related strategies in like organizations;
- sound understanding of human rights-based approaches;
- consultancy experience in developing countries;
- facilitation skills, particularly design of stakeholder consultations exercises;
- strong quantitative and qualitative data collection and analysis skills;
- additional language skills in two UN languages – French and Spanish (Russian and Arabic may also be relevant depending on county case selection);
- excellent analytical and communication skills;
- demonstrated writing skills in English;
- computer literacy with specific regard to Word, Excel and PowerPoint; and
- post-graduate degree in social sciences or international development.

The Team Leader must have demonstrated capacity in evaluation and strategy development, especially related to gender equality and gender mainstreaming. Ideally, the Team Leader will be a known leader in the field. The Team Leader should have:

- a minimum of 15 years working experience in international development and a very good understanding and experience of the UN system;
- experience in conducting and leading corporate/organizational evaluations;
- experience in assessing institutional capacities on gender;
- sound knowledge of and/or experience with mainstreaming gender equality into policies/programming/development, and human rights-based approaches;
- excellent analytical and communication skills;
- demonstrated excellent report writing skills in English;
- computer literacy with specific regard to Word, Excel and PowerPoint; and
- a post-graduate degree in social sciences or international development.

Additionally, the team members should have 10 years (for mid-level consultants) and five years (for junior consultants) experience in development, with specialization in gender, social development, women's rights, and international human rights instruments, especially CRC and CEDAW.

APPENDIX 2 – GOOD PRACTICES IN GENDER EQUALITY IN PROGRAMMING AND PROCESSES

One of the greatest surprises the Evaluation Team encountered was that despite the fact that most of the programme staff interviewed directly in the COs were unaware of UNICEF's Gender Policy, the majority understood that they were responsible for integrating gender into programming, with 61 per cent of programme staff and 68 per cent of senior managers surveyed answering correctly what gender mainstreaming meant within a UNICEF context.⁹⁶ This understanding, combined with a strong commitment to social justice in general, a strategic approach to programming, the use of rights-based approaches and the existence of 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 analyses a variety 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 into an emergency context and an analysis of good practices related to gender equality processes supported by 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 had 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. These good practices were based either on a prior gender analysis, or on the input of a UNICEF programme staff member who had a good understanding of the gender dynamics within the programme sector or community and 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 both gender sensitive performance indicators in programme documentation and critical baseline data based on a prior gender analysis meant that

⁹⁶ Refer to question 5 in Annex 3 and question 14 in Annex 3.

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

1.1 Good Practices in Gender Equality in the Jordan Country Programme

Behavioural, Attitudinal and Social Change

A man in his mid-thirties from a refugee camp in Aqaba described how he used to be very domineering in his family, but after he participated in the UNICEF-supported rights training, he started listening to everyone in his household regardless of age or sex.

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

Finally, he talked about how he now wants his children to help his wife with the household tasks. To ensure that they do 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 two primary projects that appeared to foster this type of change were the Better Parenting and the Adolescent Participation and Empowerment projects.

1.1.1 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

- Conducting training 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 adult family members to attend the workshops.
- Actively soliciting male participation at the community level through:
 - using male facilitators to encourage the participation of fathers;
 - changing the timing of the training to accommodate men's schedules; and
 - holding focus group discussions to learn how men view their roles in childrearing.
- Promoting better parenting at the national level through:
 - partnering with the Ministry of Religious Affairs to train 1400 religious leaders to serve as facilitators on parenting;
 - holding parenting workshops in mosques; and

- developing manuals to help religious leaders 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 this reduction in child abuse was partly a result of their own improved sense of identity, purpose and 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 played a more positive role in their families as problem solvers and that they were 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 women and men were observed. For example, an elderly male refugee noted that he now shared housework more equally with his wife. A woman who used to spend most of her day sleeping and feeling hopeless now described herself and was described by the other focus group members as a community leader. She now actively solicits the participation of her neighbours and relatives in the community training workshops and after each one, shares what she has learned with any neighbours who were unable to attend.

Challenges Encountered

- The community centre in Shallaleh did not have any child care facilities, which made 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 very engaged with the rights approach used and were either silent when asked questions or else focused their attention on non-rights or non 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 was much harder to reach the young men and fathers with these programmes.

Lessons Learned

- While attitudinal change appears to be harder to achieve among 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. However, once they are encouraged to think of themselves as leaders and empowered to act, they often take on a very active role in their communities.

1.1.2 Adolescent Empowerment and Participation Programme

Description

This programme involves working with youth in the 13–16 year age group 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 communication, 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 the priority problems for adolescents in the refugee camps concerned. Based on this research, they developed initiatives to address the top two problems (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

- Conducting active outreach to ensure that equal numbers of girls and boys participated.
- Ensuring that girls and boys worked together to accustom them to working with the opposite sex in a non-family situation.
- Visiting the homes of the adolescents to convince their 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 viewing them as 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 and parents, and indicated that they had developed more balanced power relations between brothers and sisters, and boys and girls.
- They also noted that they felt it was very important for them to practice establishing working relationships with members of the opposite sex as they would need to be able to do this once they left 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 confidences rather than what sex they were that was important.

- The play presented to the Evaluation Team by the 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 had developed had generated considerable discussion on gender issues and related human rights in their community. They also noted that after seeing one of their performances, their high school principal asked them to stage these plays at their high school.
- 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 indicated that they had been given many tools and skills to help them become dynamic community leaders and to overcome the challenges they faced as refugees. This applied equally to both girls and 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 male and female youth indicated that they thought it would be difficult to conduct research, particularly facilitating focus group discussions.
- Male youth found that the after school programming often conflicted with their part-time jobs. The girls felt that sometimes the programming required a time commitment that interfered with their studies.
- Both male and female youth expressed frustration with being limited to the camp in the scope of their work and what they were learning. They expressed a strong desire to share their message with other Jordanian communities.
- Some parents were either not willing to have their sons and daughters participate in a mixed sex training programme, or else took a lot of convincing before they permitted their sons and daughters 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 programmes 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 visit people's homes to encourage participation by both sexes and by different age groups.
- The theatre and media programmes have been particularly effective in reaching a wider community and spreading the message that girls and women have rights at the household level.

1.1.3 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. For the first three years, the programme targeted mothers, and then in 2001, a strategic decision was made 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 Used

- Working within traditional norms and social systems to affect change has proven to be an effective way to address highly sensitive socio-cultural issues. For example, working on family protection 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 on the equality principles outlined in Islam has also helped make the key messages in this programme acceptable to a wider audience.

Gender Equality Results Observed⁹⁷

- Taking a family protection approach as opposed to a 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.
- A draft national framework for family protection has been developed.
- The monitoring and evaluation system set up by the Ministry indicates that prior to the training provided by the Ministry, 94 per cent of parents hit their children regularly. After the training, this fell to 4 per cent. UNICEF programme staff expressed some concerns that this result may not be sustainable in the long term without additional interventions.
- Front-line social workers, police and medical personnel have increased capacity in the diagnosis and treatment of domestic violence.

Challenges Encountered

- It was difficult to find common ground with UNICEF partners on the sensitive issues of gender-based violence and child abuse.
- Gaining access to and engaging fathers in the parenting aspects of the programme proved challenging.

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.

⁹⁷ Based on interviews with JCO programme staff and focus group discussion with government partners.

- Increased parental responsibility on the part of fathers is challenging, but is also an effective means of addressing family violence issues.
- A rights-based approach in the parenting training appears to reach a wide audience.

1.1.4 Community Empowerment Project

Description

This project was designed in 1998 to improve the situation and quality of life of poor children using community development as a strategy. Initially, community development activities were simply targeted at community members in general, working with government, NGOs, community leaders and grass roots groups. However, 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 positions 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 gender equality 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 was necessary to improve the lives of their parents. However, UNICEF's experience in Jordan had been that many projects only focused 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. UNICEF therefore considered them a priority. This group was difficult as the 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 that these girls would find it difficult to become decision-makers if they continued to be suppressed at home.

Therefore UNICEF and its partners conducted numerous capacity-building sessions with the oldest boy in the home since they played a major role in the family. They provided the boys with training and counselling, and gave them work to do with some incentives, for example, serving as peer trainers. This instilled greater confidence in the young men and also encouraged them to support their sisters, mothers and wives. They also had a chance to observe that the community development programme was run by women and thus 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 worked with the sons in the families to try and reach the fathers and also because these young men would eventually become fathers themselves.

Working with Women The women's component of the project taught women how to identify problems in their communities and helped build their capacity until they were

mobilized. Based on this capacity-building support, the women took the lead and developed initiatives to address community problems.

Gender Equality Results Observed⁹⁸

In the village of Rashedoya, a key problem identified by the women 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 build a school for their girls. The community's men did not want the women to do this as they felt that this was a job for men. The women's response was that it had been a men's 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 to university.

Challenges Encountered

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

Lessons Learned

- When men are disempowered in a community, women and girls in the same community can be further disempowered 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.

1.2. 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 who were 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.⁹⁹

⁹⁸ Based on interviews with programme staff.

⁹⁹ A total of 2,860 'girl-friendly' schools were established in seven out of nine regions.

1.2.1 Education for Life Project (École amie des enfants, amie des filles) 2003-2007

Description

In line with the priority areas identified in the PRSP¹⁰⁰, UNICEF Mali continued its regional integrated development approach in a bid to improve the access of both girls and boys 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 were 65 per cent for girls and 85 per cent for boys. Compared to 2002/03, when the gap was 21.5 per cent, the change in 2005/06 was a mere drop of 1.5 points (at 20 per cent). 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 female genital mutilation, 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 in the regions of Kayes, Ségou, Mopti, and in 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 school, teacher, parent, and management councils. Schools were established 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 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, 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, called 'Associations Parents d'Élèves' were created and were also required to maintain a gender balance.
- Management committees (APE/CGS) are also encouraged to keep an equivalent number of women and men, and several parents are also members of such committees. The role of the committees 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 skills¹⁰¹ development component was added to the school curriculum, which also aims to dispel traditional views on labour division.

100 Cadre Stratégique pour la Croissance et la Réduction de la Pauvreté, Version 1, August 2006, page 9.

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

- Financial support (called ‘bourse-mamans’, or bursary for mothers) is extended to mothers/families to keep their daughters in school.
- School canteens supplied by communities and in some cases by the World Food Programme 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.
- There has been an increase in the self-confidence of both girls and boys as they learn to negotiate with each other.
- The programme has led to increased self-esteem, especially for girls who learn to speak out and voice their opinions. Parents also reported that they felt a sense of pride 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 described how her daughter, who was the ‘Minister for Water and Sanitation’ in the school, now played 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.
- Other success stories about how the children’s governments 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 education thanks to the intervention of her school’s children’s government.
- Advocacy and communications skills of both girls and boys have improved, as they 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 boys¹⁰².

« 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’Elèves

Challenges Encountered

- Girls’ enrolment is dictated by several factors including the 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 included too many activities that were not achievable within the training time frame provided.
- The project requires extensive human and material resources to build capacity of communities and families.
- Demand surpasses classroom space availability.

Lessons Learned

¹⁰² Interview with a Gender Officer at the Ministry of Education, Segou.

- There is a need to integrate HIV/AIDS awareness courses into the curriculum, in a gender-sensitive format to reach both girls and boys.
- The burden currently carried by women and girls could be reduced through ongoing awareness training on the gender roles of girls and boys at family and community levels, through which boys could be increasingly motivated to assist in domestic chores.

1.2.2 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 five years through a coordinated series of activities involving:

- vaccinations and 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;
- increased access to potable water; and
- improvement in household practices related to hygiene, nutrition, sanitation etc.

Strategies Used

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

The project is implemented through community health centres (CSCoM) that 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 staffed by three nurses who provided counselling to pregnant women. The staff indicated that expecting mothers were advised to come with their husbands so the latter were kept abreast of the progress of the pregnancy.

To increase the reach of the project, two types of associations were established in villages – the ASACO and the community *relai* group. The ASACO oversees each *relai*, which is assigned a set of 30-35 households to monitor and follow-up with 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 provide additional support by sending a health officer and a female nurse, thus assisting in outreach to villages.

Occasional health campaigns are conducted within the framework of the baby-friendly hospitals. For example, a breastfeeding campaign was implemented, through which 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 sensitize the male staff and encourage them to share the information and spread the message within their communities.

Gender Equality Results Observed

Respondents interviewed indicated that this project had several benefits. The following list only refers to those results that were gender-related:

- There was an increased awareness on where to seek medical help, which is 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 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 was 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 on more responsibility in the reproductive health of women.
- The ASACO and community *relai* groups had fairly equal numbers of women and men. The women responded freely and expressed themselves in the presence of the male members.
- The '*ménages amis des enfants*'¹⁰³ (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 also has a gender-sensitive component where all family members are encouraged to participate in daily household management.
- The water and sanitation component reduced the workload for women as their travel time to fetch water was drastically reduced.
- One ASACO female member linked the presence of CSCoM to community development, especially in the area of girls' education. Her reasoning was related to the better maintenance of records, which made it easier for officials to track the age of girls and boys and advise parents on when to start sending them to school.

Challenges Encountered

- Initially, there was some resistance by men to include women in ASACO and community *relai* 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 men who control 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.

1.3 Good Practices in Gender Equality Programming in the Moldova Country Programme

The good practices and related gender equality results documented here are based on interviews with UNICEF programme staff, project site visits involving focus group

¹⁰³ 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 is in French and Bambara, and has illustration of each good practice followed by a monitoring and tracking tool.

discussions with project beneficiaries, and a review of programme documentation. These good practices are intended to analyse 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.

1.3.1 Early Gender Socialization

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

Description

In 2002, UNICEF moved from a programme that focused purely on health to a component on Early Childhood Care and Development (ECCD), and then to a Mother and Child Health Improvement project. The last was the result of a decision to focus on perinatal care. While there was no systematic attention to gender equality 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.¹⁰⁴

Previously, delivery practices were inimical to early family bonding and to the good health and well-being of the mother and baby; also, the medical practices and equipment used posed a serious threat to mother and child health. Two detrimental traditional medical practices followed were the immediate physical separation after birth of the baby from the mother, 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. This included mother and baby bonding through close physical 'skin to skin' contact immediately after delivery. Through this contact, breastfeeding was 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. Both father and mother were provided with training on the delivery practice and care of mother and child, and fathers were closely involved and participated in the actual delivery. Eye witnesses have recorded the initial awkwardness of fathers when entering the maternity ward, resulting from the fact that they have no previous socialization of participating in issues of pregnancy and childbirth. However, after childbirth, these same fathers experienced absolute elation, some even crying with joy.
- The significance of UNICEF's innovative practices in 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 ECCD including better parenting and the role of fathers have been published and widely disseminated.

Gender Equality Results Observed

- In previous decades, no father had witnessed childbirth, let alone participated in delivery practices.
- The integration of the father into prenatal care has huge implications for 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 heavy child-trafficking.
- 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 been a standard practice country-wide since 2006 (UNICEF exited from the programme in 2007).
- The hospital staff appears to have completely taken ownership of this approach, and is actively promoting baby-friendly practices and the 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, which is now 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 those 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 UNICEF staff as a positive factor that helped facilitate this change.
- Given the many-layered societal, medical, institutional and human challenges faced, research-based innovative social programming combined with the dedication of UNICEF staff (both Moldova CO and HQ) can make a huge difference to the lives of girls, boys, fathers and mothers, and indeed, to the social fabric of society even with limited funds.

1.3.2 Community Centres for Under-privileged Children in Rural Areas

Description

Based on an internationally implemented *Step by Step* education programme in 2004, UNICEF and 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

- Twenty 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 were allowed to choose their own toys and in general independence was 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 study was done before starting the Early Childhood Development (ECD) programme in 2002; it was found that the role of fathers was weak and needed to be reinforced in a positive manner.
- 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 either talked to or stimulated children under three years of age. Only three per cent of fathers read to children at bedtime.
- The ECD programme was already working on policy development and service delivery and concluded that the CO needed to focus more on behaviour change and communication gaps in early childhood stimulation.

Gender Equality Results Observed

- The Evaluation Team observed that toddlers (girls and boys) would get up unasked, leave their parents, and choose and play with toys that had no gender bias.
- Mothers accompanying young children were also being socialized through UNICEF-published materials on better parenting etc. UNICEF pamphlets with photos of fathers involved in child rearing, and a booklet on the role of fathers and the sexuality of children both represent significant inputs in achieving increased gender equality.
- Fathers were invited to their children's performances, were involved in social activities with their children, and were even contributing to the financial resources of community centres.
- Based on its success, the programme subsequently attracted funding from UNICEF's Fast Track Initiative, and in 2006, the Government became 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, institutionalized and gender-related challenges to introduce a 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 from national educational institutions when developing drafts for a revised child-centred curriculum. UNICEF staff dedication and patience helped achieve a breakthrough in this 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.

