Resource Book for Mainstreaming Gender in UN Common Programming at the Country Level

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CCA  Common Country Assessment
CEB  Chief Executive Board for Coordination
CEDAW Convention on the Elimination of All Forms of Discrimination against Women
CSO  Civil Society Organization
CSW  Commission on the Status of Women
DaO  Delivering as One
ECOSOC Economic and Social Council
GE  Gender Equality
GEM Gender Empowerment Measure
GFP Gender Focal Point
GTG Gender Theme Group
HDI Human Development Index
HRBA Human Rights Based Approach
IA Inter-Agency
JGP Joint Gender Programme
LDC Least Developed Country
LGBTI Lesbian, Gay, Bisexual, Transgender and Intersex
MDG-F Millennium Development Goal Achievement Fund
M&E Monitoring and Evaluation
MIC Middle-Income Country
NGO Non-Governmental Organization
PGA Participatory Gender Audit
PLA Participatory, Learning and Action
PSG Peer Support Group
QCPR Quadrennial Comprehensive Policy Review
QSA Quality Support and Advice
RBM Results-based Management
RC Resident Coordinator
SOPs Standard Operating Procedures
UN-SWAP UN System-wide Action Plan
UN United Nations
UNCT United Nations Country Team
UNDAF United Nations Development Assistance Framework
UNDG United Nations Development Group
UNPAF United Nations Partnership Framework
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1. Introduction

1.1 The Resource Book in Context

Gender equality, women’s rights and women’s empowerment are essential ingredients in creating a more equitable and just world for all. The UN Development System has a critical role to play in ensuring that a gender perspective is properly reflected in national development processes, and a responsibility to address gender equality thorough operational activities for development at the country level.

The Quadrennial Comprehensive Policy Review (QCPR)\(^1\) (A/RES/67/226) places strong emphasis on accountability for gender equality and the empowerment of women, calling for greater effectiveness in the context of the United Nations Development Assistance Framework (UNDAF\(^2\)). The resolution urges the UN Development System to increase investments in and focus on gender equality results, and to strengthen the coordination of gender responsive operations. The UNDAF is the core country level framework that brings together the UN System in a cohesive fashion. Some countries choose to further strengthen coherence and coordination through the Delivering as One (DaO) modality.

System-wide work on gender equality and the empowerment of women at the global, regional and country level is essential for advancing gender equality. As the post-2015 development framework and Sustainable Development Goals are formulated, it is becoming increasingly apparent that any new framework must be transformative in order to address the structural impediments to gender equality and the achievement of women’s rights. ‘Systems of discrimination’, often justified in the name of culture, tradition, history or group identity, need to be eliminated. With a shift to a multi-dimensional and integrated approach to development issues, there are opportunities to mainstream gender in a more holistic and systematic way.

The UN Development System has made significant efforts to improve its capacity to integrate cross-cutting issues in its work at global, regional and country level. The United Nations Development Group (UNDG) has identified five programming principles for which the UN system must ensure full integration: 1) human rights based approach (HRBA), 2) gender equality, 3) environmental sustainability, 4) capacity development and 5) results based management (RBM). A note was developed by UNDG in 2010 to provide guidance on the practical application of the five programming principles.\(^3\) The note also highlights how the three normative principles (HRBA, gender equality and environmental sustainability) are mutually reinforcing and offer ways to connect international norms and standards and agreed development goals to the development process.

Strengthening the UN’s capacity to support the integration of the programming principles has been a priority of the UNDG. In 2011 a UNDG Experts Roster was launched with various sub-

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\(^1\) The QCPR is the primary policy instrument of the General Assembly to define the UN development system operates to support programme countries in their development efforts.

\(^2\) The UNDAF is the common programming framework mostly used by UN Country Teams, as discussed below. See related guidance on www.undg.org

\(^3\) UNDG 2010 ‘Guidance Note: Application of the Programming Principles to the UNDAF’, New York: UNDG.
rosters of UN experts that are available to support UN collaborative work in the field (including on UNDAF; RBM; Environment and Climate Change; HRBA; Disaster Risk Reduction; Conflict; Business Operations, and others).

The UNDG Task Team on Gender Equality\(^4\), led by UN Women, has established a roster of UN gender experts in 2014, in accordance with the recommendations made in the QCPR. With this new UNDG roster, UNCTs are able to draw on the expertise available in the UN system for gender mainstreaming in programme planning and implementation, to ensure that gender dimensions are systematically addressed in the UNDAF, joint programmes and other development programming frameworks.

UN Women also led the UNDG TT in the development of this Resource Book, which supports prioritizing and mainstreaming gender equality issues in UN common programming processes at the country level. Rather than providing prescriptive guidance, the Resource Book is intended as a practical tool based on existing guidance combined with practical experience, and as a resource for gender advocates and those responsible for mainstreaming gender into UN common programming processes at the country level. Depending on the country context, audiences for the Resource Book include:

- UN gender experts and gender focal points within UN organizations (including members of the UNDG gender experts roster)
- UNDAF outcome/results groups
- Gender Theme Groups
- Regional gender advisors and experts (including members of peer support groups within regional UNDGs).
- UN Country Teams and Resident Coordinators

The Resource Book should be used in conjunction with the Issues Brief ‘Gender Mainstreaming in Development Programming’, which has been developed by UN Women as a follow-up to the Expert Group Meeting held in 2013 on the same subject. The Issues Brief addresses gender mainstreaming in the current development context, providing general guiding principles and key concepts, as well as highlighting issues related to mainstreaming gender in development programming. The present Resource Book links up to the Issues Brief by providing greater focus on and concrete examples of the integration of gender in the specific context of UN-supported planning frameworks such as the UNDAF; both documents should be consulted in the process of mainstreaming gender into common country programming.\(^5\)

It is important to note that the UNDG, including through the UNDAF Programming Network, will seek to help UNCTs better link the normative mandates of the UN system with its operational activities. A series of country case studies will be commissioned in 2014, further elaborating

\(^4\)The UNDG Task Team on Gender Equality works to support UN coherence in mainstreaming gender equality and promoting women’s empowerment, including through the Resident Coordinator System. In addition to UN Women who chairs and provide secretarial support, the Task Team has currently the following members: FAO, IFAD, ILO, ITCILO, UNDP, UNEP, UNESCO, UNFPA, UNICEF, UNOPS, UN Secretariat, WFP, and WHO.

\(^5\) An additional useful resource is: UNIFEM. 2005. ‘Resource Guide for Gender Theme Groups,’ New York: UNIFEM.
how UNCTs address normative and operational linkages, including with regards to human rights, gender equality and environmental sustainability. When that work becomes available, it will constitute an additional key resource to be taken into account in using the present Resource Book.

1.2 Gender Mainstreaming: Multiple-Track Strategy

Gender mainstreaming, as a strategic approach for achieving the goal of gender equality, has been mandated in the UN system since the Beijing Platform for Action (1995) and the 1997/2 resolution of the Economic and Social Council (ECOSOC), and subsequently across all of the major areas of work of the UN system. The ECOSOC resolution defined gender mainstreaming as:

a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetrated. The ultimate goal is to achieve gender equality.\(^6\)

In this sense, gender is a social construction with structural effects on both women and men, intersecting with different socio-economic determinants such as age, geographic location, ethnic group, socio-economic status and gender identity. There is an emerging agenda around masculinities and engaging men as partners in work to address gender inequality, as well as addressing the needs and rights of lesbian, gay, bisexual, transgender and intersex (LGBTI) people. These issues need to be addressed alongside the ongoing efforts to achieve gender equality for women and women’s empowerment.

The multiple-track (or ‘twin-track’)? strategy for gender mainstreaming is the ideal method for achieving transformative change; it incorporates both gender-targeted interventions to support gender equality and women’s empowerment in specific social groups, specific organizations and/or processes as well as gender-integrated efforts to ensure that gender equality is integrated across the substantive work of all sectors, as discussed in detail in the Issues Brief mentioned previously. Gender mainstreaming in the context of the UNDAF therefore involves advocating, planning and programming for both interventions specifically targeting gender equality issues, as well as integrating gender equality concerns across all other areas of the UNDAF.

1.3 Background to UN Common Programming at the Country Level

United Nations Country Teams and national partners employ a number of different common programming tools, depending on the context; the UNDAF is the most commonly used framework, including under the One Programme of the Delivery as One modality (see below). For the sake of clarity, this Resource Book refers throughout to the UNDAF, but applies to the full range of common programming frameworks in use.

\(^7\) See the glossary in Annex 1 for an explanation of key terms.
**The UN Development Assistance Framework - UNDAF**

The UNDAF is the strategic programme framework that describes the collective response of the UN system to national development priorities, taking place typically every five years. The UNDAF is based on the principles of national ownership, alignment with national development priorities, strategies, systems and programming cycles; inclusiveness of the UN system with full involvement of specialized and non-resident agencies, and national partners; and mutual accountability for development results (for the UN system and national partners). The UNDAF is also based on the integration of the five programming principles, tailored to the country context:

- Three ‘normative’ principles: the human rights-based approach, gender equality, and environmental sustainability; and
- Two ‘enabling’ principles: capacity development and results-based management

There are four key steps in the process of developing the UNDAF; the road map, country analysis, strategic planning, and monitoring and evaluation (see Figure 2). The entry-points and issues associated with each of these four steps are addressed in detail in the later sections of this Resource Book.

**Figure 1. Steps in developing an UNDAF**

The Delivering as One Modality

In an effort to further enhance coherence, relevance effectiveness and efficiency of the UN development system, the second generation of the Delivering as One (DaO) modality builds on the system-wide evaluation of the pilot phase to focus on managing and monitoring for results, ensuring increased accountability and improved outcomes. Based on the concept of the One Programme, One Budgetary Framework, One Leader, and Operating and Communicating as One, UNCTs working under the DaO modality drive towards common delivery of results and strengthened accountability, including on cross-cutting issues such as human rights, gender equality and environmental sustainability.

Adopting programming principles and cross-cutting issues also provides an opportunity to strengthen the linkages between normative and operational mandates in the UN system. The

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8 For detailed information on the Delivering as One modality, see [http://www.undg.org/index.cfm?P=7](http://www.undg.org/index.cfm?P=7)
Standard Operating Procedures\(^9\) (SOPs) for the second generation of DaO countries reaffirm the key principles of driving towards common delivery of results and strengthened accountability, including on cross-cutting issues, with emphasis on the shared values, norms and standards of the UN system.