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

The good practices and related gender equality results 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 analyse 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.

1.4.1 Girls' Education

Description

UNICEF has long been at the forefront of this developmental area. Owing to major improvements in the gender gap and in primary school enrolment, and due to its own evolving approach, the current UNICEF programme – The Rights of All Children to Education, 2006-2010 – focuses on the completion rate rather than on the enrolment rate, and on the quality of education. UNICEF also targets the most vulnerable groups, girls and boys at risk, and those geographical areas with the worst social indicators – the conflict-affected areas, such as those 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 the national government, civil society, leaders in the community, religious leaders, teachers, members of the community, parents, soldiers, boys and girls, was encouraged.
- The Girls Education Movement (GEM), a voluntary movement that worked with adolescent leadership, was launched.
- GEM used nuanced strategies such as girls taking the lead, yet building strategic alliances with boys to advocate girls' education, without the boys taking over.
- GEM used a child-friendly school approach and within this, advocated girl-friendly schools (refer to Mali good practices for characteristics of a girl-friendly school).
- UNICEF collaborated with different partners including the Canadian International Development Organization (CIDA) and Dutch entities.
- The programme used early childhood development/stimulation as a strategy to advocate changed perceptions with mothers so that girls were freed from domestic labour to attend schools.
- The strategy adopted by the UN Girls' Education initiative was disseminated through district authorities to the local level, right down to internally displaced persons (IDP) camps.
- Several public campaigns including 'Back to School' campaigns were launched to target drop outs; these campaigns contained a social message of inclusiveness and promoted the attitude that girls mattered.

Gender Equality Results Observed

- UNICEF and its partners have established girls' education as an area meriting national attention both at the governmental level and in society in general. UNICEF is strongly associated with this major shift.

- While the playing field is not yet level for girls to attend school in Uganda, there have been positive changes in this regard. For example, 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, and amongst parents, teachers and children.
- Positive attitudinal changes have occurred, with more people accepting females in leadership, such as women teachers, and accepting that girls should go to school. There has also been a decrease in the social stigma against single girl mothers and young mothers returning after being abducted by soldiers, and these girls are now attending school with their babies.
- The district authorities want to adopt GEM as a governmental strategy.

Challenges Encountered

- UNICEF staff told the Evaluation Team that, "...changing people's attitudes takes a long time...it's a cumulative process over time."
- There is a 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.
- With the right leadership, UNICEF and its partners can advocate for and catalyse change in such a challenging area.
- Multi-stakeholder involvement and buy-in is very important.
- A strong advocacy and public communication strategy is essential.
- It is important to establish strategic alliances with boys, parents and soldiers.

1.4.2 Maternal Health

Description

Given the high child and maternal mortality rates, UNICEF chose to focus programmatically on child mortality reduction through the Accelerated Child Survival and Development programme 2006-2010. This programme addresses child mortality through interventions in three main areas: child health and nutrition; sexual and reproductive health; and water and sanitation.

Maternal health was also a neglected area, as evidenced by 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, sex disaggregated data that was credible for donors was generated.
- 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, UNICEF partnered with John Hopkins University to develop a tool to support on the job supervision in hospitals.
- UNICEF worked to strengthen existing service providers and provided training.
- UNICEF engaged in strong advocacy through community dialogue. To help achieve the widest possible outreach, UNICEF used existing structures including faith-based organizations, women's organizations, girl guides and boy scouts, to engage households.

- Community dialogue was adopted as it engaged the community through dialogue, encouraging action to achieve behavioural and social change.
- The programme aimed to change the attitudes of both those receiving services and those providing services.

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.
- It was difficult to counter the entrenched patriarchal socio-cultural norms.
- Maternal health was neglected in health sector budgets.
- Using the expensive equipment approach would require huge funds.
- There was a paucity of credible data.

Lessons Learned

- UNICEF, using a strategic approach, can 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.

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

1.5.1 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 and Natural Resources collaborated with ENACAL to implement the project in schools. That same year, the Friendly and Healthy Schools programme 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 that would help promote health in schools.

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.

Through this programme, schools contribute to 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 such as CARE and World Vision are using the model; some private companies are also using it (for example, CISA, a coffee exporter), as are some firms concerned with corporate social responsibility.

Strategies Used

- Each school starts the programme using the same conceptual framework, an instrument for a local diagnostic study and a planning instrument that include gender indicators, for example, 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 per cent 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 of 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, 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 has been adopted.

Gender Equality Results Observed

- Several quantitative and qualitative gender equality results have been achieved, including more or less equal percentage of girls and boys attending school; 50 per cent of girls in student governments; and a non-sexist teacher's manual.
- Teachers' manuals include all the instruments and key content for the 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 retention of girl students. On average, 20 per cent more girls than boys pass elementary grades.
- The programme has contributed to great progress towards achieving MDG 2.
- There has been an improvement in health education, sanitation facilities and practices in schools by girls and boys, including separate latrines for girls and boys.
- The building of separate latrines for girls and boys, based on consultation with girls, has made girls more comfortable and confident and has led to greater respect between boys and girls.

- Gender roles in schools are changing: both girls and boys are assigned and participate in cleaning duties at school; girls and female teachers now show leadership on the school boards, whereas previously 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.
- Girls and boys from both within and outside the student government participate in other municipal organizations for youth and decision-making bodies. An example is Los Cumiches, an adolescent association in Estelí that promotes gender equality and integrates related issues into its radio programme, training workshops, etc.

Challenges Encountered

- There is only a tacit understanding that pregnant girls should not be expelled. While no cases of expulsion have been reported as yet, the situation is complicated.
- Changing gender roles has been difficult. There is a tendency for girls in elementary school to participate more than boys in class. In one school visited, four out of five of the student body members were girls; the assumption seems to be that since mothers usually go to parent-teacher meetings, 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 the girls and boys do not attend school and drop out, and what gender-specific remedial actions can be taken.

Lessons Learned

- By using a structured process that it designed, 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.

1.5.2 Potable Water and Sanitation Committees

- 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 ENACAL's strategy to provide drinking water and sanitation systems to dispersed rural communities. There are about 100 CAPS with an average of two adolescents in each. CAPS were first started in 1991 and have received funding from various donors, including UNICEF, in different regions of the country.

Strategies Used

- The central strategy is promoting women's participation in all the project cycle phases, 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.
- Strategies to promote women's participation have been accompanied by quotas of 50 per cent women and 50 per cent men in CAPS. Initially, the target for women's participation was 20 per cent, which then rose to the current rate of 50 per cent based on a study by the Swiss Agency for Development and Cooperation (SDC).
- Some, albeit limited, sex-disaggregated data is collected in diagnostic studies and other registries and applied in Community Action Plans. Systematic use of baseline studies, including data on 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 in turn use these to train 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 is 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 SDC. These place greater emphasis on gender sensitization from the outset, such as comparing the value of the different types of work performed by women and men respectively, developing self-esteem and leadership skills, and using a methodology where they first work with separate groups of women and men, and then combine the groups.
- Women's participation is also promoted in other community organizations supported by UNICEF, both in the community and in school.

Gender Equality Results Observed

- Community and CAPS members observed that both men and women were concerned about hygiene in their communities and were motivated to participate in activities to install and maintain infrastructure and other tasks, whereas before no one was concerned about collecting garbage.
- Women's participation in CAPS and community organizing has greatly increased.
- Changes in gender roles and types of work have been brought about. For example, some men now also fetch water. According to anecdotal evidence, the SDC gender training in particular has led to more gender equality, with men taking greater responsibility. Also, a few women now participate in construction, and both women and men do maintenance work.
- Both practical needs and strategic interests have been met: equitable access to potable water and sanitation facilities has resulted in improved health, and women's leadership and increased security for women, girls and boys have been achieved.
- There has been an increased empowerment of adolescent girls, including their 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 CAPS has led to a recognition of women's leadership in the communities at large. Women actively participate in community decision-making; community members recognize that women have the same leadership and coordination skills that men have; some women have also demonstrated outstanding strength as leaders.

- Adult and adolescent women have used the time saved fetching water to make and sell baked goods and handicrafts for their own income.
- 'Gender' is no longer considered to mean the same thing as 'women'. It now means the roles of men and women and the 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 was felt 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 per cent women's participation in CAPS, other results that are achieved are often not noticed or assessed in reports.
- The obstacles faced by women in decision-making positions have been great, for example, pressure from husbands and male relatives, but women have fought to be in the city hall and other public bodies.
- Continued challenges to establishing equitable gender roles include: (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 and 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 per cent of vice-chairs and hygiene coordinators are women; (4) men have not taken on reproductive work in the household.
- There is a need for more training for both women and men to achieve greater sensitization regarding gender equality and higher participation 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.
- Counterparts need to be provided with specific instruments to show them how to integrate gender into particular components and how to report. For example, Community Action Plans could document only what was done, not by whom.

Lessons Learned

- Personal commitment by the programme staff involved in 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.

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

1.6.1 Decentralized Action for Children and Women Approach

Description

The Decentralized Action for Children and Women (DACA)W 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 realize the rights of children and women, coordinate actions, and provide responsive services (UNICEF, 2007e). The results to be achieved through the DACA)W programme were to:

- strengthen capacities of families, communities and local bodies to assess, analyse and act on their situation;
- provide basic education, especially for 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 the psychosocial and cognitive development of children;
- increase sanitation facilities and water supply; and
- increase HIV/AIDS awareness.

DACA)W is operational in 23 of the 75 districts in Nepal, covering 33 per cent of village development committees, settlements and households in these districts. UNICEF partners with both the Ministry of Local Government and District Development Committees for implementing the programme. A full-time DACA)W Coordinator at the UNICEF Nepal CO, a DACA)W coordinator at regional levels, and the district-level UNICEF project officers support the programme.

Strategies Used¹⁰⁵

Community Action Processes are used to raise awareness, monitor result areas and raise demand for services. Gender equality strategies used include:

- Using existing community-based organizations¹⁰⁶ (village development groups, federations, cooperatives, farmers' cooperatives) to assess/analyse/act on birth registration, immunization, nutrition, primary education, family size, maternal health, workloads of men and women, and contraceptive use at the settlement level. Where no community organizations exist, UNICEF works with NGOs. Public community boards conduct the monitoring.
- Forming women's paralegal committees at the ward/village and development committee/district levels to mediate on cases of violation of rights of women and children, and link them with district resource groups in case they cannot succeed.
- Developing child clubs at the ward, village development committee and 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 to adolescent children.
- Identifying and training community mobilizers (90 per cent of the volunteers were female), village facilitators (they were paid and 80 per cent were female) and female community health volunteers (paid) to support the programme.

Responsive Service Delivery is used to strengthen the capacity of line departments to deliver services and implement DACA)W in a child and women friendly manner. Gender equality strategies used include:

¹⁰⁵ UNICEF, 2007e.

¹⁰⁶ The majority of these community-based organizations were formed by UNDP under the DLGSP (men's, women's and mixed village development groups), and some by the 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).

- training health workers on handling sexual abuse;
- training teachers on gender and child friendly teaching methods;
- training teachers on teaching with dignity;
- setting up an emergency fund through village development committees for families of pregnant women to access loans for institutional delivery; and
- setting up separate toilets for girls and boys in schools.

Decentralized Governance is used in particular for strengthening district development committee planning, monitoring and budget in favour of women and children. Gender equality strategies used include:

- establishing DACAW committees at the municipality, village development committee, district, regional and national levels comprising of the Ministry of Local Government, the National Planning Commission, relevant line departments, and NGOs;
- ensuring that both female and male leaders of community-based organizations are represented in DACAW committees at the village development committee and municipality levels; and
- strengthening the capacity of the district development committees to evolve their own periodic plans on women and children.¹⁰⁷

Gender Equality Results Observed¹⁰⁸

- There is significant representation of girls and women in community organization as members and leaders: 46 per cent in child clubs, 60 per cent in settlement level community-based organizations, 100 per cent in paralegal committees, and 60 per cent in DACAW committees at the village and district development committee levels. Child clubs are used to reach girls and boys both within and outside school.
- Domestic violence against women has decreased in areas where PLCC existed¹⁰⁹. For example, there has been a drop in physical violence and mental abuse against women and a strengthening of women's property rights in the event of divorce.
- The incidence of girl child marriages has reduced in areas where PLCCs and child clubs exist.
- Birth registration has increased, which in the long run is anticipated will help reduce child labour and (girl) child marriage.
- The gender-gap in enrolment and retention, especially in primary education, has decreased.
- Malnutrition has reduced, as has the slight (but disputed¹¹⁰) gender gap that existed amongst 0-3 year olds.¹¹¹
- Maternal anaemia has decreased and institutional delivery rates have increased.
- There is greater awareness on HIV/AIDS amongst women, adolescent girls and adolescent boys covered by DACAW, and adolescent boys have improved access to condoms.

107 In Dhulikhhet (Karve field visit), an internal gender policy had been put in place at the office of the district development committee 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.

108 Source: UNICEF, 2007e, UNICEF and Norwegian Embassy, 2006, Observations of the Mission in the field.

109 PLCC = Forum for women law and development

110 While the Evaluation Team observed that the lone infant who was malnourished out of a total of five 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.

111 Personal observations of two community organizations during field visit.

- The participation of men in community-based organizations has increased, with a greater number assisting in parenting, looking after wives during pregnancy and sharing domestic work when women attend meetings.
- Drug consumption and smoking has reduced amongst adolescent boys who have taken part in life skill training.
- Women's federations, where they exist, are demanding better services from the Government and are running economic enterprises.

Challenges Encountered¹¹²

- Reaching disadvantaged groups (in particular dalits and Muslims) and encouraging the women to participate as members, and more so as leaders and beneficiaries of credit programmes has been challenging. Not all backward districts or backward village development committees, settlements and households in the 23 districts have been covered.
- Women's paralegal 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 addressed¹¹³.
- 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.¹¹⁴
- Persistent poverty of households and poor institutional capacity (infrastructure, staff, materials) of line departments means that the increase in participants' awareness cannot in itself result in access to good quality education (in particular secondary), nutrition (beyond 3 years, and non maternal), and health care¹¹⁵.
- Increase in awareness of HIV/AIDS amongst women has not improved the ability of women or adolescent girls to negotiate condom use.
- Strategic gender interests have not been addressed across all result areas. The main focus has been 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 in water pump mechanisms (water and sanitation), addressing issues of violence and maternal health, training men as ECD facilitators, registering marriages, and addressing gender specific protection issues facing girls have not been well addressed.

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 mobilization 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 decentralized 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

¹¹² UNICEF and Norwegian Embassy, 2006, and UNICEF, 2007e.

¹¹³ Discussion with paralegal committees in Chitwan and Kavre districts.

¹¹⁴ Discussion with child club in Biratnagar municipality.

¹¹⁵ Wealth-ranking exercise carried out by the Team with a community organization in Chitwan district.

monitored systematically. Women's community-based organizations, PLCCs and child clubs (with separate meetings for women) at the ward, village development committee and district levels 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 the 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 the incomes of both women and men. As this may be outside the mandate of UNICEF, it has to link community-based organizations to organizations working on gender and poverty (also see UNICEF and Norwegian Embassy, 2006).

2. Good Practices in Integrating Gender into Emergency Programming and Contexts

2.1 Landmine Action Strategies and Programmes

Mine Action

UNICEF is one of the 14 UN departments that support mine action related initiatives in 30 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 UXO¹¹⁶ 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, identifying mines and explosive remnants of war, and teaching people how to stay out of harm's way.
3. Victims' assistance: providing medical assistance and rehabilitation services to victims, including job skills training and employment opportunities.
4. Advocating for a world free from the threat of landmines and encouraging countries to participate in international treaties and conventions designed to end the production, trade, shipment or use of mines and upholding 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 and also sits on the Inter-Agency Coordination Group – Mine Action, 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

¹¹⁶ 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>

into mine action programming.”¹¹⁷ 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 Mine Action Team to discuss and find innovative and practical ways of integrating gender into mine action initiatives. UNICEF is part of the steering committee that, along with consultants and others, supports field officers to effectively address 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 UN mine action personnel at 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 Guidelines are presented as a working document with narrative portions on gender objectives and explanations under each ‘pillar’ as to why it is important for mine action programmes and operations to take into consideration the different roles, needs and concerns of women, men, girls and boys respectively. 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 and implementation plans, and ensure that checklists are adhered to.
- **Action Plan Template:** The steering group on gender equality decided to develop a template on action plans for 12-18 months for each of the pillars as an enhanced way of supporting countries participating in mine action programmes. While still in the early stages of development, the template 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 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 has to date coordinated two regional workshops that aimed to strengthen 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. 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 the delegates to better

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

prepare 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. A short evaluation of the first workshop revealed that 85 per cent of delegates planned to use their newly acquired gender knowledge and planning tools.

- **Gender parity in mine action education:** At least in Sudan, it was reported that 50 per cent of mine action trainers were women. Gender parity extends also to beneficiaries where training programmes target women, men, boys and girls. UNICEF mine action 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 global research on context-specific gender related impact in the fight against mines and explosive remnants of war. 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.

3. 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 several effective communications approaches that could be applied elsewhere.

3.1 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 Jordan CO 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 CO has focused on partnerships at various levels:

- Partnerships with adolescents with a conscious effort for gender balance, for example, the Arabization of the Voices of Youth HQ website in 2005 involved consultations with 15 Jordanian male and female youths (nine girls and six boys).
- The CO has been working with children and adolescents as partners in milestone events to send a strong message to decision makers, with the female voice being central or at least equal to that of the male child. For example, for SOWC¹¹⁸ 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

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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 used by the CO to highlight gender issues, both in terms of male/female participation and the topics discussed. For example, 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 CO 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 appointed to speak to the Minister of Education about their success in establishing a girls' school in their community, where previously there had been none.
- The CO has been developing strategic media plans and behaviour change components (messaging and target audiences) with key partners for the related project, and highlighting gender equality changes where appropriate.¹¹⁹

3.2 Good Practices in UN Coherence in Nicaragua

Description

The current UN Resident Coordinator for Nicaragua and UNDP Representative, Alfredo Missair, reported that when he arrived in 2005, he was dismayed by the low level of gender equality integration practiced by staff in their work. As a result, 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 programme was implemented for all UNDP staff as part of a programme called Mainstreaming Gender Equality in the United Nations Development Programme in Nicaragua, developed within the context of the UNDP Regional Strategic Gender Framework for Latin America and the Caribbean.

Strategies Used

- The training conducted 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 of all UNDP staff and selected members of other UN agencies in Nicaragua was carried out: UNIFEM, UNFPA, FAO and UNICEF.
- Training was carried out in weekly four-hour sessions over the length of both programmes.
- The training programme in 2007 was mandatory and consisted of two phases: the first phase concentrated on an overview of gender theory and ran 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.

¹¹⁹ Interview with Communications Officer, Jordan CO.

- 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 UNDP's gender programme. These components 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 so successful that it is planned to be repeated with other UN agencies in the country, including UNICEF. A project proposal will soon be written based on the training needs assessment.

Gender Equality Results Observed

- There was considerable improvement in integrating gender into 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 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.

3.3 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 ECLAC¹²⁰ 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 – MDG 3 – because of its effects on women's participation in the economy.

¹²⁰ Economic Commission for Latin America and the Caribbean

The goal of the project is to generate knowledge, capacity and effective public policy to transform the existing economic order into a development model based on people's and society's well-being.

The project operates in Guatemala, Honduras, El Salvador, Nicaragua, Costa Rica and Panama.

Strategies Used

- Numerous national and regional studies have been 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 into and exit from the paid labour market, socioeconomic determinants of women's entry into the informal sector, and new focuses and concepts of work from women's perspectives.
- Methodology and tools have been 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.
- Multisectoral engagement and linkages have been established at the national and regional levels with key allies in government, political parties, academics, civil society organizations and donor agencies.
- The results of the initial regional study have been publicly presented 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 promote women's understanding of current economic processes and to assist them in claiming their rights.
- Training in gender and economics for professionals and for women's and other civil society organizations has been conducted so they can apply tools and analyses in their advocacy work.
- Contributions have been made 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 has been developed.
- There has been participation in regional and international workshops on various related topics to develop synergy, for example governance and PRSPs, new aid modalities, national budgets and free trade.

Gender Equality Results Observed

- Although fairly new, the programme has been internationally recognized as an innovative one that 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 have been collected and conducted.
- 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 into 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, the Council was granted membership in the Central American Integration System.

Challenges Encountered

- There was limited existing technical capacity in gender and economics.
- Communication among actors of the various sectors was weak.
- Government machineries for women in the region lacked both core funding from national budgets and the political clout to fulfill their mandate of mainstreaming gender into economic and other public policy areas.

Lessons Learned

- Technical support for governmental women's machineries is needed so they can effectively pursue their mandate.
- Alliances between government machineries for women and other government and economic actors are needed to ensure the sustainability of programme results and that the 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.

3.4 Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)¹²¹

Description

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, employment, politics and finance.

¹²¹ Excerpt adapted from: Kisanet Tezere, CEDAW Case Study, 'The A to Z of Gender Mainstreaming in the UN System' (working title & draft), UN OSAGI, 2007.

- 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 are 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."¹²² 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 the 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 5 June 2006, 79 countries had formally agreed to this Protocol.
- National actors – such as the state and women's and rights organizations – rather than the UN, are responsible for monitoring the implementation of CEDAW. 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 Observed

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

Examples include¹²³:

- Ukraine, Nepal, Thailand and the Philippines have adopted laws to fight trafficking of people for sexual purposes.
- Literacy rates have increased and access to education for girls and women was enhanced in Jordan, Nicaragua, Egypt and Guinea.
- Health care for women improved in Australia and Luxembourg; breast and cervical cancer awareness and prevention campaigns were launched.
- 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 and have not yet ratified the Convention. These include Iran, Somalia, Sudan and the USA.

The reasons for some countries not ratifying the treaty include:

- CEDAW's international laws may compromise national, constitutional and legal clauses deemed to already regulate or address equality issues. For example, USA believes that its laws on protecting women's rights are already advanced, and as such, it is apprehensive about being legally bound to the new laws under CEDAW, which might serve to undermine existing national laws.

¹²² <http://www.un.org/womenwatch/daw/cedaw/committee.htm>

¹²³ <http://www.womenstreaty.org/why.htm>

- There are 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 declaring 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 has jeopardized the effective implementation of the Convention in some countries, particularly those that use traditional legal systems that have gender discrimination built into them as their base.¹²⁴

Lessons Learned

- Devolving 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.

3.5 The Jordanian 1999-2003 Economic and Social Development Plan¹²⁵

Description

Jordan develops Economic and Social Development Plans as a part of its national five-year development planning process. In 1998, the Jordanian Government decided to mainstream gender issues into its 1999–2003 Plan. It attempted to ensure that gender was addressed in a way that was relevant for each sector and not as an isolated issue. This approach 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.¹²⁶

Jordan’s five-year plans are normally based on traditional planning processes that tend to make assumptions and use methods that generally do not adequately recognize the different needs and interests of women and men, and other demographic groups. The adoption of a gender mainstreaming approach in the 1999-2003 planning process was based on the assumption that a transformative planning process that would challenge existing social assumptions was needed. This would be achieved 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

- The Jordanian Government established an inter-departmental gender mainstreaming technical committee comprised of six members (five women and one man) and headed by the Secretary General of the Jordanian National Commission of Women.
- This committee oversaw the planning and analysis efforts of a series of sectoral technical committees drawn from the different ministries involved.
- The role of the gender mainstreaming technical committee was to:

¹²⁴ <http://www.bridge.ids.ac.uk/dgb10.html>

¹²⁵ Excerpt adapted from: Dana Peebles, Jordanian Case Study, ‘A to Z of Gender Mainstreaming in the UN System’ (working title & draft), UN OSAGI, 2007.

¹²⁶ Case study based on: The Jordanian National Commission for Women, and Hala Ghosheh, ‘Gender Mainstreaming in the Jordanian 1999-2003 Economic and Social Development Plan’, Amman, 2004.

- provide a strategic direction on gender issues in each sector, including an assessment of the issues that hinder women's advancement and participation in the development process;
 - present a preliminary framework for mainstreaming social strategies concerning women, population and others into the Economic and Social Development Plan based on a development approach calling for economic liberalization, building 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 sectoral technical committees and GFPs.
- The committee also proposed having additional female technical experts serve on the sectoral committees, whose role would be to highlight gender issues within each sector. These GFPs did however encounter a fair amount of resistance to their input. 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 of the planning exercise included:

- an emphasis and reiteration throughout the Plan that women and children's rights are part of human rights;
- a recognition of the need to achieve equal opportunities for women and men in public sector participation and in accessing services and benefits;
- an 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 use by 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 of their recommendations 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 into 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 the need to:

- define inter-sectoral dependencies and establish linkages to generate a more holistic approach and avoid duplication in planning initiatives;
- establish linkages between the macro, meso and micro levels, and recognize policy and plan impact on the community at the household level and on all social groups;
- understand the implications of cultural issues on policies and vice versa; and
- prioritize issues within the sector plans and systematically sensitize 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. Conduct a gender analysis of key sectors that have not yet been analysed from a gender perspective, 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 GFPs.
7. Develop analysis tools to help guide GFPs in considering issues from a gender perspective.
8. Arrange for regular meetings between the GFPs so 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.

3.6. Canadian International Development Agency

Description

CIDA takes a fairly systematic approach to gender mainstreaming, and to this end, the organization has set up several institutional processes. These processes help 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 evidence of some slippage in recent years, CIDA has managed to mainstream gender into its operations fairly effectively overall.

Strategies Used

CIDA introduced a new Policy on Gender Equality in 1999. Its primary goal is to support "...the achievement of equality between women and men to ensure sustainable development."¹²⁷ 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 as a cross-cutting issue. The lessons learned by CIDA from these diverse policy development initiatives led to several key changes when they developed their 1999 Gender Equality policy. These included:

- Shifting from 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 its 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 must clearly establish what its gender equality results will be. CIDA has also developed a tool to help identify types of gender equality 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 do not effectively integrate gender equality concerns.

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 has 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.

¹²⁷ www.acdi-cida.gc.ca

Although this is a fairly systematic approach, individual staff interest and commitment still make 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 promoting 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 Desired¹²⁸	How an Institution Can Effect Increased Gender Equality
<p>1. Decision making</p> <p>More equal participation of women and girls with men and boys as decision makers in shaping sustainable development of their societies.</p>	<p>1.2 Capacity for Public Participation</p> <p>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.</p>
	<p>1.2 Representation among decision makers</p> <p>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.</p>
	<p>1.3 Household and individual decision making</p> <p>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.</p>
<p>2. Rights</p> <p>Women and girls and disadvantaged men and boys more able to realize their full human rights.</p>	<p>2.1 Legal System</p> <p>Support strengthened promotion and protection of the human rights of women, girls and disadvantaged men and boys in law and related bodies.</p>
	<p>2.2 Public Awareness</p> <p>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.</p>
	<p>2.3 Response to gender-specific rights</p> <p>Improve services and mechanisms that respond to gender-specific constraints on rights or to rights violations (for example, domestic violence, trafficking, gender-based violence in conflict zones).</p>

¹²⁸ Adapted from Draft of CIDA Gender Equality Results Framework, 2005.

3. Development Resources and 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 and productive assets Support measures that increase control by women, 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 programme change Support changes that promote increased gender equality and respond to the different priorities and interests of both women and girls and men and boys.

3.7. UNICEF Good Practices in UN Coherence

UNICEF has undertaken several 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; use CEDAW and its Optional Protocol as a tool for policy development and planning; and promote and advocate 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 advocates for these rights work synergistically and support each other's rights. UNICEF is involved in organizing regional conferences with experts in women's and children's rights from the region. These conferences aim to identify the opportunities offered by both CRC and CEDAW in the simultaneous promotion of women's and children's rights. The first of these conferences, 'Women's and Children's Rights, The Human Rights Relationship', will be held in 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 CRC and CEDAW. 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 the conceptual links between women's and children's rights, and in the instruments that advance them, such as the mutually reinforcing complementarities between CRC and CEDAW, and practical efforts in support of governments to implement 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.

APPENDIX 3 – SURVEY RESULTS

Senior Managers Survey Results

The survey was conducted during July and August 2007. In total there were 104 respondents from programme staff, with 58 per cent of respondents being male and 42 per cent 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 ranging from 'strongly agree' to 'strongly disagree'. All the responses to the closed questions are presented in the summary below. Also included is 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	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 per cent) but other regions are not far behind in terms representation. For example, Central and Eastern Europe/ Commonwealth of Independent States (17 per cent) and Latin America and the Caribbean (14 per cent). The sample is dominated by staff that has been at UNICEF for more than 10 years (75 per cent), more males than females (58 per cent and 42 per cent respectively) and P5 grades (62 per cent).

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 analysed 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 per cent) has been trained in gender as compared with programme staff (45 per cent). Indeed, most of these senior staff have been trained at sometime by UNICEF (79 per cent, 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 five years. This equates to 40 per cent of the senior staff in the sample, which is much closer to the figure for programme staff (35 per cent). Therefore, while the figures for senior staff appear much more positive initially, this may be more a consequence of their length of service than their position. In other

words, it is not necessarily that senior staff is more trained in gender than programme staff, but by being at the institution longer, they are more likely to have been exposed to gender training.

8. To what extent do you agree with the following statements?

<i>Top number is the count of respondents selecting the option. Bottom % is per cent of the total respondents selecting the option.</i>	Strongly Disagree		Slightly disagree		Slightly agree		Agree		Strongly agree	
	Count	%	Count	%	Count	%	Count	%	Count	%
Increased gender equality is necessary for UNICEF to achieve UNICEF's mandate and MDGs.	2	0	4	10	36	52				
	2%	0%	4%	10%	35%	50%				

9. Gender equality in my office / division

<i>Top number is the count of respondents selecting the option. Bottom % is per cent of the total respondents selecting the option.</i>	Strongly disagree		Slightly disagree		Slightly agree		Agree		Strongly agree		Don't know/ Not applicable	
	Count	%	Count	%	Count	%	Count	%	Count	%	Count	%
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 agrees much more strongly than programme staff on statements about the necessary conditions, skills and knowledge to promote gender equality being 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 per cent of senior management agree with this statement, but only 48 per cent 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	56	54%	4	45%	1	1%	29	42%	37	54%	3	4%

have access to excellent, practical gender tools/guidance.			7										
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 per cent of respondents agree with the statement that gender equality issues are regularly discussed in the meetings they attend;
- 72 per cent 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 per cent of respondents agree with the statement that staff in their office/ division have access to excellent, practical gender tools/guidance;
- 79 per cent of respondents agree that their office integrates a strong gender perspective into its planning;
- 73 per cent of respondents agree that their office is successful in achieving gender equality results;
- 54 per cent of respondents agree that their office is successful in finding experts/consultants able to support them with strong gender competence; and
- 80 per cent of respondents feel equipped to provide their team with the necessary leadership to address gender equality in UNICEF programming.

Senior management provide a generally positive picture of the existence of 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 per cent and 38 per cent of respondents disagree with these statements respectively.

10. Gender equality in my office / division (continued)

<i>Top number is the count of respondents selecting the option. Bottom % is percent of the total respondents selecting the option.</i>	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 0%	2 2%	5 5%	36 35%	44 42%	15 14%	2 2%
The level of senior management commitment to gender equality within UNICEF is very high.	0 0%	2 2%	11 11%	21 20%	52 50%	18 17%	0 0%
Gender equality is strongly incorporated in my annual objectives (as found in the PER).	1 1%	21 20%	23 22%	30 29%	22 21%	5 5%	2 2%
Gender equality is strongly incorporated in the annual objectives (as found in the PER) of the staff members that I supervise.	0 0%	23 22%	27 26%	33 32%	16 15%	3 3%	2 2%
There are considerable	5	27	33	28	8	2	1

institutional incentives (promotion, professional recognition) for me to take a lead on gender issues in my work.	5%	26%	32%	27%	8%	2%	1%
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Data analysis

Staff's commitment to promote gender quality within UNICEF's work is seen as very high, with:

- 91 per cent of respondents agreeing that staff in their office are highly committed to promoting increased gender equality in UNICEF's work; and
- 87 per cent of respondents agreeing 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 per cent of respondents see gender equality as strongly incorporated in their annual objectives (as found in the PER);
- 50 per cent of respondents see gender equality as strongly incorporated in the annual objectives (as found in the PER) of the staff members that they supervise; and
- only 37 per cent 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:

<i>Top number is the count of respondents selecting the option. Bottom % is percent of the total respondents selecting the option.</i>	Strongly disagree	Disagree	Slightly disagree	Slightly agree	Agree	Strongly agree	Don't Know/ Not applicable
Training on gender analysis.	1 1%	9 9%	9 9%	27 26%	41 39%	14 13%	3 3%
Training on how to dialogue with partners on the promotion of increased gender equality.	1 1%	9 9%	7 7%	33 32%	41 39%	10 10%	3 3%
Clear guidance notes, tools on gender equality within a UNICEF context.	1 1%	4 4%	4 4%	25 24%	52 50%	18 17%	0 0%
Access to gender expertise and advice.	1 1%	2 2%	2 2%	26 25%	56 54%	16 15%	1 1%
Institutional rewards and recognition for promoting gender equality as a part of my work.	2 2%	7 7%	14 13%	25 24%	34 33%	17 16%	5 5%
Commitment to gender equality from my managers.	1 1%	5 5%	4 4%	15 14%	54 52%	23 22%	2 2%

Data analysis

- 78 per cent 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 received gender training.
- 81 per cent 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 per cent 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 per cent of respondents felt that they needed access to gender expertise and advice to more effectively integrate and promote gender equality in their work.