**Country Programming Contexts**

It is also important to recognize that the UN operates in vastly different contexts, and with differing implications for gender mainstreaming in programming. In least developed countries (LDCs) for example, the UN’s work includes significant support to service delivery, while in middle-income countries (MICs) there has been a shift in UN strategic planning away from Development Assistance Framework towards Partnership Frameworks to reflect a greater policy advisory role. Support to countries in transition from conflicts and natural disasters may focus on humanitarian and recovery-related activities such as peacebuilding and reconstruction\(^10\). Socio-cultural factors within governance also affect the strategies in which gender can be addressed in development assistance work. Such contextual factors may include national commitments to gender, and a political-legal framework that may or may not create an enabling environment for work on gender equality and women’s empowerment. Clearly, different gender mainstreaming capacities and strategies are needed across these diverse programming scenarios, calling for flexible and context-specific approaches.

### 1.4 Roles and Responsibilities in the UNDAF

Clarifying roles and accountabilities in UNDAF formulation and implementation is critical, so that those working to mainstream gender into the process understand the key actors and their responsibilities. The UNDAF is based on the key principle of national ownership and as such national stakeholders (governments and civil society) in the form of the government coordinating body hold the primary responsibility to respond to development priorities in their own societies.

Through the QCPR, UN Member States reaffirm the UN Development System’s responsibilities and accountabilities in advancing gender equality and the empowerment of women. The QCPR calls for the use of gender expertise within the UN system to assist in the preparation process of the UNDAFs and other development programming frameworks, ensuring that gender dimensions are systematically addressed, and requests an increase the investment in and focus on outcomes and outputs relating to gender equality and the empowerment of women in United Nations development framework programmes.

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\(^9\) The Standard Operating Procedures (SOPs) were developed in 2013 to support the current 37 DaO countries. See UNDG 2013 ‘Standard Operating Procedures for Countries Wishing to Adopt the “Delivering as One” Approach’, New York: UNDG.

Established by the General Assembly at the end of 2010, **UN Women** works to promote more effective coordination, coherence and gender mainstreaming across the United Nations System. At the country level the entity operates as part of the Resident Coordinator System, within the United Nations Country Team, leading and coordinating the work of the Country Team on gender equality and the empowerment of women, under the overall leadership of the Resident Coordinator.

The **Resident Coordinator’s** (RC) role is to facilitate and oversee the conduct of the country analysis, design and implementation of the UNDAF as the main strategic framework for all or most of the UN’s operational activities for development, at the request of and in close cooperation with Government, the UNCT and other stakeholders.\(^\text{11}\) As part of this process the Resident Coordinator also ensures that UNDAF outcomes are linked to the achievement of national development priorities, and that the key UN programming principles (see above) are integrated into the UNDAF. The Resident Coordinator’s leadership on gender equality is critical to inspire, influence and sway others to fully integrate gender equality into UN programming and investments.

The **UNCT** also plays a key role in the UNDAF. A coherent UNCT uses the five programming principles and ensures a coherent approach to cross-cutting issues, to enhance country analysis and make a contribution to the national development framework. The UNCT has a responsibility to contribute to gender mainstreaming and to the promotion of gender equality.

**Gender Theme Groups** (GTGs) are Inter-Agency mechanisms for joint action and coordination at the national level. While their specific terms of reference can vary from country to country, their overall function is to strengthen the performance of the UNCT on gender equality, by providing policy advice, coordination on programming issues within the UNDAF, and technical support as required. In addition, GTGs promote dialogue and collaboration with key stakeholders (such as national and international partners, civil society organizations, the private sector) in the context of the UNDAF. Analysis suggests that “having a strong Gender Theme Group increases the likelihood of strong UNDAFs from a gender equality point of view”, possibly linked to the correlation between increases in the number of GTGs and increases in UNCT capacity building initiatives on gender equality.\(^\text{12}\)

The establishment of a GTG is based on a management decision of the RC and the UNCT. The RC, jointly with the chair of the GTG, ensures the active participation of senior staff from the UNCT in the GTG; research suggests that to be key drivers for positive change, Gender Theme Groups must be well supported by senior management.\(^\text{13}\) Currently some 104 GTGs support – with different roles and levels of capacity – the work of the UN system in support of programme countries. With the roll out of the second generation of the DaO modality and the focus on joint results groups, it is possible that an increasing number of GTGs may be re-profiled or even discontinued by UNCTs; in those circumstances it will be key for the UNCT to ensure that its responsibilities to mainstream gender do not evaporate as part of the overall realignment of inter-agency mechanisms. Ultimately, whatever the UNDAF management arrangement and

\(^{11}\) UNDG. 2014. ‘UN Resident Coordinator Generic Job Description’. New York: UNDG.


\(^{13}\) Ibid., p. 15.
coordination mechanism in place (with or without a GTG), the UNCT should ensure full integration of a gender perspective in the work of the UN system.

The RC/UNCT develop a modus operandi for the formulation of the UNDAF or other common country programming framework. A high-level overarching group may be established (often composed by Deputy Heads of Agency) as well as joint UN Thematic/Results Groups, to lead on the formulation and implementation of specific UNDAF results. In conducting their work, they attempt to integrate normative principles and cross-cutting issues relevant to the country into their programming work. They also undertake analysis of key issues and emerging trends related to priority areas to ensure programmes are evidence-based. It is important to work closely with these results groups to ensure gender equality is integrated in these thematic areas from the outset, including lobbying for gender focal points to be included in each group. In addition, the Chair of the GTG should liaise with the UNCT/RC to ensure gender is integrated at every stage of UNDAF formulation. The reality on the ground varies from country to country, and this will need to be taken into account in identifying key drivers for gender mainstreaming.

Peer Support Groups (PSG) support the regional UNDG Team including by providing Quality Support and Advice (QSA) to programme countries in the UNDAF process. PSGs are typically composed by technical staff appointed by the relevant regional and/or headquarters offices of UN agencies. PSG members do not promote particular agency mandates, but rather provide their technical assistance on behalf of the regional UNDG Team. The primary functional responsibility of PSGs is to help UNCTs implement a quality and timely common country programming process in accordance with the UNDAF guidance package. PSGs play an important role in supporting gender mainstreaming in the UNDAF, including by ensuring appropriate linkages with relevant coordination mechanisms at the country level (such as RC Offices, GTGs and Results Groups).

The remainder of the Resource Book addresses each of the key steps of the UNDAF process, with each section providing an overview of the particular step, considerations for integrating gender equality, and a checklist. Section 2 addresses the UNDAF road map, Section 3 examines the UNDAF country analysis, Section 4 considers the UNDAF strategic planning process, and Section 5 addresses UNDAF monitoring and evaluation. A glossary of key gender-related terms and a list of useful resources are provided in the Annexes.
2. Gender Mainstreaming in the UNDAF Road Map

2.1 What is the UNDAF Road Map?

The UNDAF road map sets the stage for and outlines the UNDAF preparation process. The UNCT and the government coordinating body prepare and agree on a road map aligning to the national development planning process, and laying out the steps and milestones for the UNCT’s contribution to country analysis and UNDAF preparation. The road map also identifies support needed from regional offices and headquarters. As part of this process, there should be a full consultative process throughout to ensure national ownership, including through national women’s machineries.

2.2 Considerations for Mainstreaming Gender in the Road Map

Mainstreaming gender needs to happen from the beginning of the road map phase of the UNDAF. Generic road maps will have a number of actions, including identifying the appropriate analysis process; training requirements for UN staff and government officials; stakeholder consultations; a strategic prioritization retreat; and the formulation of the UNDAF results framework and M&E plan. Each of these actions will require planning ahead if gender equality principles are to be fully integrated in the UNDAF.\(^\text{14}\)

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Box 1. Mainstreaming Gender Early on in the UNDAF: Experience from Cuba

In 2011, the national authorities announced that new economic measures were a priority for the Government and hence the upcoming UNDAF (2014-2018), and that Cuba had achieved the MDG targets related to women’s empowerment. The UN System advocated for more research on the impact of these economic measures on women; three analytical working papers on gender equality’s challenges and opportunities in the new UNDAF (food security, environmental sustainability, and youth) were prepared.

With additional evidence on the gender implications of these economic measures, the UN System was able to discuss complex issues with key national stakeholders. This approach ensured that gender was included as an integral part of the UNDAF agenda, with gender focus in four UNDAF outcomes. Specific indicators were also identified, such as for example on the implementation of the Beijing Platform of Action, on the increased participation of women in economic empowerment activities, and on local development initiatives directly targeting youth and women.

Cuba’s experience shows the importance of putting gender equality on the agenda as the UNDAF road map is defined. In addition, having evidence to back up the relevance of gender to key Government priorities helps identifying gender sensitive results and indicators from the outset rather than as an afterthought.


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\(^{14}\) In practice, this may not always be possible – if for example gender advocates are invited to the UNDAF process after the road map has been formulated. While best practice would see gender issues incorporated from the outset, gender may also be included at each subsequent stage of the process, as discussed in the following sections.
During the road map stage, an **assessment of existing capacities** around gender should take place, with a view to identify and develop capacity development initiatives for both UN staff and partners. Examples of support could include: dedicated training for on gender as a programming principle, to be organized by the UNCT with support by UN Women, or as a module within broader training on the five programming principles (see Section 1); gender mainstreaming support from regional offices or headquarters; accessing the UNDG gender Expert Roster for support (online or on the ground); or completing the online course ‘UN Coherence, Gender Equality and You’.\(^\text{15}\)

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**Box 2. Operationalizing Normative Mandates: Good Practices from Mexico and Serbia**

In 2012 the UNCT in **Mexico** prepared and submitted a report to the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) Committee, aimed at providing strategic inputs in the consideration of Mexico’s periodic report. The UNCT contribution identified key challenges concerning women's rights and gender equality in the country, as well as on opportunities to accelerate action. As a result, specific areas of concern and key proposals highlighted by the UNCT were integrated by the CEDAW Committee in its concluding observations to the country.

The UNCT is engaged in the follow up to the CEDAW observations, including by supporting national counterparts to bridge legal provisions and plans to guarantee women's rights into concrete actions at federal, state and municipal levels. The 2011 constitutional reform on human rights, the National Development Plan approved in 2013 with gender equality as cross-cutting issue, as well the UNDAF 2013-2017 are key entry-points for the UN System to implement CEDAW’s conclusions. In 2013, the UNCT invited CEDAW’s rapporteur for Mexico to present the main conclusions across State institutions and civil society organizations (CSOs). This innovative practice aimed at further strengthening normative and operational linkages in the country, including by promoting a human rights-based approach to development.