- 73 per cent of respondents felt that they needed institutional rewards and recognition for promoting gender equality as a part of their work.
- 88 per cent 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.	Total	Question 5: Have you received any gender training?	
		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 per cent). The perceived requirement of more gender training is only slightly higher for those that have had no previous gender training (at 88 per cent).

A disaggregation of the responses to question 11 shows that there is little difference 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

<i>Top number is the count of respondents selecting the option. Bottom % is percent of the total respondents selecting the option.</i>	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 into its programming.	6 6%	15 14%	28 27%	22 21%	22 21%	8 8%	3 3%

Data analysis

Only 50 per cent of respondents agreed with the statement that UNICEF allocates sufficient human and financial resources to support the effective integration of gender equality into its programming; 47 per cent of respondents disagreed with this statement.

13. Our partnership for the achievement of gender equality is strong with:

<i>Top number is the count of respondents selecting the option. Bottom % is percent of the total respondents selecting the option.</i>	Strongly disagree	Disagree	Slightly disagree	Slightly agree	Agree	Strongly agree	Don't know/ Not applicable
Other UN agencies	1 1%	9 9%	18 17%	37 36%	34 33%	3 3%	2 2%
Donors	3 3%	7 7%	24 23%	36 35%	30 29%	0 0%	4 4%
National governments	3 3%	15 14%	24 23%	32 31%	26 25%	0 0%	4 4%
NGOs and civil society	2 2%	2 2%	23 22%	42 40%	28 27%	3 3%	4 4%

Data analysis

The vast majority of respondents agreed that the partnership to achieve gender equality is strong with other UN agencies (72 per cent), donors (64 per cent), national governments (56 per cent) and NGOs and civil society (70 per cent).

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 programme staff survey, with the vast majority (68 per cent) seeing gender mainstreaming as being 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 male (70 per cent) and female respondents (66 per cent).

Interestingly, a further 22 per cent see gender mainstreaming as ensuring that the specific needs of women and girls [only] are addressed and equality promoted through UNICEF programming, and very few (7 per cent) regard it as a gender parity issue (more equal numbers of male and female staff). This contrasts with the programme staff survey, where 17 per cent 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

Jamaica: The 2007 SitAn update on gender disparities in Jamaica is soon to be published. It examines disparities between girls and boys aged 0-18 years, using MICS data to evidence gender gaps in access, parental practices, learning achievement, behaviour, vulnerabilities to HIV and violence (so called gender-based vulnerabilities). It evidences how boys are affected, and how girls are affected, and how gender biases affect both sexes.

Madagascar: There has been a sustained and long-term effort to promote girls' and boys' education with specific support to girls through a peer support mechanism.

Djibouti: There is a UN Gender Theme Group in Djibouti with clear ToRs and an action plan to improve gender mainstreaming in programming.

Yemen: There are efforts to ensure the participation and visibility of girls and women with leadership skills in all decision making bodies at the national and community level, and 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 the UN gender mainstreaming committee.

Nepal: The paralegal initiative in Nepal addresses the protection of women's and children's rights. Additionally, it involves men while empowering women, giving the latter knowledge and negotiation skills, and therefore confidence.

Bangladesh: The Kishori Abijan adolescent programme has successfully brought together teenage boys and girls at the 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
[Include] 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 [it addresses] 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, and be bold in targeting boys, when needed, 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 [equals] promoting girl's rights.	Policy, Programming
Put its money where its mouth is. That is, put into practice supporting the professional	Resources, Gender Parity,

Response	Keywords
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 programmes 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.	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 processes and in all programmes.	Analysis, Capacity Building, Programming
Better understanding and more knowledge on what gender equality really means and...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 – support men's leadership on gender equity.	Leadership, Capacity Building
Continually review the status/progress in staffing as well as in programming. Make it a 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 its gender-analysis and standardize its approaches in programme areas. Really mainstream, so that the concepts are understood by all, and the responses are systematized, harmonized and become routine, both in programme and operations.	Analysis, Tools, Programming
To address...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[ed] and 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 [it] 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

Response	Keywords
Collect and document...evidence of good practices.	M&E
Look for disparity, analyse the causes of the disparity, combat the discrimination.	Analysis
Better tools and guidance.	Tools
Senior management to better practice policy orientation.	Leadership
Internal: more respect for women by male managers. External: better understanding of integrating gender into programme design.	Gender Parity, Programming, Capacity Building
Empower its staff (both men and women) [via] meaningful knowledge and advocacy skills.	Capacity Building
Train its staff. We should also be able to [differentiate] between gender mainstreaming and feminism! UNICEF should also work on gender [at] 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 programmes.	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 levels.	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 an amorphous manner.	M&E, Strategic Focus
UNICEF is doing good [work] 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 needs to be more serious in-house in promoting gender equity and [should] avoid cosmetic and fancy measures [such] as promoting women to higher managerial position as the only means, without sound and evident professional competencies 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 much stronger leadership [in]... 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
This cannot be achieved in isolation i.e. by just promoting within UNICEF. That is step one but [the] major challenge is to get the government counterparts [to] understand it equally well. This has to seep into...government programmes. We support government programmes and those are the best mediums to attain gender equality across the	Partnerships

Response	Keywords
population.	
More resources, more training, more accountability [on] 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 in terms of programmes, since we decided to 'MAINSTREAM GENDER' we really lost the concept and our new staff...don't receive the adequate 'indoctrination' in gender as some of us who...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 senior 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 [are] not...seen as something that [only] women staff members are responsible for.	Management
Internally, moving forward on the organization's 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 [the]... benchmarks...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-	Programming, Analysis

Response	Keywords
based perspective using CRC and CEDAW as the framework to assess countries.	
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 ROs are such that we have to do many competing things as well as implement our own country programme.	Incentives
[Also] advocate this...among other UN agencies.	
Funding should be set aside for offices and HQ...to have gender specialists who will work side by side with the technical and programme staff. This will create 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 [and] policy analysis work should be carried out [through the lens] of gender equality.	Resources, Analysis, Programming
To make it a priority that is resourced and [ensure that] staff 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

Programme Staff Survey Results

The survey was conducted during July and August 2007. In total there were 69 respondents from programme staff, with 61 per cent of respondents being male and 39 per cent 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 ranging from 'strongly agree' to 'strongly disagree'. All the responses to the closed questions are presented in the summary below. Also included is 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 grey .

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	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 per cent) of the sample have been employed by UNICEF for less than two years, and a further 22 per cent 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 per cent) at this level. The majority of respondents are male, representing 6 in every 10 employees within the sample (61 per cent).

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.¹²⁹

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%	3
Making sure that there are more equal numbers of male and female staff in UNICEF, especially at the management level.	12	17%	2
Promoting women's rights and girl's empowerment.	8	12%	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.	42	61%	20
Total	69	100%	27

Data Analysis

The last statement is considered to be the 'right' answer, and the majority of respondents (61 per cent) identified this as their view of gender mainstreaming. This is much higher for female (74 per cent) than male respondents, where it is just over half (52 per cent). The importance of this question is to assess the degree (or lack) of clarity on 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 4 in 10 staff members (39 per cent) took a different view of gender mainstreaming, indicating that it is either poorly understood, or there are other factors at play such as a lack of clarity in the messages emanating from HQ. In particular, 17 per cent of respondents viewed gender mainstreaming as a gender parity issue, i.e. ensuring that there are equal numbers of male and female staff in UNICEF. For men alone, this rises to nearly a quarter of respondents (24 per cent), 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 more as a 'women and girls' issue, either in terms of promoting equality in programming (10 per cent) or promoting rights and empowerment (12 per cent).

6. To what extent do you agree with the following statements about UNICEF's Gender Policy and Guidance?

<i>Top number is the count of respondents selecting the option. Bottom % is per cent of the total respondents selecting the option.</i>	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 3%	10 14%	13 19%	19 28%	13 19%	1 1%	11 16%
I find UNICEF's 1994 Gender Policy very useful for my work.	3 4%	7 10%	7 10%	24 35%	7 10%	3 4%	18 26%
The PPP manual equips me fully to incorporate gender equality concerns into my work.	0 0%	7 10%	18 26%	15 22%	17 25%	3 4%	9 13%

Data Analysis

¹²⁹ 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 further (such as by sex).

This series of statements is used to assess staff familiarity with and the usefulness of the UNICEF 1994 Gender Policy. Nearly half of programme staff (48 per cent) 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 per cent) and that the PPP Manual equipped them fully to incorporate gender equality concerns into their work (51 per cent).

Given that the Policy underpins UNICEF's approach and work in gender, this is an important finding. It indicates that nearly half of staff is either ambivalent (16 per cent) or believes that they are not very familiar with the UNICEF Gender Policy (36 per cent). Indeed, the situation may be worse than 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 is designed to assess the extent to which staff has been trained in gender, and if they have been trained, whether: they were trained by UNICEF or another organization; and if they received the training within a relatively recent period of time (i.e. the training is more likely to be up-to-date and relevant to current work tasks).

According to the survey, there appears to be a considerable lack of training in gender. Over half of all respondents (55 per cent) 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 who were trained over five years ago; only 35 per cent of respondents have been trained in gender within the last five years (24 out of 69), and therefore 65 per cent 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 per cent 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 per cent of respondents (13 out of 69) said they had been trained in gender through PP training at UNICEF.

Also, nearly a quarter (23 per cent) of the gender training was undertaken over five years ago. Only 45 per cent of respondents have received training recently, i.e. within the last year or last three years.

10. In your office/division's programme portfolio how many projects include the following:

<i>Top number is the count of respondents selecting the option. Bottom % is per cent of the total respondents selecting the option.</i>	All	More than half	Less than half	Less than a quarter	None
Project/programme design includes the results of gender analysis	9 13%	16 23%	21 30%	17 25%	6 9%
Project/programmes have explicit gender equality objectives	8 12%	19 28%	22 32%	16 23%	4 6%
Project/programmes target specific male or female groups	10 14%	26 38%	23 33%	9 13%	1 1%
Project/programmes clearly define gender equality outputs and outcomes	8 12%	17 25%	21 30%	15 22%	8 12%
Project/programmes include gender-sensitive indicators	4 6%	17 25%	26 38%	17 25%	5 7%
Project/programmes reports use sex-disaggregated data	9 13%	21 30%	23 33%	13 19%	3 4%
Project/programmes include resources dedicated to increasing gender equality	4 6%	14 20%	20 29%	24 35%	7 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 per cent);
- gender-sensitive indicators (70 per cent);
- clearly defined gender equality outputs and outcomes (64 per cent); and
- results of gender analysis in project/ programme design (64 per cent).

The majority of respondents think that **less than half** of all project/ programmes include:

- explicit gender equality objectives (61 per cent); and
- sex-disaggregated data (56 per cent).

The majority of respondents think that **more than half** of all project/ programmes:

- target specific male or female groups (52 per cent).

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 per cent or more respondents said that less than half of their projects/programmes demonstrated these qualities. In addition, gender analysis, the use of clearly defined gender equality outputs/ outcomes and explicit gender equality objectives are weak areas, with over 60 per cent of respondents citing 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?

<i>Top number is the count of respondents selecting the option. Bottom % is per cent of the total respondents selecting the option.</i>	Strongly Disagree	Slightly disagree	Slightly Agree	Strongly agree	Don't know/ Not applicable		
I have access to excellent practical gender tools/guidance.	6 9%	12 17%	19 28%	16 23%	11 16%	2 3%	3 4%
Gender equality is strongly incorporated in my	5	16	14	20	7	1	6

annual objectives (as found in the PER).	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 per cent). Also, while 42 per cent of 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 gender equality competences (53 per cent). Indeed, just 38 per cent of respondents agree and most (17 out of 26 respondents) only slightly agree that they can successfully find such experts/ consultants.
- Disagree that gender equality is strongly incorporated into their **annual objectives** as stated in the PER (50 per cent). Indeed, while 40 per cent 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 per cent of respondents). This rates highest amongst the five statements, though 37 per cent of respondents disagree with the statement.
- Agree that staff in their office have the **skills and knowledge** needed to promote gender equality in programming (48 per cent).

In summary, respondents generally gave a low rating to the availability of practical gender **tools/guidance**, the incorporation of gender equality in **annual objectives**, the **skills and knowledge** of staff to promote gender equality, and **access to expert/consultants** to support gender equality 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)

<i>Top number is the count of respondents selecting the option. Bottom % is per cent of the total respondents selecting the option.</i>	Strongly disagree	Disagree	Slightly disagree	Slightly agree	Agree	Strongly agree	Don't know/ Not applicable
Staff in my office is 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 into 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 MDGs.	0	5	6	8	24	24	2
	0%	7%	9%	12%	35%	35%	3%

Data Analysis

- 82 per cent of respondents agree that gender equality is necessary for UNICEF to achieve its mandate and MDGs.
- There is strong agreement with the statement that **staff is highly committed** to promoting increased gender equality in UNICEF's work, with 79 per cent of respondents agreeing with this statement.
- 78 per cent of respondents agree (to varying degrees) with the statement that **managers are committed** to promoting gender equality in UNICEF's work.
- 55 per cent of respondents agree that UNICEF allocates sufficient human and financial resources to support the integration of gender equality into its programming.
- 51 per cent of respondents agree that their office is successful in achieving gender equality results.

Overall, programme staff view gender equality as necessary for UNICEF to achieve its mandate and MDGs, with staff and managers perceived as highly committed to promoting gender equality 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 gender equality results.

13. Please rank the following to show their relative importance in helping you to promote gender equality:

*Top number is the count of respondents selecting the option. Bottom % is per cent 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 26%	16 23%	14 20%	11 16%	8 12%	2 3%
Training on dialogue with partners on gender equality	4 6%	11 16%	15 22%	11 16%	19 28%	9 13%
Clear guidance notes and tools within a UNICEF context	19 28%	17 25%	11 16%	8 12%	8 12%	6 9%
Access to gender expertise and advice	2 3%	15 22%	12 17%	19 28%	14 20%	7 10%
Institutional reward and recognition for promoting gender equality	9 13%	1 1%	5 7%	10 14%	10 14%	34 49%
Commitment to gender equality from my managers	17 25%	9 13%	12 17%	10 14%	10 14%	11 16%

Data Analysis

Training, guidance notes/tools and the commitment of managers are seen as the most important aspects to help 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 per cent 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 per cent of the total respondents selecting the option.

	Strongly disagree	Slightly disagree	Slightly agree	Strongly agree	Don't know/ Not applicable		
Other UN agencies	2 3%	10 14%	10 14%	17 25%	20 29%	7 10%	3 4%
Donors	0 0%	7 10%	13 19%	20 29%	22 32%	3 4%	4 6%
National governments	2 3%	11 16%	13 19%	18 26%	17 25%	6 9%	2 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 per cent), donors (65 per cent), national governments (60 per cent) and NGOs and civil society (69 per cent).

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 tablets for girls between 15-18 [years].

Contact address: Ms. Elham Munsef, nutrition officer, UNICEF Pacific office, Suva, Fiji.

Nepal:

Girls' education in Nepal: Welcome to school programme established, with special focus on girls enrolment and special support to girls' education.