Under the auspices of the UNCT Gender Theme Group in **Serbia**, a comprehensive UNCT CEDAW report was prepared for the first time in the country and submitted to the CEDAW Committee, in consideration of Serbia’s second and third periodic report, reviewed in July 2013. Following the Guidance for UNCT reporting to the CEDAW Committee (November 2011), the report focuses on issues that UN agencies in Serbia consider as particularly relevant from the perspective of their mandates and programmes in the country. Substantive input by nine agencies active in Serbia was included in the report.

The CEDAW Committee’s concluding comments echo many of the recommendations listed in the UNCT report, including the need to: focus on implementation of laws; monitor and evaluate progress in realization of strategies and policies; integrate gender perspective in new strategies; and pay special attention to the specific problems faced by disadvantaged groups of women.

*Source: Edited from the RCs/UNCTs responses to UNDOCO’s call for input to the preparation of the Joint Meeting of the Boards 2014.*

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\(^\text{15}\) Developed by UN Women, UNICEF, UNDP and UNFPA, the course can be accessed at [http://www.unicef.org/gender/training/content/scoIndex.html](http://www.unicef.org/gender/training/content/scoIndex.html).
The **UNDAF road map must include an in-depth analysis of gender** as part of the contribution to country analytical work. The CEDAW Reports may form a good basis in this regard, as will other existing analytical documents on gender equality and women’s empowerment.¹⁶

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**Box 3. Gender Advocacy with UNCTs and Government Partners**

Advocating for gender issues within UNCTs and among government partners can be met with resistance, at any point during the UNDAF process. Tips for gender advocates include:

- Know your subject well, and ensure you are well prepared. Be prepared to speak to broader aspects of the issue under discussion, as well as any gender specific issues (e.g. if social protection is under discussion, make sure you can speak to the broader social protection context, as well as key gender dimensions).
- Identify commitments the government has made internationally and nationally, and have something to say about the obstacles and bottlenecks.
- Have the evidence at your fingertips, including relevant local data and research, and case studies.
- Understand on what resistance is based and within which partners/sectors it is more likely to be generated (for example, resistance may be due to a misconception of what gender [or feminism] is, which would require a different strategy than if resistance comes from grounded socio-political beliefs against, for example, women’s sexual and reproductive rights).
- Make sure you understand the internal and external politics, including where there is likely to be support and opposition. Undertaking stakeholder analysis can be a helpful tool.
- Engage with key stakeholders as early as possible (e.g. RC and UNCT members) and identify allies from multiple levels who are willing to support and speak up.
- Be equipped with national reports on ICPD, Beijing Platform for Action, MDGs etc to refer to country defined advances and challenges as part of the UNDAF discussions.
- Engage in participatory dialogue with groups, generating discussion from the group as to how unequal gender norms, roles and relations affect overall development results.
- Acknowledge within-group differences (among groups of women, among groups of men) and account for demographic transitions in the country.
- Work with national cultures and values as an entry-point: without compromising principles, emphasize that gender is not a foreign concept, stress linkages to local support and advocacy efforts among partners in government, civil society etc.
- Link gender equality with a human rights-based approach, and the UN’s normative mandate.
- Always try for a win-win approach and consensus-based agreement; if that is not possible, majority support, or agreeing to disagree is an option.

Gender advocates should try to avoid:

- Being argumentative, defensive or dogmatic, or losing your audience by pushing too hard; do not lose your temper or retreat into silence.
- Analysis that is overly simplistic or superficial.
- Copying and pasting from other country experiences.
- Pitting women and making judgments against men.
- Treating women and men as homogenous groups.

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¹⁶ The reports of the ILO [Committee of Experts on the Application of Conventions and Recommendations](https://www.ilo.org/public:web/IL0/lex/conv/111/lang--en/index.htm) may also be of use here.
During the road map phase it is critical that gender experts and advisors work with the Resident Coordinator and the UNCT to provide advice on how to ensure that gender equality gets on the agenda of the planning process early on, and identify appropriate entry-points. Mainstreaming gender in the UNDAF is more than just a technical exercise; it is a politically complex process that requires a thorough understanding of the different interests at stake, as well as of the implications of working for gender equality. In this sense, the RC needs to take a leadership role because gender is a political issue as well as a technical issue, with multiple implications for policy and public services, and with multiple power relations at play. Gender expertise, capacity and resources are required to ensure institutional effectiveness.

This involves, for example, ensuring the participation of civil society organizations (including women’s groups) and other stakeholders so that women’s views are represented in a participatory way, and gender equality becomes part of the UNDAF design from its inception. Gender advocates can meet with these stakeholders, and organize meetings for them with the RC and other UNCT members. Involving stakeholders in the initial stages of the UNDAF process can make a difference to the gender-sensitivity of the UNDAF. This could include for example civil society organizations specializing in areas such as reproductive health and domestic violence, women’s participation in conflict and crisis prevention, or women’s organizations specializing in women’s economic and political empowerment or workers’ and employers’ organizations specializing on employment and workplace issues. Bringing women to the table and ensuring that their voices and perspectives are heard can facilitate addressing gender related issues in the UNDAF process in a more systematic fashion.
Finally, another key step is to ensure that any key evaluations, lessons learned or key studies are used to inform the formulation of the UNDAF road map. This includes evaluations that are specifically ‘gender related’, as well as others so as to highlight what information is missing from them with respect to gender. While rigorous gender evaluations may not be available, many countries conduct reviews of Strategic Plans (such as National Health Sector Strategic Plans) that may include specific attention to gender equality and human rights. These sectoral evaluations can provide useful gender-related evidence for the UNDAF road map. In addition, academic partners or research institutes often conduct studies on gender in different sectors that may be useful sources of information for the UNDAF. It is important to consult UN evaluations as well as those external to the UN.

2.3 Checklist on Gender Mainstreaming in the Road Map

- **Work** with the Resident Coordinator and UNCT early on to ensure that gender equality is properly addressed in the UNDAF.

- **Identify** capacity needs for mainstreaming gender into the UNDAF (both UNCT and national counterparts) and ensure UNCT support; this could include gender mainstreaming support from regional offices and HQ, as well
as the gender Experts Roster or online training course. Any training in gender mainstreaming needs must be included in the road map, as should any tools that need to be developed to ensure gender equality issues are addressed in the UNDAF.

✓ **Ensure** that whenever consultants are hired to support any stage of the UNDAF, their ToRs reflect the key elements for mainstreaming gender as identified in this Resource Book, and that they have access to relevant resources (including this Resource Book) for reference and use during their assignment.

✓ **Identify** appropriate Government, civil society and academic partners to be involved in the UNDAF process, including those from national women’s machineries, government gender focal points, workers’ and employers’ organizations, key national women’s organizations and gender advocacy groups including those working on LGBTI and youth rights, and those promoting “new/positive/more equitable” masculinities.

✓ **Ensure** that these stakeholders are consulted in the development of the road map and in the strategic prioritisation retreat; are they are given equal opportunity to contribute to the process?

✓ **Identify** how best to ensure government counterparts understand the issues the UN will address; additional planning and lobbying may be required.

✓ **Map** out existing government commitments, and identify what has been tried before, including successes and failures.

✓ **Ensure** that any key gender-related evaluations, lessons learned or key studies inform the next UNDAF formulation.

✓ **Make use of and strengthen** national processes related to gender equality, such as CEDAW reporting and concluding comments, as well as preparation or reviews of national action plans on women.

✓ **Ensure** that the UNDAF road map includes an in-depth analysis of gender as part of the contribution to country analytical work.

✓ **Examine** how the UN’s comparative advantage in the area of gender equality is being assessed.

✓ **Verify** that the UNDAF data is sex-disaggregated and gender-sensitive (see Section 5 on M&E).

✓ **Reflect** on how to use relevant normative frameworks around gender equality (including international and regional) to inform the UNDAF formulation process (see Annex 2 for selected normative frameworks).

✓ **Advocate** for gender-specific results (outcomes/outputs) early on to
complement gender mainstreaming across UNDAF priority areas.
3. Gender Mainstreaming in UNDAF Country Analysis

3.1 What is the UNDAF Country Analysis?

The second step of the UNDAF is the country analysis, which is necessary to inform the following strategic planning stage.\(^\text{17}\) Country analysis involves 1) reviewing existing analysis, 2) making an analytical contribution and 3) mapping the UNCT’s work in country and comparative advantage. Good analysis includes identifying successes as well as areas where the country has not been able to reach internationally-agreed development goals and commitments, and identifying how the UN can best assist the country to do so. Ensuring a gender-sensitive UNCT contribution to the country analysis is critical for the UNDAF and an essential component of gender mainstreaming.

3.2 Considerations for Mainstreaming Gender in Country Analysis

From the outset, it is important to identify appropriate sources of gender expertise, to enable gender perspectives to be integrated into the country analysis and to involve relevant stakeholders in the process. This could include UN gender experts in country, or from regional UN sources of support, in addition to skilled gender experts from government bodies and women’s organizations.

Gathering data and resources

During the compilation of material to be assessed, a key strategy is to include references to gender-focused documentation and data, such as existing national gender studies, MDG reports, gender evaluations, relevant regional instruments and frameworks as well as national legal frameworks relevant to the promotion of gender equality and women’s empowerment, such as CEDAW reports and concluding comments, as well as comments of the ILO Committee of Experts on the Application of Conventions and Recommendations. Reports from any Gender Scorecard or Participatory Gender Audit (see Section 2) exercises should also be consulted.

The information gathered should make the differences between women and men explicit; as such, data disaggregated by sex, age, ethnic group and socio-economic status must be identified so that data can be analyzed using gender analysis tools (see below) (see also Section 5 on types of gender-sensitive indicators). It can often be challenging to identify robust sex-disaggregated data across the board, as such data is frequently lacking. The absence of sex-disaggregated data in specific sectors should also be noted as a challenge.

In an effort to positively address this paucity of sex-disaggregated data and gender-sensitive indicators, in 2013 the United Nations Statistical Commission agreed to a minimum set of 52 gender indicators developed by the Inter-Agency and Expert Group on Gender Statistics (see Table 7 in Section 5). The minimum set covers key policy concerns as identified in the Beijing

\(^{17}\) The UNCT may either choose to undertake a (i) full-Common Country Analysis or (ii) use the government’s analysis documents to inform the UNDAF formulation or (iii) identify complementary analysis in specific areas where there may be limitations with the governments analysis – gender equality may be one of these areas.
Platform for Action and other more recent international commitments such as the MDG goals and targets. These indicators are a key basic reference for the development of UNDAF and should be used whenever possible as key UN agencies have been tasked for collecting this data. These are supplemented by a set of nine core indicators for measuring violence against women (see Box 12 in Section 5). The issue was also addressed in an exercise undertaken in Moldova to work with the national statistics office to produce a harmonized set of gender-sensitive development indicators (see Box 5 below).

**Box 5. Harmonized Gender-Sensitive Development Indicators: Republic of Moldova**

The **Harmonized Gender-Sensitive Development Indicators** were developed in the framework of MDGs comprising of indicators/critical areas from CEDAW, BPFA, national and sector development policies/plans. It added value to the effectiveness of UNDAF development and implementation by bringing international treaty bodies and national policy platforms together at the level of indicators.

In Moldova, this work was carried out in 2008 in a highly participative manner under the leadership of the National Bureau of Statistics with the support of UN Women within the UN Joint Statistics Project. The indicator set covered: social protection and domestic violence, employment, poverty, education, health, population, and environment. The Harmonized set was approved by the Board of the National Bureau of Statistics and put into wide use by public bodies. For instance, the Ministry of Health integrated parts of the set of indicators into their automated information system of health care. They were also used as a basis for developing the monitoring indicators for the National Program on Gender Equality for 2010-2015.

The key benefits of harmonized indicators include: a platform for unifying various reports; guidance for the government, UN, CSOs and other stakeholders; contributes to increasing efficiency and effectiveness of the Government; contributes to inter-agency coordination and collaboration; assists in coordination between the national and local levels; guides policy-makers in budgeting; and international obligations are not seen in isolation from national priorities.


**Gender Analysis**

Once adequate data (both qualitative and quantitative – see Section 5) has been gathered, it is necessary to thoroughly **examine gender equality problems** across different sectors and themes, linking these to specific normative standards, and **identify patterns of discrimination and inequality**. Policy and programme assessments should be undertaken as part of the gender analysis during this phase so as to identify areas where national policies require alignment with UNDAF and gender principles. A range of **gender analysis frameworks** are available as tools to facilitate these analytical processes across various dimensions, including the Social Relations Framework, the Harvard Analytical Framework and the Moser Gender Planning Framework, among many others. These are outlined in the tools section below in Table 1.

Integrating gender in the country analysis means understanding the dynamics of power relationships between men and women, their access to and control over resources, their activities, and the constraints they face relative to each other. A gender analysis focuses on the reasons for the current division of labour and their effect on the distribution of rewards, benefits and incentives. Furthermore, gender analysis provides information that recognizes that gender,
and its relationship with race, ethnicity, culture, class, age, sexuality, disability, and/or other status, is important in understanding the different patterns of involvement, behaviour and activities that women and men have in economic, social, political and legal structures. Gender analysis involves examining the potential impact of certain development interventions on existing gender roles and strategic gender interests (see glossary in Annex 1).

There are a range of available models and frameworks for gender analysis. It is critical to remember that no single framework provides an appropriate way to address all development issues, and that each model reflects a set of assumptions about what gender means and how it is relevant to development objectives. Three frameworks that may be useful for the country analysis of the UNDAF include:

Table 1. Gender Analysis Frameworks: Comparative Summary

<table>
<thead>
<tr>
<th>Features</th>
<th>Strengths</th>
<th>Limitations</th>
</tr>
</thead>
</table>
| Moser Gender Planning Framework                                          | • Accessible and easy to use  
• Makes all work visible through concept of triple roles  
• Challenges inequalities  
• Recognises institutional and political resistance to transforming gender relations  
• Distinguishes between practical gender needs and strategic gender interests | • Does not mention other inequalities (class, race, ethnicity)  
• Does not examine change over time  
• Looks at separate, rather than inter-related activities of women and men  
• Strict division of practical/strategic needs not always helpful in practise  
• Men not viewed as ‘gendered’ |
| 1. Gender roles identification: focus on triple roles of women (productive, reproductive and community)  
2. Gender needs assessment (practical and strategic needs) |                                                                                                                                           |                                                                                                       |
| Harvard Analytical Framework                                             | • Practical and hands on  
• Collects and organises information about gender division of labour - it makes women’s work visible  
• Distinguishes between access to and control over resources.  
• Useful for projects at micro level  
• Easily adapted to a range of settings  
• Relatively non-threatening as it is focussed on collecting ‘facts’ | • Focus on projects not programmes  
• Focus on efficiency not effectiveness; no guidance on how to change gender inequalities  
• Top-down planning tool that excludes men and women’s own analysis of their situations  
• Over simplifies concepts  
• Ignores other inequalities such as race, class and ethnicity |
| 1. Socio Economic Activity profile (who does what, where, when and for how long?)  
2. Access and control profile (access to and control over resources and benefits)  
3. Analysis of influencing factors affecting gender differentiations, past and present  
4. Checklist of key questions |                                                                                                                                           |                                                                                                       |
| Social Relations Framework                                               |                                                                                                                                           |                                                                                                       |

1. Development is increasing human wellbeing (survival, security, autonomy)
2. Social relationship analysis
3. Institutional analysis
4. Institutional gender policy analysis
5. Analysis of underlying and structural causes and their effects

<table>
<thead>
<tr>
<th>Holistic analysis of poverty</th>
<th>Conceptualises gender as central to development thinking</th>
<th>Complexity may intimidate</th>
</tr>
</thead>
<tbody>
<tr>
<td>Used at different levels for planning and policy development</td>
<td>Links micro and macro analysis</td>
<td>Since it looks at all inequalities – it can subsume gender into other analytical categories</td>
</tr>
<tr>
<td>Centres analysis on institutions and highlights political aspects</td>
<td>Highlights gender relations, and interactions between inequalities</td>
<td>Can overlook the potential for people to effect change</td>
</tr>
<tr>
<td>Dynamic – uncovers processes of impoverishment and empowerment</td>
<td></td>
<td>Difficult to use in participatory way</td>
</tr>
</tbody>
</table>

When priority gender issues have been identified, a deeper analysis of root causes of gender inequality can point to potential policy and programming responses. For example, an assessment of the economy and a gender-sensitive labour analysis may reveal that women occupy insecure, low-wage jobs and constitute a small minority of those in senior positions, with limited access to land and credit. Women and men have differential access to income in part because a large portion of women's work, especially domestic and reproductive work, is unpaid and underrepresented in the national statistics. A deeper analysis may reveal gender discrimination and structural barriers for women in the labour force which could lead to policy changes, more training programmes in value-added occupations or greater access to credit.

With regards to violence against women, there have been notable gaps in implementing global agreements which protect women from discrimination and violence. This understanding can lead to targeted measures to specifically tackle discrimination and violence against women migrant workers, or domestic workers for example. States can be urged to ratify and implement international and regional instruments, ensure that national laws protect women migrant workers and that legislation and judicial processes are in place to guarantee their access to justice. This can lead to greater coherence and efforts between migration, labour and anti-trafficking policies as well as continued education, awareness-raising and other violence prevention efforts directed at migrant women. Similar analytical process can be applied to other forms of sexual and gender-based violence.

Women’s capacity to engage in decision-making, from the household to high-level political spheres, is often constrained. Analysis reveals that where women's participation in public decision-making is restricted, there is a higher level of political instability, and that women's active participation in governance contributes to more inclusive, democratic and stable societies – despite the fact that women still make up only a minority of parliamentarians worldwide. Such analysis can help make the case for the development and implementation of programmes and policies to enhance women’s decision-making and leadership at every level of society.
Box 6. Gender-based analysis in common country programming: Examples from Albania, Bangladesh and Namibia

The Albania CCA did a “problem tree” analysis as well as a human rights analysis of rights holders and duty bearers that ended up with the identification of capacity gaps in both groups as well as underlying causes and root causes in each substantive area. Gender equality was one of the six substantive areas subjected to this analysis.

The Bangladesh CCA which is rooted in a framework of 4 Rights - Survival, Livelihood, Protection and Participation – includes a gender equality perspective in all four sections. The right to survival includes reproductive rights and it makes the point that the most important reproductive rights issue is “…the limited control girls and women have over their sexual lives.” Similarly, in the food security section it mentions the cultural factors that influence how food gets distributed in the household.

Namibia’s UNDAF contains causal analyses of gender inequalities. It uses a poverty framework to identify “pervasive gender inequality” as one of the root causes of persistent high levels of poverty, and analyzes the root causes of violence against women: “The root causes of violence against women and children in Namibia and the limited participation of women in the political process are general apathy to such violence, negative cultural attitudes, poverty, slow economic growth and job creation, the lack of education and the inadequacy of policy frameworks and institutional capacities to deal with the violence and alcohol abuse.”


Mapping UNCT work and determining comparative advantage

There are two important tools that can assist in the mapping of UNCT work from a gender perspective: the Gender Scorecard and the Participatory Gender Audit.

During the UNDAF country analysis phase, using the UNCT Performance Indicators for Gender Equality and Women’s Empowerment (commonly referred to as the Gender Scorecard) can prove an effective way to strengthen the accountability of the UNCT to advance gender equality and the empowerment of women. The Scorecard does not evaluate the performance of any one agency, but rather the UN system as a whole. The Scorecard covers eight dimensions, as illustrated in Table 2.