Child Protection Programme: Paralegal Committees established, with women comprising more than 80 per cent of membership. These Committees were set up to address child and women protection issues, and to sensitize the community and other male community members on the important role of Paralegal Committees in addressing the issues of violence of rights, and abuse and discrimination against children and women. More than 50 per cent of cases of rights abuses are handled by the Committees locally, thus enhancing the sense of empowerment among the community members and increasing access to legal advisory support from the district advisory committees on the complicated issues related to child and women protection.

Decentralized Action for Children and Women: Community process enhanced with the participation of community organizations formed to address issues related to children and women; more than 50 per cent of these community organizations comprise of women in the decision making bodies. These community organizations have served as a forum for the majority of women community members to voice their opinions and concerns and take joint actions to improve their situation. They have enhanced the capacity of the community, especially women community members, to assess their situation, analyse 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, and take corrective action through the promotion of income generation activities. Soon, the infants and young children of Ichi town (in the Ekwusigo LGA of Anambra state in southeastern Nigeria) were being weaned on nutritionally adequate feed such as Benimix, Nutrimix and Superflour. Any mother could purchase these hygienically produced, packaged and sealed complimentary foods for as little as N200, (\$1.80) for a 500 gm. pack. Better still, mothers could also 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 were women and children receiving tasty and adequate nutritional mixes but nutrition clubs were formed in churches, Vitamin A and iron supplements were being distributed to infants and pregnant women and bi-monthly growth monitoring activities were being conducted for children who attend the churches. With their impressive performance, the women of Ichi deserved the petrol-operated milling machine donated to them by the UNICEF field office in Enugu, during the reporting period. The challenge then faced by UNICEF was how to respond to the Ichi women's determination to upgrade their entrepreneurial and business management skills in order to make the projects not only self-sustaining but also profitable. In 2001, UNICEF, in collaboration with the Ministry of Health, will be upgrading the skills of those involved to improve their capacity to manage their business enterprise. An impact evaluation is also in the offing. Field visits to the community food group have been undertaken 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 has paid off.

Bangladesh:

The 'Khishori Abhijan Project' of BRAC supported by UNICEF. This project aims to empower adolescents, especially girls but also boys, to participate meaningfully in decisions that affect their lives and also become role models for the community and other adolescents. The project works to create and sustain a supportive environment for adolescent girls' development at the household and community levels. The underlying principle of the project is to build self-esteem, confidence, knowledge and skills to enable adolescents to intervene in the socio-economic and political structure of decision making processes within and outside the family and community; promote access to domains conventionally seen as exclusively male; and finally, promote 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: Tejinder Sandhu – OIC, SPME, New Delhi.

APPENDIX 4 – REFERENCE GROUP MEMBERS

Name	Position	Duty Station
Maie Ayoub	Special Advisor on Gender and Diversity	NYHQ
Ruchi Ghanashyam	Minister, Indian Mission to the UN	New York
Elizabeth Gibbons	Chief, Global Policy Section, DPP	NYHQ
Rima Salah	Deputy Executive Director, 1 st Chair	NYHQ
Kul Guatam	Deputy Executive Director, 2 nd Chair	NYHQ
Karin Hulshof	Director, PFO	NYHQ
Noreen Khan	Programme Officer for Gender Mainstreaming, Global Policy Section, DPP	NYHQ
Shahnaz Kianian-Firouzgar	Deputy Regional Director, CEE/CIS	Geneva
Simon Lawry-White	Sr. Programme Officer, Evaluation Office	NYHQ
Cecilia Magnusson-Ljungman	Evaluation Manager, Evaluation Office	NYHQ
Jacqueline Oubida	Attaché, Burkina Faso Mission to the UN	New York
Niloufar Pourzand	Sr. Programme Officer	Barbados
Jean Quesnel	Director, Evaluation Office	NYHQ
Diana Rivington	Director, Gender Equality, Canadian Mission to the UN	New York
Christian Salazar	Country Representative, Iran	Tehran
Dan Seymour	Sr. Programme Officer, Gender & Human Rights Unit, Global Policy Section, DPP	NYHQ
Vanessa Tobin	Deputy Director, Programme Division	NYHQ

APPENDIX 5 – EVALUATION TEAM MEMBERS

Dana Peebles was the Evaluation 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 several major institutional gender evaluations. She also has a solid 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 in 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 online 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 as well as with 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. She also recently completed another evaluation for UNICEF in Bosnia. She served as the ITAD Project

Manager for the evaluation, and provided quality assurance reviews of all evaluation-related reports.

Ranjani Murthy has over 20 years of experience in gender equality issues, poverty reduction and public health. She combines experience at the grass roots level with experience with NGOs, government institutions and diverse UN agencies. She has considerable knowledge of child rights, masculinities and disasters, particularly in relation to South 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. Neddy participated in the Uganda country case study.

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 also has 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 eight years experience 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 eight 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.

APPENDIX 6 – ANALYSIS TOOLS

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 and behaviour		Large departure from current practices, roles and behaviour
	Limited discretion		Large amount of 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
	Low level of conflict about nature and value of the changes		High level of conflict about nature and value of the changes
7. How accessible is the Policy?	Easy to read		Uses complex/ un-clear language and is lengthy
	Easy to find		Hard to find
8. How aware is staff of the Policy?	Management very aware and knowledgeable about the Policy		Management has limited awareness and understanding of the Policy
	Programme staff very aware and knowledgeable about the Policy		Programme staff has limited awareness and understanding of the 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)

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 and senior managers, Board meeting minutes	Relevance
A2 Strategic plans and 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 gender equality objectives or indicators.	Strategic plan includes some explicit gender equality objectives and indicators.	Strategic plan has integrated explicit gender equality 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 responsibility for gender equality to the Gender Focal Point (GFP).	Senior managers support staff with interest in promoting gender equality, but do not provide direction to all programme staff to do so.	Some senior managers provide institutional incentives for staff who champion gender equality issues and processes. Some senior managers are well informed about key gender issues that affect their area of work.	Senior managers provide institutional incentives for staff who champion gender equality issues and processes. Senior managers are well informed about key gender issues that affect their area of work.	Interviews with senior managers, senior manager surveys	Relevance
A4 Senior managers	Senior managers have never participated in any gender analysis or awareness training.	Senior managers have participated in a gender awareness or analysis training over 5 years ago.	Senior managers have participated in gender analysis/awareness training in the past 5 years.	Senior managers have more extensive training in gender equality than a 2–5 day workshop (e.g., post-secondary training, long-term courses).		
A5 Representatives	Representatives unaware of gender policy, demonstrate limited understanding of the link between poverty reduction and increased gender equality, and/or do not actively work to integrate gender equality into the	Representatives provide ad hoc support for gender-specific programming but do not ensure that gender equality is integrated into all programmes.	Representatives are aware of gender policy/guidance notes. Representatives ask staff to promote key gender issues in the country programme, but not always systematically.	Representatives demonstrate active and visible leadership/championship of gender equality issues (hold staff accountable, lead by example, ensure adequate resources allocated, etc.).	Interviews with Representatives, senior managers surveys	Relevance

Institutional Process	Rating				Data Sources	Evaluation Criteria
	country programme.					
A6 Level of authority of staff with significant responsibility for gender equality	No one in office who has significant responsibility for gender equality.	Mainly at P2-P3/NO 1-2 levels.	Mixture of P2-P3 and some P4-P5s and NO 3s.	Mixture of P2-P3 and some P4-P5s/NO 3s with some D1 and above.	Personnel records, surveys, staff interviews	Relevance
A7 ToRs	Monitoring and evaluation ToRs do not include gender equality responsibilities and concerns.	Only projects with a specific gender equality focus have monitoring and evaluation ToRs that include a review of gender equality responsibilities and concerns.	Some monitoring and evaluation ToRs for general projects include gender equality responsibilities and concerns.	Monitoring and evaluation ToRs for all projects include gender equality responsibilities and concerns.	IMEPs, review of other UNICEF evaluation reports	Relevance
A8 Guidance	Guidance notes for other critical policy areas do not integrate gender equality concerns as cross-cutting issues.	Only guidance notes for social areas integrate gender equality concerns as cross-cutting issues.	Some guidance notes for other core programme areas and critical policy areas integrate gender equality concerns as cross-cutting issues.	Guidance notes for other critical policy areas integrate gender equality concerns as cross-cutting issues.	Sample of other policy guidance notes	Relevance
A9 International and regional senior managers meetings	International management and regional management meetings do not include gender equality issues in their agenda.	International management and regional management meetings include gender equality issues in their agenda only on a sporadic basis.	International management and regional management meetings include gender equality issues in their agenda every other year.	International management and regional management meetings include gender equality issues in their agenda on an annual basis.	Senior manager interviews	Relevance
A10 Link between gender equality inputs in CCA/SitAn, UNDAF and UNICEF CO programming	No links made between gender equality inputs in CCA, UNDAF and CO programmes.	Few links made between gender equality inputs in CCA, UNDAF and CO programmes.	Some links made between priority gender equality inputs in CCA, UNDAF and CO programmes.	Multiple and clear links made between priority gender equality inputs in CCA, UNDAF and CO programmes.	CCA, SitAn, UNDAF, annual work plan, CO programme documents	
UNICEF leadership role in gender equality within UNCT and UNGTG	UNICEF not perceived to take leadership role on gender equality issues in either the UNCT and/or the UNGTG.	UNICEF perceived to take limited leadership role on gender equality issues in either the UNCT and/or the UNGTG.	UNICEF perceived as having leadership role related to gender equality within UNCT and/or the UNGTG.	UNICEF perceived as having strong leadership role related to gender equality within UNCT and/or the UNGTG.	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	The lines of accountability for gender equality inputs at all levels exist, but are only	The lines of accountability for gender equality inputs are clear at all levels and are enforced	Job descriptions, interviews at all 3 levels, management/	Relevance Sustainability

Institutional Process	Rating				Data Sources	Evaluation Criteria
		not clear and are not enforced.	enforced on an ad hoc basis.	systematically.	programme staff interviews, surveys	
B2 Key assignments	Senior managers do not have gender equality as one of their key assignments. Senior managers do not hold staff accountable for including gender equality as one of their key assignments.	Some senior managers have gender equality as one of their key assignments. Some senior managers hold staff accountable for including gender equality in one of their key assignments.	Senior managers have gender equality as one of their key assignments. Senior managers hold staff accountable for including gender equality in one of their key assignments.	Senior managers have gender equality as more than one of their key assignments. Senior managers hold staff accountable for including gender equality in more than one of their key assignments.	Interviews with managers and programme staff, surveys	Sustainability
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 include relevant tasks related to gender equality.	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 descriptions	Sustainability
B4 ToRs	GFPs and other institutional processes and units responsible for gender equality do not have ToRs.	GFPs 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 GFPs and institutional processes and units responsible for gender equality.	There are clear ToRs for all GFPs and other institutional processes and units responsible for gender equality.	Interviews, job descriptions (GFPs, senior managers, programme staff)	Effectiveness
B5 Monitoring and evaluation	No monitoring and evaluation reports include an assessment of project and programme effect on gender equality.	Some monitoring and evaluation reports include an assessment of project and programme effect on gender equality, but mainly for gender-specific programming areas.	Most monitoring and evaluation reports include an assessment of project and programme effect on gender equality, but mainly report on changes in participation levels.	All monitoring and evaluation reports include an assessment of project and programme effect on gender equality within the programme context.	Monitoring and evaluation reports, IMEPs	Effectiveness
B6 Programme approvals (HQ & CO level)	Programme documents do not require management sign-off on the gender equality inputs before they are approved.	Programme documents technically require management 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 management 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 gender equality inputs, are designed to contribute to increased gender equality, and are supported by access to technical expertise in gender.	Document review, management interviews	Relevance Sustainability
B7 Partner accountability	UNICEF does not hold its partners accountable for promoting increased gender equality in the	UNICEF only holds partners accountable for promoting increased gender equality in	UNICEF holds some partners accountable for promoting increased gender equality in the general programmes it	UNICEF holds all partners accountable for promoting increased gender equality in the programmes it funds.	Interviews with partners	Effectiveness

Institutional Process	Rating				Data Sources	Evaluation Criteria
	programmes/projects it funds.	programmes where women or girls are the primary beneficiaries.	funds.			
(C) Capacity						
Staff Capacity in Gender Equality						
C1 Staff knowledge of gender concepts, processes and policy (All 3 levels)	Staff has little or no knowledge of basic gender equality concepts, gender mainstreaming processes, and UNICEF's Gender Policy.	Staff has some knowledge of basic gender equality concepts, gender mainstreaming processes, and UNICEF's Gender Policy.	Staff has sufficient knowledge of gender equality concepts, gender mainstreaming processes, and UNICEF's Gender Policy to be able to apply it to their work on an ad hoc basis.	Staff has 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.	Interviews, focus group discussions, document review, surveys	Relevance Sustainability
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 is complemented by gender analysis on a regular basis and some sex-disaggregated data is collected and used to support and improve planning efforts.	Clear, formal systems for gender analysis are in place and sex-disaggregated data collection is conducted in all relevant areas; data is used systematically to support and improve planning efforts.	Interviews, focus group discussions, document review, surveys	Effectiveness Efficiency
C3 Programme preparation documentation in development	Programme planning documents do not include gender equality inputs or objectives and planning decisions are not based on prior gender analysis.	Some programme planning documents include gender equality inputs or objectives and some planning decisions are made based on a limited prior gender analysis.	Programme planning documents include gender equality inputs and include specific gender equality objectives based on prior gender analysis, but do not carry these through consistently in the Logical Framework Analysis (LFA). The gender equality results are only related to gender-specific activities and objectives.	Programme planning documents include gender equality inputs based on prior gender analysis, and have integrated consistent and explicit references to the key gender issues identified in the analysis process in the LFA. Gender equality results are clearly defined.	Interviews, focus group discussions, document review, surveys	Effectiveness

Institutional Process	Rating				Data Sources	Evaluation Criteria
C4 Logical Framework Analysis (LFA)	LFA does not include activities designed to support the achievement of gender equality results. There are no gender-sensitive and gender-specific results statements and indicators. Gender issues have not been considered in the risk analysis.	LFA does include some activities designed to support the achievement of gender equality results, but only at the outputs level. Gender-specific results statements are either limited, or they only focus on 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 analysis.	LFA includes some relevant activities designed to achieve gender equality results, but these are limited to supporting primarily practical needs or strategic interests. 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.	LFA includes relevant activities designed to achieve gender equality results for both practical and strategic needs and at both outputs and outcomes levels. There are gender-sensitive indicators that are both qualitative and quantitative in nature. Gender issues have been considered in the risk analysis.	Programme documents	Effectiveness Sustainability
C5 Emergency and unstable or crisis contexts (RO and 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 is 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.	Programme documents, staff interviews	Effectiveness Efficiency
C6 Programme monitoring and evaluation (RO and CO level)	Gender equality results are not clearly defined, measured or tracked.	A limited number of gender equality results are partially measured and progress is partially tracked.	Most gender equality results are clearly defined and measured or tracked.	Gender equality results are measured and progress is tracked in multiple ways using a well-developed, comprehensive and integrated monitoring and evaluation system.	Interviews, focus group discussions, programme documents	Effectiveness
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 gender equality focus include references to gender equality results achieved or an analysis of the key gender issues concerned.	Over 60% of reports include systematic references to gender equality results achieved or an analysis of the key gender issues concerned.	All regular reports include systematic references to gender equality results achieved or an analysis of the key gender issues concerned.	Annual report, mission reports, etc.	Effectiveness Efficiency
C8 UNICEF gender resources	There is no regional or local staff with expertise in gender	Staff tends to refer gender-related issues primarily to	The CO has a pool of local gender consultants it can call	Staff has access to internal gender equality expertise on an	Interviews, focus group discussions,	Efficiency