<table>
<thead>
<tr>
<th>Dimension</th>
<th>Definition</th>
<th>Rating</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Planning the CCA / UNDAF</td>
<td>Adequate UNCT review of country context related to gender equality Gender equality &amp; women’s empowerment in UNDAF outcomes Gender equality &amp; women’s empowerment in UNDAF outputs Indicators to track UNDAF results are gender-sensitive Baselines are gender-sensitive</td>
<td>5: Exceeds minimum standards</td>
</tr>
<tr>
<td>2. Programming</td>
<td>Gender perspectives are adequately reflected in Joint programmes UNCT support for national priorities related to gender equality &amp; women’s empowerment</td>
<td>4:</td>
</tr>
</tbody>
</table>

Table 2. Performance Indicators on Gender Equality and the Empowerment of Women (Scorecard)
<table>
<thead>
<tr>
<th>3. Partnerships</th>
<th>UNCT support to gender mainstreaming in programme based approaches UNCT support to gender mainstreaming in aid effectiveness processes</th>
</tr>
</thead>
<tbody>
<tr>
<td>4. UNCT Capacities</td>
<td>Involvement of National Machineries for Women / Gender Equality &amp; women’s departments at the sub-national level Involvement of women’s NGOs &amp; networks Women from excluded groups included as programme partners &amp; beneficiaries in key UNCT initiatives</td>
</tr>
<tr>
<td>5. Decision-making</td>
<td>Multi-stakeholder GTG is effective Capacity assessment &amp; development of UNCTs in gender equality &amp; women’s empowerment programming Gender expert roster with national, regional &amp; international expertise used by UNCT members</td>
</tr>
<tr>
<td>6. Budgeting</td>
<td>GTG coordinator is part of UNCT Heads of Agency group UNCT Heads of Agency meetings regularly take up gender equality programming &amp; support issues</td>
</tr>
<tr>
<td>7. Monitoring &amp; Evaluation</td>
<td>UNCT Gender responsive budgeting system instituted Specific budgets allocated to stimulate stronger programming on gender equality &amp; women’s empowerment</td>
</tr>
<tr>
<td>8. Quality Control &amp; Accountability</td>
<td>M&amp;E includes adequate attention to gender mainstreaming &amp; the promotion of gender equality and women’s empowerment</td>
</tr>
</tbody>
</table>

The Scorecard provides an opportunity for the UNCT to develop an action plan to address areas where the UNCT is performing less effectively on gender equality. As such, it can be very useful in the country analysis stage of the UNDAF, since it provides a review of what has taken place to date and includes a practical action plan for the short-term and medium-term. The UNDG Guidance recommends that the majority of the Scorecard should be implemented twice during the UNDAF period: once during UNDAF planning, and again at the mid-term review. If it is not possible to implement the Scorecard at those particular stages, the exercise can be conducted at any stage of the UNDAF process, provided there is buy-in from the UNCT. When conducted in a participatory manner, the Gender Scorecard can help build ownership of the process.

The ILO’s Participatory Gender Audit (PGA) is a key tool for providing a comprehensive picture of progress in gender mainstreaming within individual UN entities and the UNCT as a whole. As such, it is suited to common planning processes such as the UNDAF, with the CCA/UNDAF guidance package referring to the PGA as a key tool for gender mainstreaming at the operational level. The PGA methodology includes desk reviews, targeted interviews and participatory workshops.

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There are two main entry-points for applying the PGA in the UNDAF process: during the country analysis, and subsequently during the mid-term review. In 2004-2005, the ILO responded to a request to take the lead in a UN system-wide PGA in Zimbabwe when an evaluation had found that gender equality was the poorest performance area among the agencies. Positive impacts of this PGA included the fact that the coordinated effort led to a strengthened UN response to gender equality within the framework of the revised UNDAF, and the Gender working group was promoted to a Gender thematic Group within the UNDAF.

UNCTs will also need to identify the comparative advantages the UN system has to provide support at the country level on the key development priorities identified in the analysis phase. The UN’s comparative advantage in its work on gender equality, women’s rights and women’s empowerment will also need to be identified. This should be done in consultation with partners and based on a mapping of the work of other development partners. Box 8 below provides an overview of common points in the UN system’s comparative advantage on gender equality.
3.3 Checklist on Gender Mainstreaming in the Country Analysis

✓ **Identify** expertise to address gender perspectives into the country analysis and involve relevant stakeholders in the process

✓ **Use** appropriate tools to map the UNCT’s work and comparative advantage around gender issues, such as the Gender Scorecard or Participatory Gender Audit, ensuring buy-in from UNCT. When implementing these assessments:

  ➔ *Use it as an opportunity to prioritize responses and interventions*

  ➔ *Involv other key groups, e.g. UNDAF results groups, inter-agency M&E group, and other relevant existing coordination mechanisms*

  ➔ *Use a core interdisciplinary team for the audit, not just gender focal points*

  ➔ *Link exercise to existing incentives that may derive from implementing a management response to results of the performance assessment*

  ➔ *Ensure the exercise is presented in context of the broader UN agenda*

✓ **Include** references to existing gender studies, MDG reports, gender evaluations, gender scorecard/audits, national and regional legal frameworks relevant to gender equality and women’s empowerment, findings from CEDAW reports and CEDAW committee concluding observations, the ILO
Committee of Experts on the Application of Conventions and Recommendations and recommendations of Special Rapporteurs (e.g. on violence against women)

- **Identify** sex- and age-disaggregated data and ensure that it is adequately analysed through a gender lens, with appropriate recommendations made.

- **Examine** gender equality problems across different sectors and themes, linking these to specific normative standards.

- **Identify** patterns of discrimination and inequality, including among different groups of men and women.

- **Assess** capacity gaps of key actors, duty bearers and rights holders.

- **Ensure** a consultative process around the findings of the country analysis.

- **Ask** useful questions:
  
  → Do women and men, girls and boys, experience development problems differently and how does this affect the enjoyment of their human rights?

  → How well does country analysis provide analysis of the ways in which gender inequality is reproduced?

  → Have vulnerable groups, including women of different ages, been consulted on current challenges? Has the issue of violence against women been taken into account? Are NGO shadow reports consulted as well as official reports?

  → What are the specific commitments related to this problem in international goals and treaty obligations and related national laws?

  → Among short-listed development challenges, are gender equality issues stand-alone points, or are they mainstreamed in a meaningful way?
4. Gender Mainstreaming in UNDAF Strategic Planning

4.1 What is UNDAF Strategic Planning?

Strategic Planning is the third key step in the UNDAF process, building on the country analysis to further develop results against national priorities, and determining how these will be achieved. Strategic Planning involves 1) identifying priorities and outcomes through a strategic prioritization exercise, and 2) developing the UNDAF Results Matrix. Ensuring appropriate and gender-sensitive outcomes, outputs and indicators are integrated during the strategic planning phase is key, as these results will shape UNDAF implementation, monitoring and reporting in the years to come.

4.2 Considerations for Mainstreaming Gender in UNDAF Strategic Planning

Formulating Gender-Responsive Results

Results-Based Management (RBM) guides the development of the UNDAF process and its implementation as a key UN programming principle and a core element of the Aid Effectiveness Agenda. With a view to strengthening the overall focus of UN supported interventions on achieving results, the UNDG developed a handbook and established a roster of UN experts in RBM within its Experts Roster platform.

The UNDAF results matrix is the strategic management tool used to plan, monitor, evaluate and report on UNDAF results areas, and is illustrated in Table 3 below. The results matrix articulates two key levels of results:

- **Outputs** are changes in skills or abilities and capacities of individuals or institutions, or the availability of new products and services that result from the completion of activities within a development intervention. For example: Enhanced government capacities to incorporate gender and social equality issues in agriculture, food security and rural development programmes, projects and policies.

- **Outcomes** represent changes in the institutional and behavioral capacities for development conditions that occur between the completion of outputs and the achievement of goals. For example: Sex-disaggregated food security and rural development data collected, analyzed, used and disseminated on a nation-wide basis.

It is crucial to ensure that the results developed at both levels are gender-responsive. These include both sex-specific and gender transformational results:

- **A gender blind result** does not recognize gender differences in the expected change. For example: Increased promotion of HIV/AIDS services available to the community

- **A gender-specific result** focuses on addressing one sex or the other in the context of their gender norms, roles and relations. For example: Increased promotion of women’s

access to HIV/AIDS counseling services. OR Increased income of women-headed households.

- **A gender transformational result** focuses on promoting measurable change in gender relations. For example: Increased decision-making for women relative to men in the community. OR Increased household responsibilities of men in relation to women.

For all gender-responsive results, appropriate indicators must be identified and selected (see for example the sample Results Matrix in Table 3 below). While this occurs during the strategic planning stage, a full discussion on the development of gender-sensitive indicators, including both qualitative and quantitative indicators, is provided in Section 5 on Monitoring and Evaluation.

In addition, it is crucial to **screen all thematic areas of the UNDAF through a gender lens**, to determine the impacts of proposed interventions on women, men, boys and girls. This could be conducted by the GTG, and/or through gender focal points across the various thematic/results groups. For example, in Vietnam the Gender Programme Coordination Group (PCG) members acted as gender focal points in all other thematic groups, and participated in analysis and prioritization exercises conducted by these groups to ensure gender dimensions were addressed; in addition the Gender PCG undertook its own analysis and prioritization, identifying priorities both for gender specific work, and for inclusion in other thematic areas.

### Box 9. Mainstreaming Gender in a Delivering as One Context: the Case of Tanzania

Gender is an integral dimension of DaO in Tanzania. The Inter-agency Gender Group contributes to the United Nations Development Assistance Plan (UNDAP) Outcome “Strengthen UNCT Gender Mainstreaming and Women’s Empowerment across Programme Delivery and Advocacy Campaigns”. The Group focuses on upscale inter-agency collaboration and coordination with particular focus on three outputs: 1) Support Gender Mainstreaming Across the UNDAP; 2) Enhance UNCT Coordination Capacities in Gender; and 3) Develop and Inter-agency Advocacy Strategy on Gender Equality.

Mainstreaming gender across the UNDAP takes place for example by supporting national development strategies, laws and policies; incorporating the different needs of men and women in budgetary analysis and allocations; gender-sensitive HIV/AIDS interventions; the implementation of the Tanzania Gender in Education Initiative; and empowering men and women refugees.

With the DaO modality, the UN system’s work on gender has become far more visible. This led to greater prioritization and resource allocation by UN agencies, consolidating the UN system’s contributions to gender equality and women’s empowerment in the context of the UNDAP, as well as providing financial incentives within the One Fund allocation.


### Selecting Strategic Planning Approaches

When developing gender-responsive UNDAF results, it is important to consider the multiple-track strategy for gender mainstreaming, incorporating both **gender-targeted** interventions to support gender equality and women’s empowerment as well as **gender-integrated** efforts to ensure that gender equality is integrated across the substantive work of all sectors (as discussed in Section 1; see also the Glossary). In the strategic planning phase of the UNDAF,
this means having **dedicated outcomes, outputs, targets and indicators that are designed to address gender inequality**, and gender-based discrimination; **plus including gender concerns in other outcomes, outputs or actions**, including by setting targets, including specific indicators, and disaggregating all data. For this reason, it is essential that gender focal points are involved in all thematic/results groups to ensure a thorough analysis of the gendered impact of the results and indicators being developed across all thematic areas of the UNDAF.

Approximately 50% of UNDAFs have gender focused outcomes. For those who don’t, gender equality priorities identified in the country analysis phase should be addressed at the output level. This may be easier to ensure in countries that are adopting the SOPs for DaO, with joint planning featuring strongly at the outcome/output levels, including through the development of joint work plans. However, in non-DaO countries that are developing the UNDAF at the outcome level only, additional strategies and efforts may be required to ensure that individual entities address gender equality priorities at the output level of their respective country programmes.

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**Box 10. Theory of Change for Gender Equality in Liberia**

The UN in Liberia developed a Theory of Change (TOC) to illustrate how different programmes and interventions supported by the UN system aim to work together to produce systemic and social change in order to achieve greater gender equality and empowerment of women and girls as part of the UN system’s “One” gender framework. It includes the following interrelated components:

**Impact**: The overall goal of the UN system’s work on gender in Liberia in line with the Government of Liberia’s Agenda for Transformation and National Gender Policy, the Millennium Development Goals and post- 2015 framework: greater gender equality and empowerment of women and girls.

**Outcomes**: Nine outcome-level results, which are fundamental to the achievement of greater gender equality and empowerment of women and girls. Two key outcomes (on social norm change and implementation of the Government of Liberia’s police commitments on gender inequality) underpin the outcome results in the other sectoral areas, as they are necessary to ensure an enabling social, political and economic environment and the resources and capacity to achieve these other outcomes.

**Outputs**: Twelve intermediary output-level results that the UN’s programming on gender equality aims to achieve. These include outputs in the areas of women’s rights, income and livelihoods, knowledge and skills, access to health care, access to support services and justice for GBV survivors and enabling policy, legal and institutional environment to promote gender equality. The TOC demonstrates how these outputs reinforce one another and emphasises that it is the combination of these outputs across multiple sectors, institutions and levels that enables the achievement of higher-level outcomes and the longer-term impact of increased gender equality and the empowerment of women and girls.

**Interventions**: The TOC highlights eight key intervention areas, which represent the major blocks of programming undertaken by the UN system in Liberia, contributing to gender equality and the empowerment of women and girls.

**Source**: Edited from the RCs/UNCTs responses to UNDOCO’s call for input to the preparation of the Joint Meeting of the Boards 2014.
To meet the minimum requirement of the Scorecard\(^\text{22}\) (see Section 3), at least one outcome of the UNDAF should clearly articulate the promotion of gender equality, and between one third and one half of outputs should articulate tangible changes which will contribute to improving gender equality. This should include integrating gender not only into familiar sectors such as maternal health, and education, but also into UNDAF outcomes surrounding areas such as climate change, economic policy and the security sector. An example of a targeted gender equality outcome and associated outputs is provided in Table 3 below.

### Table 3. UNDAF Results Matrix: Gender Equality Example\(^\text{23}\)

<table>
<thead>
<tr>
<th>NATIONAL DEVELOPMENT PRIORITIES OR GOALS: IMPROVE GENDER EQUALITY</th>
</tr>
</thead>
</table>
| **Outcome 1**  
Enhanced government capacities to realise its commitments to  
gender equality |
| **Indicators, Baseline, Target**  
**Indicator**: Number of national plans & strategies which incorporate commitments to GE & women’s empowerment  
**Baseline**: 2  
**Target**: 6  
**Indicator**: Frequency in collection & use of sex-disaggregated data to inform decision-making  
**Baseline**: Annually  
**Target**: Quarterly |
| **Means of Verification**  
Govt ministries & department responsible for women’s issues  
(Desk review of PRSP, SWAPs, NDS) |
| **Assumptions and Risks**  
**Assumption**: Continued national government commitment  
**Risk**: Change of government results in change of priorities |
| **Role of Partners**  
Lead UN agency to provide technical assistance. Programme administered by UN agency that has technical capacity on gender |
| **Indicative Resources**  
$250,000 |

| **Output 1.1**  
Strengthened skills & abilities of key national partners to mainstream gender equality priorities into national development strategies (NDS) |
| **Indicators, Baseline, Target**  
**Indicator**: Level of GE integration in National Development Strategies  
**Baseline**: Low-to medium  
**Target**: Medium-to high |
| **Means of Verification**  
National partners  
(Desk reviews of NDSs) |
| **Assumptions and Risks**  
**Assumption**: Training workshops well organized & well attended  
**Risk**: High government turnover |
| **Role of Partners**  
Lead UN agency to recommend capable gender equality trainers. Other UN agency will administer the workshop |
| **Indicative Resources**  
$175,000 |

\(^{22}\) The 2006 CEB (CEB/2006/2) policy states that ‘We commit ourselves to providing strong leadership within our organizations to ensure that a gender perspective is reflected in all our organizational practices, policies and programmes’.

\(^{23}\) Adapted from UNDG 2011. Results-Based Management Handbook, New York: UNDG.
Gender advocates – whether gender focal points, members of Gender Theme Groups or others – can often meet resistance in the process of lobbying for gender outcomes, outputs and indicators to be included in the UNDAF. Box 11 highlights some strategies used to advocate for the inclusion of gender equality issues.

**Box 11. Advocacy Strategies for Gender Advocates in Strategic Planning Processes**

The selection of UNDAF outcomes and outputs by the UNCT is inevitably a political as well as a strategic exercise. Gender advocates need to:

- Have done their own prioritization (e.g. in the Gender Theme Group) for what they want to see included – including draft language for proposed outcomes and outputs, targets and indicators;
- Have the evidence/analysis in place to support the case;
- Have lined up support – including from government, donors and civil society partners as well as within the UNCT, and recognising the leadership role of the RC;
- Ensure gender focal points/members of the GTG are present in all thematic/results groups to ensure gender issues are addressed;
- Be willing to be flexible, e.g. a gender outcome might be the preferred strategy, with a fall-back position where specific gender outputs can be included under other outcomes if the UNCT does not agree on a gender-specific outcome;
- Be very clear about comparative advantage on gender equality vis-a-vis other partners on the priority issues proposed.

Another potential strategic planning approach is the development of Joint Gender Programmes (JGs), which have increasingly been used as a tool to strengthen gender equality results. A Joint Programme is a set of activities with a commonly agreed work plan and budget that is implemented by government and/or other partners with the support of two or more UN agencies. Under a Joint Gender Programme, UN agencies may work together toward a well-defined outcome such as reduced violence against women or improved sexual and reproductive health and rights of women and men. JGs have the potential to facilitate multi-sectoral approaches, better addressing the complex and multi-dimensional challenges of promoting gender equality. The specific experience of JGs under the MDG Achievement Fund
demonstrated the interrelated and complementary nature of targeted and cross-cutting interventions and the added development value of a dual strategy.\textsuperscript{24} The inter-agency joint evaluation of JGs\textsuperscript{25} provided an overall assessment of the effectiveness and efficiency of the JG modality. Its report and joint management response will serve to develop standards for the design, implementation and evaluation of JGs, and inform decision-making to scale up collaborative work in the area of gender equality and the empowerment of women.

Table 4 below provides an overview of some potential steps and entry points for planning, designing and implementing Joint Gender Programmes. It is important to remember that wherever possible gender should also be mainstreamed into other Joint Programmes that do not have a specific gender focus.

**Table 4. Key Steps in Joint Gender Programmes\textsuperscript{26}**

<table>
<thead>
<tr>
<th>Step</th>
<th>Description</th>
</tr>
</thead>
</table>
| 1. Develop a comprehensive situation analysis | - Identify other existing initiatives addressing gender  
- Identify national & sub-national organizations representing rights holders e.g. women’s rights organizations, women with disabilities & indigenous peoples  
- Consider existing data & ensure it is disaggregated by sex |
| 2. Develop and articulate a shared vision | - Be ready to negotiate & build consensus around a shared vision that highlights gender constraints & possibilities for increasing gender equality  
- Develop a theory of change & gender sensitive results & indicators |
| 3. Determine the capacity to implement the Joint Programme | - Keep in mind that the National Women’s Machinery may need strengthening  
- Determine capacity in gender analysis; experience in advocating with government officials  
- Determine training, mentoring, coaching or on-the-job training on gender responsive programing priorities |
| 4. Engage key stakeholders | - Involve women’s groups at the national & grassroots levels  
- UN gender focal points need to be involved throughout  
- National Women’s Machinery should be consulted throughout design phase  
- Integrate perspectives of community/CSO representatives (including women & men; boys & girls) |
| 5. Design the Joint Programme process including the logframe & design specifics | - Use the visioning & situation analysis  
- Involve key UN agencies & their national counterparts  
- Decide who will make key decisions & who will be the lead  
- Develop designs that balance strategic needs with basic needs  
- Incorporate a multi-stakeholder approach which increases the awareness of how gender equality is relevant to development effectiveness  
- Reach consensus among multiple partners on gender sensitive or sex specific results & indicators  
- Discuss funding modalities |
| 6. Knowledge Management | - Identify the knowledge needs of the partners involved as well as of target groups for communication activities |

\textsuperscript{24} Nelson, Gayle and Jennifer Cooper et al. 2013. ‘Two Roads, One Goal: Dual Strategy for Gender Equality Programming in the Millennium Development Goals Achievement Fund.’ New York: MDG-F, UN Women and UNDP.


\textsuperscript{26} Adapted from UNDP. 2013. *Making Joint Gender Programmes Work*. New York: UNDP.
<table>
<thead>
<tr>
<th>4.3 Checklist on Gender Mainstreaming in UNDAF Strategic Planning</th>
</tr>
</thead>
<tbody>
<tr>
<td>✓ <strong>Make the case</strong> for mainstreaming gender equality into the strategic planning phase following a multi-track approach</td>
</tr>
<tr>
<td>✓ <strong>Ensure</strong> gender expertise throughout the strategic planning phase</td>
</tr>
<tr>
<td>✓ <strong>Highlight</strong> gender equality priorities for the strategic prioritization exercise</td>
</tr>
<tr>
<td>✓ <strong>Define</strong> outcomes and outputs that are gender-specific and gender transformational, as well as examining the impacts of all interventions across the UNDAF on women, men, boys and girls</td>
</tr>
<tr>
<td>✓ <strong>Identify</strong> early on indicators that will allow measuring changes in gender relations</td>
</tr>
<tr>
<td>✓ <strong>Consider</strong> the added value that can derive from designing and implementing Joint Gender Programmes</td>
</tr>
<tr>
<td>✓ <strong>Ensure</strong> in-house sectoral specialists with gender expertise sit on each outcome group and have clear guidelines for GM in UNDAF</td>
</tr>
<tr>
<td>✓ <strong>Build</strong> in screening process for GM in early draft stages of complete UNDAF using checklist as a guide</td>
</tr>
<tr>
<td>✓ <strong>Ensure</strong> that regional PSGs’ reviews of the UNDAF consistently address the extent to which the UN programming principles - including gender - are applied</td>
</tr>
</tbody>
</table>
✓ **Ensure** that long-term gender equality results do not get sidelined in efforts to identify results in other areas that may be achieved more quickly

✓ **Take** care when deciding what gender equality results to measure, as some of the most important ones are difficult to quantify

✓ **Ask** useful questions:

  → How well do outcomes articulate how gender equality and women’s empowerment will be promoted?