Institutional Process	Rating				Data Sources	Evaluation Criteria
(CO level)	equality who staff can call upon, and funding to support the use of external gender expertise is limited.	the GFPs or to external consultants to assist them with more complex gender and relevant data analysis if there are sufficient funds in the programme budget.	upon to assist staff with more complex gender and relevant data analysis; funding for this is built into programming.	as needed basis at the CO, RO and HQ levels to assist with more complex gender and relevant data analysis; budgets for external gender equality expertise are systematically included in programme documents.	document review	
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	Effectiveness Sustainability
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 partners on gender equality issues.	UNICEF has established effective partnerships with almost all of its partners to work on gender equality and related advocacy issues.	Interviews, document review, surveys	Effectiveness Relevance
C11 Knowledge management (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 gender equality knowledge, but are known by only a few people, or are used only occasionally.	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, comprehensive systems to capture, document and disseminate knowledge about gender equality exist internally in all relevant focus and programme areas. All staff is aware of the systems, knowledgeable in their use, and makes regular use of them.	Interviews, focus group discussions, surveys	Efficiency Sustainability
C12 Staff capacity in gender analysis (CO level)	Staff does not have the skills or training to conduct a basic gender analysis in a programme context.	Some staff has the skills or training to conduct a basic gender analysis in a programme context.	Over 40% of staff has the skills to do basic gender analysis related to programme themselves, but need additional assistance to conduct more complex analysis and analyse the sex-disaggregated data collected.	Staff is able to analyse sex-disaggregated data sufficiently to use it to provide relevant programme planning, implementation, monitoring and evaluation inputs related to gender equality.	Interviews, focus group discussions, surveys	Effectiveness Sustainability
Staff capacity in gender analysis (CO level, cont'd.)				Staff is able to identify when they need to do gender analysis, when they have the skills and knowledge to do this themselves, and when they need to call upon more	Interviews, focus group discussions, surveys	Effectiveness Sustainability

Institutional Process	Rating				Data Sources	Evaluation Criteria
				advanced expertise.		
(D) Cash/Funding						
D1 Implementation (CO level)	Limited funding is allocated to support the achievement of gender equality results within a programme and funds are either 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 the funds are quite vulnerable to being reallocated to other focus areas and priorities.	Adequate funding is allocated to support the achievement of gender equality results, and the funds 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 general programming.	It is possible to track funds spent to support the achievement of gender equality results through UNICEF's regular financial reporting systems.	Programme documents and budgets, staff interviews	Efficiency
D3 Source of funding	There is little or no core funding to support the achievement of gender equality results.	Funds for gender equality 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 gender equality come primarily from core budgets to support systematic gender equality inputs and resources.	Programme documents, staff interviews, partner interviews	Sustainability
D4 Amount of funding	Insufficient funds are allocated to support effective gender equality programming.	Funds to support gender equality programming are 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. The proportion of funds for gender equality is in keeping with other institutional priorities.	Programme documents, staff interviews	Effectiveness Efficiency
D5 Planning of funding (All 3 levels)	Resources to support the achievement of gender equality results are not systematically included in every programme/project.	Resources to support the achievement of gender equality results are included mainly in programmes in which there are large numbers of female beneficiaries, or in programmes that are perceived to have a significant gender equality impact.	Resources to support the achievement of gender equality 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 discussions, surveys	Effectiveness
D6 Sustainability of funding	Funds to support social/attitudinal change or advocacy programming	There is some risk of funds to support social/attitudinal change or advocacy	Funds to support social/attitudinal change or advocacy programming	Funds to support social/attitudinal change or advocacy programming related	Interviews, programme documents	Sustainability

Institutional Process	Rating				Data Sources	Evaluation Criteria
	related to gender equality are often reallocated to other budget lines due to slow implementation rates.	programming related to gender equality being reallocated to other budget lines due to slow implementation rates.	related to gender equality is occasionally reallocated to other budget lines due to slow implementation rates.	to gender equality are allocated in appropriate amounts, with realistic time frames and are seldom reallocated to other budget lines.	Surveys	

Rights and Results Assessment Tool

Programme/Project Document Review/ Interviews

Rating Criteria: Refer to definitions below

Programme/Project Name:		Focus Area:							
Country:		Development Programming:							
Time Period:		Emergency or Humanitarian Response:							
Brief Description of Project:		List the Key Objectives: (is there an explicit gender equality objective among the key objectives?) Yes_____ No_____							
Unplanned gender equality results (if any):		Other comments/observations:							
Ratings									
1. Type of gender equality result planned		2. Activities designed to support this result	3. Gender equality results achieved	4. Performance indicators	5. Contribution to MTSP	6. Contribution to MDG 3	7. Contribution to CRC	8. Contribution to CEDAW	9. Information source
A.	B.								

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 the 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 perform their duties 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 in access to the 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 the 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 programme 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 a positive impact on gender equality since the target beneficiaries are girls or women.

2 = Some explicit gender equality activities planned that are likely to achieve gender equality results anticipated.

3 = Relevant gender equality activities planned and these are well integrated into overall programme/project and are likely to achieve gender equality results anticipated.

Column 3: Results Achieved

Assign ratings of 0 to 3 for column 2.

0 = No gender equality results achieved.

1 = Only some of the gender equality results planned have been achieved and/or there are significant delays in their achievement.

2 = Gender equality results planned are achieved.

3 = Gender equality 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 these are only quantitative in nature, for example, related to male and female participation levels.

2 = Qualitative and quantitative gender-sensitive indicators included in LFA, but only at the outputs level.

3 = Appropriate qualitative and quantitative gender-sensitive indicators included in LFA or programme document both at the outputs and outcomes levels.

Column 5: MTSP Contribution

Indicate which area(s) of MTSP goals this programme/project's gender equality results will contribute to.

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 and partnerships for children's rights

Goal 2: Achieve universal primary education

(2008 Basic education and gender equality)

Goal 3: Promote gender equality/ empower women

• Basic education and gender equality

• Policy advocacy and 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 = Gender equality results do not make an obvious contribution to MDG 3.

1 = Gender equality results make a limited contribution to MDG 3.

2 = Gender equality results make a clear contribution to MDG 3.

3 = Gender equality results make a significant contribution to MDG 3.

Column 7: Contribution to CRC

0 = Gender equality results do not make an obvious contribution to CRC.

1 = Gender equality results make a limited contribution to CRC.

2 = Gender equality results make a clear contribution to CRC.

3 = Gender equality results make a significant contribution to CRC.

Column 8: Contribution to CEDAW

0 = Gender equality results do not make an obvious contribution to CEDAW.

1 = Gender equality results make a limited contribution to CEDAW.

2 = Gender equality results make a clear contribution to CEDAW.

3 = Gender equality results make a significant contribution to CEDAW.

Documents Review Pro-Forma to Assess Consistency with UNICEF Gender Policy

Level of Aggregation	Evaluation criteria	Comments	Rating
Individual			
PERS	<input type="checkbox"/> Work on gender equality-related assignments included as one of the 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)	<input type="checkbox"/> Includes relevant gender analysis. <input type="checkbox"/> Addresses strategic gender issues. <input type="checkbox"/> Addresses practical needs from a gender equality perspective. <input type="checkbox"/> Stakeholder participation, including participation of women and girls and vulnerable groups of boys and men during preparation. <input type="checkbox"/> Indicators to monitor activities (gender specific) and impacts (gender strategic). <input type="checkbox"/> Other		0: No reference 1: Poor 2: Fair 3: Satisfactory 4: Highly satisfactory
Country Office			
Annual work plan	<input type="checkbox"/> Gender issues included in advocacy areas. <input type="checkbox"/> Specific projects/ activities to assist women and girl children, and vulnerable groups of boys and men by removing gender constraints and enhancing empowerment. <input type="checkbox"/> Gender disaggregated monitoring indicators. <input type="checkbox"/> Gender strategic partnerships. <input type="checkbox"/> Number of male and female participants/beneficiaries made explicit. <input type="checkbox"/> Annual project objectives include explicit gender equality objectives. <input type="checkbox"/> Outputs explicitly linked to clear gender equality results, where appropriate. <input type="checkbox"/> Explicit links to gender equality issues in UNDAF and CCA within the context of UNICEF's mandate and programme focus are made. <input type="checkbox"/> Other		0: No reference 1: Poor 2: Fair 3: Satisfactory 4: Highly satisfactory
Five-year programme	<input type="checkbox"/> Use of sex-disaggregated data and their implications. <input type="checkbox"/> Participatory preparation to involve women and girls and vulnerable groups of boys and men. <input type="checkbox"/> Meaningful diagnosis in reducing gender disparities and inequalities. <input type="checkbox"/> Stakeholder priorities in relation to gender-specific issues. <input type="checkbox"/> Gender disaggregated monitoring indicators. <input type="checkbox"/> Examples issues of concern for women and girls and vulnerable groups of boys and men. <input type="checkbox"/> Analysis of gender roles, needs and constraints. <input type="checkbox"/> Analysis of institutional and regulatory issues affecting male and female children. <input type="checkbox"/> Cultural constraints affecting women and men and male and female children. <input type="checkbox"/> Specific interventions or components to assist women and girls and vulnerable groups of boys and men by removing gender constraints and enhancing empowerment. <input type="checkbox"/> Other		0: No reference 1: Poor 2: Fair 3: Satisfactory 4: Highly satisfactory
I-MEP (Integrated)	<input type="checkbox"/> Inclusion of a gender equality strategy.		0: No reference

Level of Aggregation	Evaluation criteria	Comments	Rating
Monitoring and Evaluation Plan	<ul style="list-style-type: none"> <input type="checkbox"/> Use of sex disaggregated data in indicators and results statements. <input type="checkbox"/> Participatory preparation to involve women and girls and vulnerable groups of boys and men. <input type="checkbox"/> Meaningful diagnosis in reducing gender disparities and inequalities. <input type="checkbox"/> Qualitative and quantitative monitoring indicators that will effectively measure changes in gender equality. <input type="checkbox"/> General project indicators to be gender-sensitive (e.g., include numbers of female and male beneficiaries reached). <input type="checkbox"/> Targets need to be disaggregated by sex where possible and appropriate. <input type="checkbox"/> Other 		1: Poor 2: Fair 3: Satisfactory 4: Highly satisfactory
CPMP (Country Programme Management Plan)	<ul style="list-style-type: none"> <input type="checkbox"/> Use of sex- disaggregated data and their implications. <input type="checkbox"/> Includes gender equality strategy. <input type="checkbox"/> Summary of proposed management staff's major responsibilities includes responsibility for integrating gender equality inputs into each programme area. <input type="checkbox"/> 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). <input type="checkbox"/> The key planning, monitoring and reporting documents section needs to consider the inclusion of a gender equality and/or cross-cutting issues review process as a strategic activity. <input type="checkbox"/> Other 		0: No reference 1: Poor 2: Fair 3: Satisfactory 4: Highly satisfactory
SitAn (Situational Analysis) or CCA (Common Country Assessment)	<ul style="list-style-type: none"> <input type="checkbox"/> Use of sex-disaggregated data and an analysis of their implications. <input type="checkbox"/> Participatory preparation to involve women. <input type="checkbox"/> Meaningful diagnosis in reducing gender disparities and inequalities. <input type="checkbox"/> Stakeholder priorities in relation to gender-specific issues identified. <input type="checkbox"/> Examples of gender issues for women and girls, boys and men. <input type="checkbox"/> Analysis of gender roles, needs and cultural or socio-economic constraints at both practical needs and strategic interests levels. <input type="checkbox"/> Analysis of institutional and regulatory issues affecting male and female children. <input type="checkbox"/> Other 		0: No reference 1: Poor 2: Fair 3: Satisfactory 4: Highly satisfactory
UNDAF (United Nations Development Assistance Framework)	<ul style="list-style-type: none"> <input type="checkbox"/> Includes programmes designed to address stakeholder priorities regarding gender equality identified in the SitAn or CCA. <input type="checkbox"/> Funding to support gender equality initiatives or programme components comes from a balance of core and external sources. <input type="checkbox"/> Provides relevant gender analysis and use of sex-disaggregated data. <input type="checkbox"/> Other 		0: No reference 1: Poor 2: Fair 3: Satisfactory 4: Highly satisfactory
Annual Report	<ul style="list-style-type: none"> <input type="checkbox"/> All programmes explicitly report on the specific ways their programme has contributed to gender equality results. <input type="checkbox"/> Section on MDGs includes information on how UNICEF's work has contributed to MDG 3. <input type="checkbox"/> Each programme area includes some degree of gender analysis and identification of the key gender issues the programme needs to address. <input type="checkbox"/> Programme objectives include an explicit gender equality objective. <input type="checkbox"/> Future work plans include reference to actions to be taken to promote increased gender equality within the context of each programme. <input type="checkbox"/> Other 		0: No reference 1: Poor 2: Fair 3: Satisfactory 4: Highly satisfactory

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 (including 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 not, 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 PERs of the Gender Focal Points, 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? (For example, workshops, online 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, percentage 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 Gender Focal Point 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? (For example, workshops, online 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 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, percentage 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, programme delivery) take the specific vulnerabilities of girls and boys, male and female adolescents, and women and 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 being integrated into the country level programmes/projects funded by UNICEF?
8. Are there any tools that you can access to assist you in integrating gender equality inputs into UNICEF programming?
9. Do you find them useful?
10. What kinds of learning tools do you find the most effective? (For example, workshops, online 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 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, percentage of each.)

Monitoring and Evaluation and Planning Officers

23. What do you think are UNICEF's major programming strengths with regard to promoting gender equality? (Identify good practices.)
24. What do you think are the main institutional constraints for UNICEF in promoting increased gender equality? (Where does policy evaporation take place?)

Accountability

25. 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?
26. How are these results being measured?
27. Do any of your key assignments include responsibility for promoting increased gender equality?

28. What kinds of reports do you need to prepare on programme progress? Do these include systematic references to gender equality results achieved or an analysis of the key gender issues concerned?
29. Is there a clear system in place for gender analysis and the collection of sex-disaggregated data in programme planning, implementation and monitoring and evaluation?
30. Do monitoring and evaluation ToRs include gender equality responsibilities?
31. Do monitoring and evaluation reports include an assessment of project and programme effect on gender equality within the programme context?

Capacity

32. Have you participated in any type of gender training in the last five years? Ever?
33. What kinds of learning tools do you find the most effective? (For example, workshops, online training, CD-Roms, etc.)
34. How is gender equality integrated into the country level programmes/projects funded by UNICEF?
35. Are there any tools that you can access to assist you in integrating gender equality inputs into UNICEF programming?
36. Do you find them useful?
37. Do you have ready access to gender expertise when you need it?
38. Do you have ready access to lessons learned or other types of gender equality work that has been done within UNICEF?
39. Do you feel that you could conduct a basic gender analysis and use it effectively to plan, implement and monitor programmes?
40. What kind of support do you need to be able to integrate gender equality into programming effectively?

Funding

41. As 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

42. What are the key gender issues in this country/region that need to be integrated into UN programming?

Commitment

43. In what ways do you collaborate with UNICEF on gender equality programming?
44. Which organization(s) provide the main leadership on gender equality within the UNCT/UNGTG?
45. 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

46. What do you think are UNICEF's major programming strengths with regard to promoting gender equality? (Identify good practices.)
47. What are the primary results you think you have achieved with regard to increasing gender equality in this country/region working in collaboration with UNICEF?
48. What are the main institutional constraints for UNICEF in promoting increased gender equality? (Where does policy evaporation take place?)
49. What are the future opportunities for increased collaboration on gender equality programming with UNICEF?

Accountability

50. Are there any recommendations you would make to UNICEF regarding how they could further strengthen their approach to gender equality programming?
51. (Donors only) Do you hold UNICEF accountable for promoting increased gender equality in any programmes/projects you fund?
52. 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? (For example, funding, data collection, human resources, training, etc.)
4. What are the main gender equality issues that these programmes 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 does 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 UNICEF-funded programme have you each been participating in?
2. Where did this take place, and 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?

Indicative Assessment Framework

	Conceptual Framework	Key Evaluation Questions <i>(for detailed questions see specific tools)</i>	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, MDGs, and new organizational priorities and operating frameworks emerging from the Organizational Review?	<ul style="list-style-type: none"> ▪ 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 the 1994 Policy review¹³⁰ and to what extent have these changes contributed to the institutionalization of a gender equality perspective? 	Indicators from checklist for documents review, e.g.: <ul style="list-style-type: none"> ▪ 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: <ul style="list-style-type: none"> ▪ Desk review of policy documents and UN/ other conventions ▪ Meetings with UNICEF Board members, UN agencies, governments and partners

¹³⁰ '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		<ul style="list-style-type: none"> 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?¹³¹ Does the 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 organization with regard to UNICEF's role in promoting equality between boys and girls and its role 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 on how the two concepts relate? To what extent does gender mainstreaming remain the most appropriate strategy for UNICEF to contribute to gender equality? 		<p>Tools:</p> <ul style="list-style-type: none"> Timeline of key policy events Policy Characteristics Framework

Efficiency of the Gender Policy: Have the objectives of the gender policies been achieved through use of the least costly resources possible?				
Inputs into and activities within the	<p>Financial resources</p> <p>Extent to which financial resources have been applied to the achievement of gender equality results.</p>	<ul style="list-style-type: none"> 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? 	<ul style="list-style-type: none"> Budget allocated to support achievement of gender equality results in both a development and emergency context (as a percentage of the total). 	<p>Sources:</p> <ul style="list-style-type: none"> Telephone interviews, interviews at HQ and on-line survey Country case studies:

131 Including the Convention on the Rights of the Child, the Convention on the Elimination of All Forms of Discrimination against Women, the Commission on the Status of Women, the Division for the Advancement of Women, the UN Inter-Agency Network on Women and Gender Equality, and member states' reporting to the UN on the Beijing Plan for Action.

	<p>Internal capacities</p> <p>How effective are current training approaches for gender equality, including the selection and coverage of participants?</p>	<ul style="list-style-type: none"> • To what extent is UNICEF's Gender Policy known and understood among staff (assessed by staff type and level)? How does staff interpret the Policy? • To what extent does 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? 	<ul style="list-style-type: none"> • Feedback on training. • Funding allocated to gender training. • UNICEF staff use of gender analysis skills as a part of their daily work. 	<p>interviews and focus group discussions</p> <p>Tools:</p> <ul style="list-style-type: none"> • Institutional Assessment Tool
	<p>Organization</p> <p>What are the institutional barriers to UNICEF contributing to the achievement of gender equality results?</p>	<ul style="list-style-type: none"> • To what extent have organizational structures (including posts, units, GFP mechanism, working groups) allowed gender mainstreaming to be effectively understood and implemented? How well is the GFP network functioning (including selection of GFPs) and how is it interacting with interagency structures and capacities? 	<ul style="list-style-type: none"> • Number of GFPs. • Authority level of GFPs. • Workload of GFPs. 	
	<p>Leadership</p> <p>To what extent has senior management led the implementation of UNICEF's policy commitment to gender equality and women and girls' empowerment?</p>	<ul style="list-style-type: none"> • 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? 	<ul style="list-style-type: none"> • 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 a system of rewards and incentives for staff that actively and effectively promote increased gender equality. 	

Effectiveness of UNICEF Gender Policy: To what extent have UNICEF gender policies achieved their immediate results?

Level Two: Immediate Results	<p>Programming Process</p> <p>To what extent is the existing programme guidance on the incorporation of gender equality into programming being applied (including country-level gender strategies)?</p>	<ul style="list-style-type: none"> • To what extent are UNICEF planning, analysis, situation monitoring, performance monitoring, research, evaluation and knowledge management activities 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 the 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? 	<p>Indicators from checklist for documents review, e.g.:</p> <ul style="list-style-type: none"> • Sex-disaggregated monitoring indicators. • Documents focus on issues specifically affecting women, girls, boys and men. • Analysis of gender roles, needs and constraints. 	<p>Sources:</p> <ul style="list-style-type: none"> • Internal monitoring data and evaluation reports • Telephone interviews, interviews at HQ and online survey <p>Tools:</p> <ul style="list-style-type: none"> • Checklist of questions for interviews • Review of monitoring data and indicators (based on results chain analysis)
	<p>Accountability</p> <p>How effectively has UNICEF established accountability systems for the integration of gender equality?</p>	<ul style="list-style-type: none"> • 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? 	<ul style="list-style-type: none"> • Monitoring and evaluation systems routinely include assessments of gender equality results. • Managers hold staff accountable for effectively promoting increased gender equality within a UNICEF context for both development programmes and emergency contexts. 	

Effectiveness of the UNICEF Gender Policy: To what extent have UNICEF gender policies contributed to institutional change?

<p>Level Three: Mid-term Institutional Results</p>	<p>UN coherence How effective has UNICEF been in supporting the institutionalization of a gender equality perspective in interagency processes (including PRSP, CCA/UNDAF, UNDG, IANWGE, IASC initiatives, emergency resource mobilization and coordination)?</p>	<ul style="list-style-type: none"> • How clear is UNICEF's role in promoting gender equality and women's rights in relation to the roles of other UN and international entities (UNIFEM, UNFPA etc)? How well does UNICEF collaborate on means of achieving 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? 	<p>Institutional indicators, e.g.:</p> <ul style="list-style-type: none"> • 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. 	<p>Sources:</p> <ul style="list-style-type: none"> • Telephone interviews, interviews at HQ and online survey
<p>Level Four: Intermediate Outcomes</p>	<p>Partner capacities Do partners consider UNICEF's support relevant to their work on promoting gender equality?</p>	<ul style="list-style-type: none"> • Has UNICEF support led to long-term sustainable changes in partner capacity? <ul style="list-style-type: none"> ▪ 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 into programmes and policies (including advocacy, financial and technical support)? Has it been effective in this work? For example, have counterparts, partner organizations and communities taken up gender equality as an explicit goal as a result of UNICEF-sponsored interventions? Have agents for change been identified and utilized in the effort to promote gender equality? • How effective has UNICEF been in supporting the institutionalization of a gender equality perspective in national development plans and their implementation? 	<ul style="list-style-type: none"> ▪ Diverse UNICEF partners integrate gender analysis into programme planning and implementation. 	<p>Sources: Country case studies: interviews and focus group discussions</p> <p>Tools: Rights, Equity and Development Results Assessment Tool</p>

<p>Level Five: Final Goal</p>	<p>What positive results have been achieved at the country programme level in terms of outputs, outcomes, gender analysis and within national development plans?</p>	<ul style="list-style-type: none"> • 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? 	<p>Progress made on MDG 3 (promote gender equality and empower women), for example:</p> <ul style="list-style-type: none"> ▪ Share of females enrolled and attending schools (primary and secondary). ▪ Share of women in non-agricultural wage employment. ▪ Share of women in single or lower houses of parliament. 	<p>Review of existing monitoring and evaluation data on gender indicators (UN Statistics Division), i.e.:</p> <ul style="list-style-type: none"> ▪ Global overview ▪ Focus on countries included as case studies <p>Tools:</p> <ul style="list-style-type: none"> ▪ Rights, Equity & Development Results Assessment Tool ▪ Institutional Assessment Framework
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APPENDIX 7 – 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 strategic gender issues;
- addressing practical needs from a 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;
- use of 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;
- inclusion of specific interventions to remove gender constraints and enhance empowerment;
- inclusion of references in the MDG section as to how UNICEF's work has contributed to MDG 3; and
- inclusion of work on gender equality-related assignments 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 (2002:1 st generation; 2006: 2 nd generation)	n/a	n/a
UNDAF	2: Fair	1: Low	1: Low	1: Low (2008–2012)	1: Low (2002–2006)	
SitAn (Situational Analysis)	3: Satisfactory	n/a	2: Fair (2006)	1: Low (2001)		3: Satisfactory
CCA (Common Country Assessment)	3: Satisfactory	1: Low	1: Low (2004)	n/a	1: Low (2000)	3: Satisfactory
CPD (Country Programme Document) Five-year programme	2: Fair	1: Low (2007–2011)	2: Fair (2001–2005) 3: Satisfactory (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 Satisfactory (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 (Education for Life (2003–2007)) 2: Fair (Girls' Education)	2: Fair - Healthy and Friendly Schools - Education & Citizenship Project 4: Highly satisfactory Water & Healthy Environment	3: Satisfactory (2002–2006)
Annual work plan	2: Fair		1: Low	1: Low Children and HIV/AIDS (2007)	1: Low (2007)	2.5: Fair to Satisfactory (January 2006 to June 2007)
Mid-term Review	Not rated	1: Low Child Protection Programme 2002–2006 (February 2005)	Not rated	Not rated		2.5: Fair to Satisfactory CPR 2002–2006; country note 2000 & addendum 2001
IMEP (Integrated Monitoring and Evaluation Plan)	2: Fair	Not rated	Not rated	1: Low	1: Low (2005–2007)	1: Poor IMEP not reviewed. Strategic Results Framework and Logical Framework Analysis
Annual reports	1: Low		Not rated	2: Fair (2006)	1: Low (2005,2006)	2.5: Fair to Satisfactory (2006)
PERs	1: Low	1: Low Only GFP	1: Low Only GFP responsibility 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 Humanitarian Assistance Plan			2: Fair Integrated budget and country programme management plan 2008–2010

Rating:
0= No reference 1= Low 2= Fair 3= Satisfactory
4= Highly satisfactory

Appendix 8 – LIST OF PEOPLE INTERVIEWED

Inception Mission – UNICEF Headquarters	
Miriam Azar	Inter-agency Collaboration & Liaison, Gender Focal Point, EMOPS
Jean-Luc Bories	Humanitarian Policy and Advocacy Unit, EMOPS
Annalies Borrel	Chief, Humanitarian Policy and Advocacy Unit, EMOPS
Samantha Cocco-Klein	Operations Centre, Gender Focal Point Geneva, EMOPS
Dawn Devir	Organizational Learning and Development Section, Division of Human Resources
Xavier Fouquier	Evaluation Officer, EO
Kul Gautam	Director of Programmes
Elizabeth Gibbons	Chief, Global Policy Section, DPP
Karin Hushof	Director, Programme Funding Office
Liv Indreiten	Project Officer, GEHRU
Noreen Khan	Programme Officer, GEHRU
Simon Lawry-White	Sr. Evaluation Officer, EO
Cecilia Ljungman	UNICEF Gender Evaluation Manager, EO
Susan Namodo Ngongi	Humanitarian Support Unit, Gender Focal Point, EMOPS
Ada Ocampo	Project Officer, Evaluation Officer (Gender Self-Assessment Exercise), EO
Jean Quesnel	Director of Evaluation Office (EO)
Sharvanti Reddy	Consultant, Gender Self-Assessment Exercise (summary)
Dan Seymour	Chief, Gender Equality and Rights Unit (GEHRU)
Vanessa Tobin	Deputy Director, Programme Division
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	
Fadzai Gwaradzimba	Evaluation Officer, UNDP
Carolyn Hannan	Director, Division for Advancement of Women
Wariara Mbugua	Sr. Advisor Responsible for Gender Mainstreaming, UN OSAGI
Hanni Meisters	Programme Officer, Gender Team, UNDP
Saraswathi Menon	Director, Evaluation Office, UNDP
S. Nanthikesan	Evaluation Officer, UNDP
Joanne Sandler	Programme Director, UNIFEM
Bharati Silawal-Gir	Programme Officer, Gender Team, UNDP
Headquarters Mission – New York	
Lakshmi Balaji	Sr. Programme Officer, DPP
Kate Burns	OCHA
Maria Gabriella de Vita	Project Officer, Child Protection, Programme Division
Sheryl Faye	Sr. Advisor, Girls Education
Tom Franklin	Sr. Programme Officer, PD, HIV/AIDS, New York
Rita Gill	Sr. Advisor, PD/Communication
Karin Landgren	Chief, Child Protection Section
Cecilia Ljungman	Gender Policy Evaluation Manager
Edilberto Loaiza	Project Officer, Statistics and Monitoring, DPP

Nune Manasaryan	Senior Advisor, Nutrition, Growth and Development
Changu Mannathoko	Sr. Education Advisor/PDE
Rudolf Messinger	Chief, Talent Management Section, DHR
Susan Namodo Ngongi	Project Officer, EMOPS
Aida Ocampo	Project Officer, Evaluation Office
Tessa Wardlaw	Sr. Project Officer, DPP/SI
Alexandra Yuster	Sr. Advisor, Child Protection, Programme Division

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, ESARO/ MENA
Chris Norton	Regional Adolescent and Gender Advisor – TACRO
Youssef Oomar	Representative, Ivory Coast
Angela Raven-Roberts	Regional Emergency Advisor, CEE/CIS
Fabio Santini	Chief, Regional Planning Officer, Geneva Regional Office

Synthesis Workshop Participants

Grace Agacoili	Project Officer, LPID, Philippines CO
Maie Ayoub	Special Adviser, Gender & Diversity, DHR
Tom Franklin	Sr. Programme Officer, PD, HIV/AIDS, New York
Liz Gibbons	Chief, DPP/GP
Katarina Johansson	Gender Focal Point, Mali CO
Noreen Khan	Programme Officer, Gender Mainstreaming
Simon Lawry-White	Sr. Evaluation Specialist, Evaluation Office, New York
Larisa Lazarescu	Chief HIV/AIDS and Vulnerable Youth Programme & Chief Gender Focal Point, Moldova CO
Cecilia Ljungman	Evaluation Manager, Evaluation Office, New York
Edilberto Loaiza	Project Officer, Statistics and Monitoring, DPP
Maria Machado	Deputy Representative & Gender Focal Point, Nicaragua CO
Rosella Morelli	Sr. Programme Coordinator, Bangladesh CO
Paulette Nichols	Sr. Programme Officer, DPP
Jacqueline Oubida	Embassy of Burkina Faso
Mads Oyen	Project Officer, ESARO
Mima Perisic	Project Officer, PD, New York
Niloufar Pourzand	Deputy Representative, Eastern Caribbean Sub-regional Office
Jean Quesnel	Chief, Evaluation Office, New York
Daniel Seymour	Chief, GEHRU
Anne Skatvedt	Representative, Jordan CO

Persons Interviewed for the Country Case Studies

UNICEF – Jordan Country Office

Suzan Al-Salhi	Programme Assistant - Early Child Development and Child Protection
Maha B. Homs	Project Officer – Early Child Development and Child Protection
Hind-Lara Mango	Communications Officer
Zina Nasser	Project Officer - Adolescent Empowerment and Participation
Randa Nubani	Monitoring and Evaluation Officer
Dr. Maha Shadid	Project Officer, Community Development
Anne Skavedt	Representative

Donors

Maha Al Shaer	Education Officer, USAID
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Government Partners

Dr. Dwaha Albadidi	Ministry of Education
Dr. May Alhadidi	Ministry of Health
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. Safiaddin	Regional Programme and Planning Officer (current Gender Focal Point)
Dr. Mahendra Sheth	Regional Health Advisor

UN Gender Theme Group

Hiba Danjani	Coordination Advisor - UN Resident Coordinator's Office
Randa Halaweh	UNRWA
Rania Torazi	UNRWA

UNCT

Mona K. Hider	Deputy Resident Representative, UNDP
Muna Idris	Assistant Representative, UNFPA

Jordan Project Beneficiaries – Focus Group Discussions

Shallaleh Refugee Camp, Aqaba
 Better Parenting focus group discussions – 6 women, 6 men
 Adolescent Empowerment – 9 boys, 5 girls (ages 13 – 16)
 Adolescent Empowerment – 8 girls, 8 boys (ages 13 – 16)
 Community Empowerment – 7 women
 Zarqa Refugee Camp, Zarqa

UNICEF – Mali Country Office

Dougoufana Bagayoko	Project Officer, Health
Dr. Isselmou Ould Boukhary	Deputy Representative
Raoul Coty	Logistics
Etienne Dembele	Project Officer, Vaccination Programme
Bréhima Siaka Diallo	Planning Officer
Koura Diallo	Project Education Officer
Idrissa Diarra	Education Officer
Fabienne Dubey	Education Officer
Dr. Lassana Keita	Advisor, Health Programme
Katarina J. Mekoulou	Assistant Project Officer, Child Protection (Gender Focal Point)
Robert Ndamobissi	Monitoring and Evaluation Officer
Safiou Osseini Raimi	Senior Project Officer, Survival Programme
Pierre Robert	HIV/AIDS Project Officer
Marcel K. Rudasingwa	Representative
Dr. Brehima Sanogo	Advisor, Health Programme
Haleinta Thiam	Early Childhood Development Officer

Donors

Huguenin Bert	Embassy of the Netherlands
Dembele Fatoumata	Swedish Embassy
Alexandre Guimond	Second Officer, Canadian Embassy
Mariam Ba Kane	COFED
Elfvig Karin	Swedish Embassy
Oste Renee	SNV
Mme. Yeyande Kasse Sangho	Sr. Operations Officer, The World Bank
Anbæk Tine	Embassy of Royal Denmark

Government Partners

MPFEF

Traore Bakary	
Toure Dandara	
Assitan Diallo	
Kone Diane	
Sylla Fatoumata	
Traore Fatoumata	
Maiga Oumou Maiga	Gender Consultant
Cisse Oumou	
Diarra Ramata	
Mme Diallo M'bodji Sene	Minister
Bagayoko Youssouf	