  → How well do outputs describe tangible changes for rights-holders and duty-bearers which will lead to improvements in progress towards gender equality and women’s empowerment?

  → How gender-sensitive are the indicators and do they adequately track progress towards gender equality results?

  → Do the UNDAF outcomes describe changes in the ways that governments fulfill their obligations to address gender equality standards and commitments and/or the ways that people, particularly women, are empowered to act?
5. Gender Mainstreaming in UNDAF Monitoring & Evaluation

5.1 What is UNDAF M&E?

Monitoring and Evaluation (M&E) is the fourth step in the development of the UNDAF and is essential to ensure that the UN development system delivers on its commitments. Monitoring and evaluation should be participatory and empowering processes that are separate but linked. Monitoring is the continuous examination of progress achieved during the implementation of an activity, project or programme. Evaluation is an objective and systematic assessment of processes and outcomes related to the undertaking and implementation of an activity, project or programme, and contributes to subsequent UNDAF revisions. Evaluations are typically undertaken during the mid-point and end of the UNDAF. Whereas monitoring is often done internally, evaluations usually require an outside, independent team of qualified evaluators. The UNDAF requires an M&E plan, an annual review, and an evaluation, building on the results, indicators and baselines laid out in the results matrix.

Table 5. Monitoring and Evaluation

<table>
<thead>
<tr>
<th>Monitoring</th>
<th>Evaluation</th>
</tr>
</thead>
<tbody>
<tr>
<td>✓ Tracks progress towards results agreed in the UNDAF matrix</td>
<td>✓ Determines whether results make worthwhile contribution to national development priorities</td>
</tr>
<tr>
<td>✓ Checks if assumptions &amp; risks are still valid</td>
<td>✓ Judges relevance, efficiency, effectiveness, impact &amp; sustainability of UNDAF results &amp; strategies</td>
</tr>
<tr>
<td>✓ Helps UNCT &amp; partners to make mid-course corrections</td>
<td>✓ External function separate from programme management</td>
</tr>
<tr>
<td>✓ <strong>Integral</strong> part of programme management</td>
<td></td>
</tr>
</tbody>
</table>

5.2 Considerations for Mainstreaming Gender in UNDAF M&E

Gender-Sensitive Indicators for Monitoring and Evaluation

UNDAF indicators should be gender-sensitive so that they track gender-related changes over time. Gender-sensitive indicators help measure the ways a project or programme affects gender roles or other gender-related changes in society over time by comparing against the benchmark. A ‘gender-sensitive indicator’ includes both:

- **Sex- and age-disaggregated indicators** - separate measures for men and women on a specific indicator. Including gender-sensitive targets, indicators and baselines is key even for outcomes and outputs that are not gender-sensitive. For example, percentage of literate women and men, 15-24 years old.

- **Gender-specific indicators** specific to women or men, or a gender equality-related issue. For example, percentage of women experiencing physical abuse by a partner.

- **Gender-blind indicators**, by contrast, do not make explicit the differences between women and men. For example, literacy rate, 15-25 years old.
Where possible, it is useful to include a combination of both quantitative and qualitative indicators when measuring a particular output, so as to triangulate findings and provide a more complete picture (see Table 6). The numerical data produced by quantitative methods can help to build the case for addressing gender inequalities, while qualitative methods enable a more in-depth examination of social processes, relations, and power dynamics surrounding gender equality. Gathering qualitative data may be useful for studying sub-populations that cannot be easily captured by nationally representative samples, as well as for capturing change that is difficult to measure, such as dimensions of empowerment; however, such data may be costly to collect.

Table 6. Comparison of Qualitative and Quantitative Indicators

<table>
<thead>
<tr>
<th>Quantitative Indicators</th>
<th>Qualitative Indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td>▶ Measures of quantity</td>
<td>▶ Measures of quality</td>
</tr>
<tr>
<td>▶ Number, percentage or ratio</td>
<td>▶ More subjective based on perception, opinion or level of satisfaction</td>
</tr>
</tbody>
</table>

**Sources of data:**
Surveys, census, reports, questionnaires

**Examples:**
- % of women in decision-making positions
- Rates in violence against women/men (increase or decrease)
- # of hunger weeks highlighted by women
- # and/or % of new legislative acts favouring greater gender equality

**Sources of data:**
Focus groups, testimonials, interviews, qualitative surveys, case studies

**Examples:**
- Women’s perception of empowerment
- Satisfaction of male and female partners with support and training provided by organization X
- Perception of well-being among women
- Perception among women and men of new legislative acts favouring greater gender equality

**Data availability** can be a major challenge to country teams for UNDAF planning and implementation. Sex- and age-disaggregated data are often only partially available or nonexistent, meaning that sex- and age-disaggregated data might not be available at the beginning of the UNDAF and during the collection of baselines, as well as during monitoring and evaluation. Capacities should be created within the national statistical entities to generate this data (see also Box 6 in Section 3 on the development of gender-sensitive indicators in Moldova).

At the same time, UNCTs are encouraged to capitalize on existing national M&E systems wherever possible, and to avoid creating a burden on partner countries with UNDAF-specific M&E requirements. A useful reference tool here is the **minimum set of gender indicators** agreed to in 2013 by the United Nations Statistical Commission as a guide for national and international data compilation. The minimum set covers economic structures, participation in productive activities and access to resources, education, health and related services, public life and decision-making, and human rights of women and girls (see Table 7). These indicators are a basic reference for the development of UNDAF and should be used whenever possible as key UN agencies have been tasked for collecting this data.
Table 7. Minimum Set of Gender Indicators, by Domain

<table>
<thead>
<tr>
<th>I. Economic structures, participation in productive activities and access to resources</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Average number of hours spent on unpaid domestic work, by sex. Note: separate housework and child care if possible</td>
</tr>
<tr>
<td>2. Average number of hours spent on paid and unpaid work combined (total work burden), by sex</td>
</tr>
<tr>
<td>3. Labour force participation rates for persons aged 15-24 and 15+, by sex</td>
</tr>
<tr>
<td>4. Proportion of employed who are own-account workers, by sex</td>
</tr>
<tr>
<td>5. Proportion of employed who are working as contributing family workers, by sex</td>
</tr>
<tr>
<td>6. Proportion of employed who are employers, by sex</td>
</tr>
<tr>
<td>7. Percentage of firms owned by women</td>
</tr>
<tr>
<td>8. Percentage distribution of employed population by sector, each sex</td>
</tr>
<tr>
<td>9. Informal employment as a percentage of total non-agricultural employment, by sex</td>
</tr>
<tr>
<td>10. Youth unemployment, by sex</td>
</tr>
<tr>
<td>11. Proportion of population with access to credit, by sex</td>
</tr>
<tr>
<td>12. Proportion of adult population owning land, by sex</td>
</tr>
<tr>
<td>13. Gender gap in wages</td>
</tr>
<tr>
<td>14. Proportion of employed working part-time, by sex</td>
</tr>
<tr>
<td>15. Employment rate of persons aged 25-49 with a child under 3 living in a household and with no children living in the household, by sex</td>
</tr>
<tr>
<td>16. Proportion of children under age 3 in formal care</td>
</tr>
<tr>
<td>17. Proportion of population using the Internet, by sex</td>
</tr>
<tr>
<td>18. Proportion of population using mobile/cellular telephones, by sex</td>
</tr>
<tr>
<td>19. Access to mass media and information and communications technology</td>
</tr>
<tr>
<td>II. Education</td>
</tr>
<tr>
<td>20. Literacy rate of persons aged 15-24 years old, by sex</td>
</tr>
<tr>
<td>21. Adjusted net enrolment ratio in primary education, by sex</td>
</tr>
<tr>
<td>22. Gross enrolment ratio in secondary education, by sex</td>
</tr>
<tr>
<td>23. Gross enrolment ratio in tertiary education, by sex</td>
</tr>
<tr>
<td>24. Gender parity index in enrolment at primary, secondary and tertiary levels</td>
</tr>
<tr>
<td>25. Share of female science, engineering, manufacturing and construction graduates at tertiary level</td>
</tr>
<tr>
<td>26. Proportion of females among third-level teachers or professors</td>
</tr>
<tr>
<td>27. Net intake in first grade of primary education, by sex</td>
</tr>
<tr>
<td>28. Primary education completion rate, by sex</td>
</tr>
<tr>
<td>29. Graduates from lower secondary education, by sex</td>
</tr>
<tr>
<td>30. Transition rate to secondary education, by sex</td>
</tr>
<tr>
<td>31. Education attainment of population aged 25 and over, by sex</td>
</tr>
<tr>
<td>III. Health and related services</td>
</tr>
<tr>
<td>32. Contraceptive prevalence among women who are married or in a union, aged 15-49</td>
</tr>
<tr>
<td>33. Under-5 mortality rate, by sex</td>
</tr>
<tr>
<td>34. Maternal mortality ratio</td>
</tr>
<tr>
<td>35. Antenatal care coverage</td>
</tr>
<tr>
<td>36. Proportion of births attended by skilled health professional</td>
</tr>
<tr>
<td>37. Smoking prevalence among persons aged 15 and over, by sex</td>
</tr>
<tr>
<td>38. Proportion of adults who are obese, by sex</td>
</tr>
<tr>
<td>39. Women’s share of population aged 15-49 living with HIV/AIDS</td>
</tr>
<tr>
<td>40. Access to antiretroviral drug, by sex</td>
</tr>
</tbody>
</table>

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41. Life expectancy at age 60, by sex
42. Adult mortality by cause and age groups

### IV. Public life and decision-making

43. Women’s share of government ministerial positions
44. Proportion of seats held by women in national parliament
45. Women’s share of managerial positions
46. Percentage of female police officers
47. Percentage of female judges

### V. Human rights of women and the girl child

48. Proportion of women aged 15-49 subjected to physical or sexual violence in past 12 months by an intimate partner
49. Proportion of women aged 15-49 subjected to physical or sexual violence in past 12 months by persons other than an intimate partner
50. Prevalence of female genital mutilation/cutting (for relevant countries only)
51. Percentage of women aged 20-24 years old who were married or in a union before age 18
52. Adolescent fertility rate

These are supplemented by a core set of indicators on violence against women (see Box 12 below).