MEN

Mme. Sow Fatoumata	Gender Focal Point, Life Skills Programme Manager
Mme. Aminata Kane	Chef Section, Scolarisation et Formation des Filles
Yaranga Traoré	Chef de Division, Enseignement Fondamental, Ministère de l'éducation

nationale

Ministry of Health	
Ketia Binta	DNS/DSR
Ballo Mamadou	Conseiller Technique
Cisse Sidi	CPS/Ministry of Health
ODHD	
Ballo Bourema	
Dabitou Kassim	
Diarra Souleyman	
Haut Conseil National de Lutte contre le SIDA	
Maiga Attaher	
Toure Maimouna	
Malick Sene	
Others	
Thiam Adam	Bureau du Vérificateur General
Traore Cheick	Direction Nationale de la Planification et du Développement
Keita Mady	CSLP, Malikunnafo
Traore Modibo	CPS Sante
Camara Mory	CREDOS
Doumbia Sekou	CNDIFE MPFEF
NGO Partners – Mali	
AJDM	
Doumbia Djeneba	Lodgeuse
Somboro Jacques	Animateur
Doumbia Souma	Director
FENASCOM	
Dr. Boubacar Dicko	
Sidi Becaye Doumbia	
Others	
Sidibe Kadidia Aoudou	AMSOPT
Sanogo Mahamane	Aide à l'enfance Canada
Traore Nana Sissako	Interafrican Union for Human Rights (IUHR)
Dr. Ousmane Traore	ASDAP
Groupe Pivot Santé-Population	
Baba Coulibaly	Coordinateur de Programme
Souleymane Dolo	Directeur Exécutif
Dr Ali Kaya	SCS Mali
Amadou Sangaré	Directeur Adjoint
UNCT	
Joseph Byll-Cantaria	Resident Representative, UNDP
Daouda Diarra	Alternate Gender Focal Point, Rural Development Programme Officer, WFP
Kalfa Sanogo	Gender Focal Point, UNDP

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

Violeta Cojocar	Communication Officer
Tatjana Colin	Chief of Programme, Child Protection (new)
Viorica Cretu	Violence and Child Trafficking Officer
Radu Danii	Project Officer, Child Rights
Silviu Domente	Project Officer, HIV/AIDS
Lilia Jelamschi	Project Officer, Early Childhood
Elena Laur	Monitoring and Evaluation Officer
Larisa Lazarescu-Spetetchi	Chief of Programme, HIV/AIDS (Gender Focal Point)
Ludmilla Lefter	Education Officer
Silvia Lupan	Assistant Project Officer
Vladimir Paraschiv	Programme Assistant, EAQS
Mohamed Azzedine Salah	Deputy Representative
Svetlana Stefanet	Project Officer, Equitable Access to Quality Services
Ray Virgilio Torres	Representative
Larisa Virtosu	Education Officer/IFA-FTI
Louisa Wolfgang	Internal Auditor, UNICEF New York

Donors

Sylvia Apostol	Development Officer, DFID Section, British Embassy, Chisinau
Iaroslav Baclajanschi	World Bank Country Office, Moldova
Michael C. Burkly	USAID, Moldova
Cristina Cojocar-Parsons	Programme Assistant, Swiss Agency for Development and Cooperation, Moldova
Oxana Gutu	Gender Correspondent, JFS Project Manager, EC Delegation
Nina Orlova	National Programme Officer, Embassy of Sweden, Section for International Development Cooperation with Moldova, SIDA/ASDI
Bo Westman	Embassy of Sweden, Section for International Development Cooperation with Moldova SIDA/ASDI

Government Partners Ministry of Economy and Commerce

Larisa Stucalov
Valentina Ungureanu

**Ministry of Social Protection,
Family and Child**

Angela Caitaz

Viorica Dumbraveneau

Sandic Georgeta

Lilia Pascal

Others

Valentina Lungu National Agency for Labour Force Occupation

Jana Mazur National Bureau of Statistics

Valeriu Oprea Ministry of Interior

Timus Vera Ministry of Finance

NGO Partners

Dr. Valentina Bodrug-Lungu President, Gender Centre

Corina Cepoi Centru Independent de Jurnalism

Veronica Lupin Women for Contemporary Society

Ecaterina Mardarovici President, Women's Political Caucus 50/50

UNCT (RC and UNDP RR out of Moldova)

Alexandrina Lovita Assistant Representative, UNFPA

Mihail Peleah Programme Officer, UNDP

Project Staff and Primary Stakeholders**ECCD:**

Nina Cioca Director, Vasilcau, Soroca Community Centre and kindergarten

Dora Cucu Chief of Maternity, Orhei Rayon hospital

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

José Ramón Espinoza VIH/SIDA Officer

María Machicado Deputy Representative

Michele Messina Chief, Water, Sanitation and Hygiene

Olga Moraga Communication Specialist

Ivette Sandino Health Specialist and Emergencies Focal Point

Ana Lucía Silva Protection Specialist

María Elena Ubeda Education Officer

Victor Valdivieso Monitoring and Evaluation Officer and Gender Focal Point

Donors

María de Jesús Largaespada Senior Health Expert, Embassy of Royal Netherlands

Patricia Gómez Programme Officer (Human Rights, Gender, Indigenous Peoples and HIV/AIDS), DANIDA, Embassy of Denmark

Elena Reuterwards First Secretary, Section for International Development Cooperation with Nicaragua (SIDA), Embassy of Sweden

Government Partners/Allies

Interviews

Carmen Mercedes Montes	Chief, Women's and Children's Police Station, Chinandega
Norma Moreno Silva	Special Ombudsman of Children and Adolescents
Emilia Torres	Former Director, Nicaraguan Women's Institute (INIM)

Focus Group Discussions

María Berroterán	Officer in charge of Library and Training Centre, Nicaraguan Enterprise of Aqueducts and Sewers
Socorro Blandino	Legal Adviser, Nicaraguan Enterprise of Aqueducts and Sewers
Wilmer Beteta López	Coordinator, Integrated Health Services for Women and Adolescents, Ministry of Health
Ana María Medina	Deputy Director, National Institute of Development Information
Laura Sbezzi	Specialist in Population, Social Unit, Technical Secretariat of the Presidency
Ivonne Ibarra Solís	Legal Adviser, Ministry of the Family

NGO Partners/Allies

Interview

Arelis Cano	Director, Nicaraguan Association of Persons Living with HIV/AIDS
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Focus Group Discussion (Managua)

Ana Carolina Alfaro	Programme Coordinator, Junior Achievement, Nicaragua
Rosa Argentina Campos	Officer, Monitoring and Evaluation Programme Promotion of the Family and the Community, Institute for Human Promotion
Fredy C. Cárdenas	Executive Director, Children and Adolescents Commission of Estelí
Perla Soledad Castillo	Project Officer, Association of Municipalities of Estelí
Federico Coppens	Adviser, Children and Adolescents Commission of Estelí
Emilce Herrera González	Executive Director, Association of Municipalities of Estelí
Loyda Barreda Rodríguez	Technical Assistant, Citizen Participation, Association of Municipalities of Estelí
Martha Verónica Rosales	Staff of the Rights Education Programme, Two Generations Centre
Janeth Rugama	Project Coordinator, Miriam Association

UNCT

Alfredo Missair	Resident Coordinator
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UN Gender Theme Group

Victoria Díaz	Officer, Gender Unit, UNDP
Riika Raatikainen	Officer, Gender Program, UNFPA
María Rosa Renzi	Country Representative and Central American Economic Adviser, UNIFEM

Project Staff and Primary Stakeholders – Group Interviews

Cony Borbón	Promotor, Civil Voluntary Group, Italy, Chinandega
Fidelía Bustamante	Director, Maternal Centre, Estelí
Cecilia Garache	Promotor, Civil Voluntary Group, Italy, Chinandega
Milton Duarte Morales	Educator, PSI [PASMO], Chinandega
Greta Muñóz	Deputy Manager, Rural Aqueducts, ENACAL-Central Office
Francisca Espinoza Ortiz	Coordinator, National Network of Nicaraguan Maternal Centres, Estelí
Silvia Pérez	Coordinator, Connected Youth Club [Club de Adolescentes en Conexión], PSI [PASMO]

Flor de María Ramírez	Director, Communication and Social Mobilization Association 'Los Cumiches', Estelí
Martha Carolina Ramírez	Coordinator, Behavioural Change Communication and Connected Youth Club, PSI [PASMO], Managua
Sandra María Raúdez	Methodology Advisor, Communication and Social Mobilization Association 'Los Cumiches', Estelí
Gerhilde Schutt	Coordinator, Civil Voluntary Group, Italy, Chinandega
Victor Trimiño	Director, System of Integrated Local Health Services, Estelí
Lorenzo Vásquez	Social Promotor, Nicaraguan Enterprise of Aqueducts and Sewers, Las Segovias
Dámaris Zepeda	Officer in charge of Social Promotion, ENACAL-Central Office

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, 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 girls, 3 boys

UNICEF – Nepal Country Office

Katmandu

Birendra	Human Resources Officer
Joanne Doucet	Chief, Protection Section
Linda Jones	Chief, Education Section
Nancy Macharia	Chief, Human Resources
Gillian Melsop	Country Representative
Bhanu Pathak	Project Officer, Protection Section
Anjali Pradhan	Gender Focal Point, also Project Officer, DACAW
Manju Rana	Programme Assistant, Communication Section
Birthe Locatelli Rossi	Acting SPO and Chief, Health Section
Sanju	Education Section
Rajindra Shakya	Emergency Officer, Coordinator Field Office
Suman Tuladhar	Project Officer, Education Section
Ashok Vaidya	Project Officer, DACAW Section

Field office

Bishow Raj Bhatta	Project Officer, Bhiratnagar
Gyanu Bhujel	Field Officer, UNICEF, Kavre
Govind Chetri	Project Officer, Bhiratnagar
Sundar Gurung	Chief, Central and Western Region Field office
Sunita Kayastha	Chief of Field Office, Gender Focal Point,
Rudra B.Khadka	Field Officer, UNICEF, Chitwan
Dovan Lawoti	Project Officer, Bhiratnagar
Noah Ochola	Coordinator, CAAFAG, Central and Eastern
Pradeep Shrestha	Field Officer, UNICEF, Nawalparasi
Radhika Tumbhanphey	Project Officer, Education, DACAW, Bhiratnagar

UNICEF Regional Office for South Asia

Dr Suleiman Braimoh	Regional Chief of Programme Planning
Gabriele Kohler	Regional Adviser, Social Policy
Frances Turner	Deputy Regional Director
Adriana Zarrelli	Regional Emergency Advisor

Government Partners

National

Ministry of Local Development

Surya Prasad Acharya	Under Secretary
Ganga Datta Awasthi	Joint Secretary
Bishnu Sharma	Joint Secretary

Department of Women Development

Ratna Kaji Bajracharya	Director General
Shantha Bhattarai	Section Officer
Keshab Regmi	Director

Others

Surya Prasad Acharya	Under Secretary, Local Body Support Section
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Usha Dixit	Chief, Gender Unit, Department of Education
Dharma Raj Shrestha	Executive Director, Central Child Welfare Board
Indira Shrestha	Member, National Planning Commission
District level	
Roji Gauchan	Chief Women's Officer, Women's Development
NGO Partners	
National	
Bidyanath Bhurtel	INSEC, Human Resources Management Unit,
Sapana Pradhan Mallya	Director, Forum for Women Law and Development
Sabin Shrestha	Forum for Women Law and Development
Samjha Shrestha	INSEC, Human Rights Programme, Women and Disadvantaged Groups Leadership Development
International	
Chapala Koirala	Gender & Education Consultant, SAHVAGI
Akmal Shareef	Regional Programme Coordinator, Child Rights Programming, Save the Children, Sweden
Helen Sherpa	Programme Coordinator, World Education SAHVAGI
Other UN Agencies – National	
Ghulam M Isacazai	Deputy Resident Representative, UNDP
Dr Lazima Onta-Bhatta	Gender & Social Inclusion Specialist, UNDP
Sudha Pant	Programme Officer, UNFPA
Bishnu Puri	National Programme Manager, Decentralized Finance Development Programme, UNDP
Junko Sazaki	Representative, UNFPA
Sangeeta Thapa	Programme Coordinator, UNIFEM
UN Gender Theme Group Meeting	
Lesley Abdullah	Gender Specialist, Gen CAP, UNFPA
Priyanka Bhalla	JPO, UNFPA
Kiran Bhatia	Gender Specialist, UNDP Regional Office
World Bank	
Lynne Bennett	Lead Anthropologist, Social Development Department
Leading Gender Advocates and Specialists in Nepal	
Dr Arzu Rana Deuba	Samanta, Katmandu
Dr Sumitra Manandhar Gurung	Chairperson, National Coalition Against Racial Discrimination
Bandana Rana	Vice President, Saathi
Donors	
Kamla Bisht	Political & Social Development Adviser, Royal Norwegian Embassy
Elin Gjedrem	Second Secretary, Royal Norwegian Embassy
Community members/right holders	
Bharatpur district	
Meeting with PLCC in Pithuwa VDC (from several wards)	20 women and village facilitator

Meeting with women's group involved in CAP Shivanagar VDC 15 women, and community mobilizer

Meeting with DDC staff

Nawalparasi district

Devi Paudyal President, Daunnedevi Multipurpose Women's Cooperative

Tika Shrestha Suma Tika Udog, member of Cooperative

Women's federation 20 women (approximately)

Morag district, Bhiratnagar

Child (domestic) worker club 13 girls, 7 boys

Two participants in tailoring 2 girls

Kavre district

Meeting with 2 CAP groups 15 women, 3 men

Meeting with school principal 1 man

Teachers 1 man, 1 woman

Meeting with PLCC members 40 women (approximately)

Meeting with peer group 30 girls, 10 boys

Meeting with women's federation leaders, DDC staff 8 women (approximately)

UNICEF – Uganda Country Office

Joan Ejanu Education Officer Girls Education

Monica Emiru Enyou Social Policy Specialist

Mr Chulho Hyun Chief, Communications

Melva Johnson Chief, Planning Monitoring & Evaluation

Cat Jones Project Officer, Protection, Gulu Zonal Office

Gloria Kodzwa Deputy Representative/Sr. Programme Coordinator

Patrick Dumas Nyeko Project officer, Water and Sanitation, Gulu office

Grace Okudu Project Officer, Chief, Social Policy

Vincent Orinda Chief, Child Survival and Development

Shannon Strother Chief, Fields Operation, North

Shiela Wamahiu Chief, The Rights of All Children to Education

Cornelius Williams Chief, Child Protection

Donors

Catherine Banahita Senior Social Scientist, Royal Netherlands Embassy

Bryan Burton Conseiller et chef de Bureau, Consulat du Canada

Government Partners Ministry of Gender, Labour and Social Development

Maggie Kyomukama

Jane Mpagi

Mabuya Mubarak

Ministry of Education and Sports

Maureen T. Bakunzi

Jane Frances Nansamba M&E Officer

Frank Senabulya Statistician

**Directorate of Water Devt.,
Ministry of Water, Lands
and Environment**

Firmina Acuba Senior Social Scientist

Aaron, M. Kabirizi Acting Commissioner

Joel Kiwanoka Senior Sociologist

Grace Murengezi Senior Policy Analyst, Ministry of Health

NGO Partners

Khondoker Arifue BRAC

Guia Faglia COOPI Uganda

Marco Ferloni COOPI Uganda

Monica Naggaga Oxfam GB

Helen Namulwana Uganda Child Rights NGO Network

Henri Nzeyimana Save the Children Uganda

Dr Naamala Hanifah Sengendo Baylor College of Medicine – Uganda

Froukye Zwaga War Child Holland

Other UN Agencies

Tesema Negash Acting RC,WFP Representative & Country Director

UNIFEM

Brenda Kugonza Programme Assistant

Christine Nankubuge Programme Specialist, M&E

UNFPA

Joseph Kamoga HIV/AIDS Officer

Brenda K. Malinga Programme Officer/Gender Focal Point

Hassan Mohtashami Deputy Representative

Francis Tukwasibwe M&E Focal Person

WFP

Yvonne Diallo Programme Officer HIV/AIDS

Odette Kweli Senior Programme Assistant

Field visits: District authorities, project staff and primary stakeholders

Kasese District

District authorities:

Katamba Doglous District Education Officer

Giles Kahika	Chief Administrative Officer
Mulhondi K. Selvano	Sec. Works, Environment & Natural Resources
Esther Musoki Tibamwenda	Head Teacher
Members of local community	4 women, 3 men
GEM Club school children	14 girls and 13 boys (ages 10-16yrs)

Gulu District

Makmot Kitara	Vice Chairperson, Local Council
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IDPs Transit Site, Amuru District

Water Committee (9 members)	5 women, 4 men
IDPs children	10 boys, 10 girls
IDPs adults	10 women, 20 men

Appendix 9 – References

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