**Box 12. Core Set of Statistical Indicators on Violence Against Women**

1. Total and age specific rate of women subjected to physical violence in the last 12 months by severity of violence, relationship to the perpetrator and frequency
2. Total and age specific rate of women subjected to physical violence during lifetime by severity of violence, relationship to the perpetrator and frequency
3. Total and age specific rate of women subjected to sexual violence in the last 12 months by severity of violence, relationship to the perpetrator and frequency
4. Total and age specific rate of women subjected to sexual violence during lifetime by severity of violence, relationship to the perpetrator and frequency
5. Total and age specific rate of ever-partnered women subjected to sexual and/or physical violence by current or former intimate partner in the last 12 months by frequency
6. Total and age specific rate of ever-partnered women subjected to sexual and/or physical violence by current or former intimate partner during lifetime by frequency
7. Total and age specific rate of women subjected to psychological violence in the past 12 months by the intimate partner
8. Total and age specific rate of women subjected to economic violence in the past 12 months by the intimate partner
9. Total and age specific rate of women subjected to female genital mutilation


In addition, there is a need to include indicators that will **measure process and results**; participation, policy-making and empowerment should be measured alongside more straightforward measures such as school completion rates or HIV prevalence. Such a mix is
required to demonstrate progressive actions towards gender equality and women’s empowerment. This also includes measuring unintended negative consequences of programme interventions.

**Tracking Financial Resources**

Use of Gender Equality Markers for tracking resources that support gender equality results in the UN system has been endorsed by the United Nations Development Group (the UNDG Gender Equality Marker Guidance Note), building on the UN System-wide Action Plan (UN SWAP) which also includes two indicators requiring the use of gender markers. The use of a Gender Equality Marker can assist in tracking the allocation and expenditure of funds devoted to advancing gender equality within UN entities. The decision to implement the Gender Equality Marker is typically made at Headquarters level rather than with the UNCT; however the results can be used at country level to assist in tracking resources for gender equality within the UNDAF (see Box 13). In some cases, the gender marker may pose a challenge for implementation due to its relatively subjective nature. Strategies to overcome subjectivity in the marker’s application include ensuring that adequate capacities are in place by the team or individuals implementing the Gender Equality Marker; making definitions and scores explicit and objective; and suggesting a minimum of five independent uses and comparing results to use the average.

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**Box 13. Tracking Resources through a Gender Marker in Vietnam**

A clear priority in Vietnam’s One Plan 2012-2016 was to develop a mechanism to track expenditure on gender equality, a gap that had been identified in a 2008 Gender Audit. The UNDP Gender Marker was used as the model to develop a gender marker for Vietnam, applied to the One Plan at the outcome, output and activity level, thus tracking the contributions of individual agencies. The rating system used a scale from “0 - Outputs that are not expected to contribute noticeably to gender equality” through to “3 - Gender equality is a principal objective of the output”.

The data generated by the gender marker is valuable in that it shows very clearly in which areas the UNCT focuses on gender-specific work as well as highlighting gaps for future programming.

SOURCE: UN Women

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**Gender-sensitive evaluation in the UNDAF**

**Gender-sensitive evaluation** refers to evaluation practice that recognizes the different roles of women and men, girls and boys, their asymmetrical access to control and resources as well as their varying practical and strategic gender interests. A useful resource here is United Nations Evaluation Group’s guidance on integrating human rights and gender equality in evaluation. Several key principles should be considered:

- **Inclusion.** Evaluating gender equality requires paying attention whether benefits and contributions were fairly distributed by the intervention being evaluated. Data needs to

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be disaggregated by criteria including: sex, class, ethnicity, religion, sexual orientation, age, location, etc.

- **Participation.** Evaluations of gender equality should be participatory, respecting stakeholders’ right to be consulted and participate in decisions about what will be evaluated and how the evaluation will be done. It is important to measure stakeholder group participation in the process, as well as how they will benefit from results.

- **Fair power relations.** Gender equality seeks to balance power relations between and within advantaged and disadvantaged groups. Evaluations should be conducted in ways that support the empowerment of disadvantaged groups. Evaluators must also be aware of their own positions of power, which can influence the responses to queries through their interactions with stakeholders.

**Box 14. Gender-Sensitive Data Collection**

Data collection methods may have to vary when approaching men and women. For example, in some contexts, women may remain silent when in large group settings that include men. More generally, women and men often communicate differently, and as such different strategies will need to be employed. For example, to encourage a higher level of women’s participation may require separate meetings from men. An adept gender-sensitive facilitator or interviewer is essential, and women should always be included as part of the evaluation team. For example, it is thought that female interviewers improve the disclosure of sensitive events such as sexual assault, regardless of the gender of the respondent.

When conducting a gender-sensitive UNDAF evaluation, the aim is to determine if results made a contribution to gender equality and if so, how. This means working with the UNCT to **ensure gender is a cross-cutting theme** in each of the evaluation topics, with careful consideration given to integrating key gender-related questions in each of the evaluation topics. It is also important to make available to the evaluators key studies such as previous gender evaluations or the gender scorecard, providing insight into challenges, achievements or constraints in gender equality that can shed light onto the UNDAF’s progress. **Gender-sensitive data collection techniques** should be used (see Box 14), along with a **gender-sensitive and gender-balanced evaluation team**, with adequate gender expertise, and including both male and female evaluators.29

### 5.3 Checklist on Gender Mainstreaming in UNDAF M&E

- **Ensure** that UNDAF indicators are gender-sensitive so that they track gender-related changes over time; this includes across all outcome areas, not just those focused on gender equality issues

- **Ensure gender is a cross-cutting theme** in each of the evaluation topics,

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29 See again UNEG. 2011. *Integrating Human Rights and Gender Equality in Evaluation* for more detail on these processes.
with gender-related questions mainstreamed into M&E plans and other M&E documentation

✓ **Determine** if there is a set of nationally relevant gender-specific indicators, and use gender indicators in existing national M&E systems wherever possible, including using the Minimum Set of Gender Indicators

✓ **Make available** key gender-related evaluations reports, Scorecard exercises, and other documentation that prove useful for M&E team

✓ **Ensure** the evaluation team is gender-sensitive and gender-balanced, with adequate gender expertise, and including both male and female evaluators

✓ **Build** capacity and provide technical assistance to partners on gender-sensitive M&E, including building the capacities of national statistical entities to generate sex-disaggregated and gender-specific data

✓ **Use** gender-sensitive data collection techniques, such as separate focus groups for women and men so that their voices are heard

✓ **Employ** both qualitative and quantitative data collection methods to contribute to triangulation of results and to capture change that is difficult to measure

✓ **Use** participatory methods involving women and men to increase ownership and sustainability. Tap into the expertise of CSOs to support this process

✓ **Consult** UNEG Guidance for Integrating Gender Equality in Evaluation

✓ **Ask** useful questions:

→ *Did the UNDAF make the best use of UNCT’s comparative advantages in gender equality in the country?*

→ *Did the UNDAF help achieve the gender equality priorities in the national development framework and help meet international standards (e.g. Beijing Platform for Action, the MDGs, CEDAW)*

→ *Are data for gender equality and gender-sensitive results being collected and reported as planned?*

→ *Are gender-related results and gaps in implementation being addressed in the UNDAF annual review and RC Annual Report?*

→ *How well do UNDAF monitoring mechanisms and processes enable the collection of gender equality and gender-sensitive results information?*
Annex 1. Glossary

**Access:** The ability of women / men to use a resource and take advantage of an opportunity. Ability to use resources does not necessarily imply the ability to define or decide the use of that same resource and vice versa.

**Control:** The ability of women and men to make decisions about and derive benefits from resources and opportunities.

**Equal Opportunity:** The absence of gender-based discrimination / absence of gender-based barriers on sex.

**Gender:** The socially constructed roles and relationships, personality traits, attitudes, behaviors, values, relative power and influence that society ascribes to the two sexes on a differential basis. Gender is relational and refers not simply to women or men but to the relationship between them.

**Gender Equality:** Gender equality entails the concept that all human beings, both women and men, are free to develop their personal abilities and make choices without the limitations set by stereotypes, rigid gender roles, or prejudices. Gender equality means that the different behaviors, aspirations and needs of women and men are considered, valued and favored equally.

**Gender Equity:** Fairness and justice in the distribution of responsibilities and benefits between women and men. To ensure fairness, temporary positive measures must often be put in place to compensate for the historical and social disadvantages that prevent women and men from operating on a level playing field. Equity is a justice-based means—equality is the human rights-based result.

**Gender Identity:** Women's and men's gender identity determines how they are perceived and how they are expected to think and act as men and women.

**Gender Mainstreaming:** The process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension in the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and social spheres.

**Gender Roles:** A set of prescriptions for action and behavior assigned to men and women by society according to cultural norms and traditions.

**Multiple-track strategy for gender mainstreaming (also known as dual mandate, or twin-track):** incorporating both gender-targeted interventions to support gender equality and women's empowerment in specific social groups, specific organizations and/or processes as well as gender-integrated efforts to ensure that gender equality is integrated across the substantive work of all sectors. Also known as using vertical as well as horizontal programming.

**Practical and Strategic Gender Needs and Interests:** Practical Gender Needs are identified by women as a response to an immediate perceived necessity, and usually relate to
inadequacies in living conditions such as water provision, health care and employment. Strategic Gender Interests tend to challenge gender divisions of power and control, and traditionally defined norms and roles.

**Productive Work:** Work done by both men and women for pay in cash or kind. It includes both market production with an exchange-value, and subsistence/home production with actual use-value, and also potential exchange-value. For women in agricultural production, this includes work as independent farmers, peasant wives and wage workers.

**Reproductive Work:** Work done by both men and women for pay in cash or in-kind. It includes both market production with an exchange-value, and subsistence/home production with actual use-value, and also potential exchange-value. For women in agricultural production, this includes work as independent farmers, peasant wives and wage workers.

**Sex:** The biological characteristics that define humans as female or male.

**Women's Empowerment:** The process of gaining access and developing women’s capacities with a view to participating actively in shaping one’s own life and that of one’s community in economic, social and political terms.
Annex 2. Key Resources

1. Normative and Policy Frameworks

**Convention on the Elimination of all forms of Discrimination Against Women (CEDAW)**

**Vienna Declaration - World Conference on Human Rights**

**Beijing Platform for Action**

**International Conference on Population and Development (ICPD)**

International Labour **Standards**

**Commission on the Status of Women (CSW)**

**MDGs and Post 2015 Agenda: A Transformative Stand Alone Goal**

**MDGs and Post 2015 Agenda: Addressing Inequalities in the Post-2015 Development Agenda**

**QCPR Resolution (A/RES/67/226) (section III D)**

**Vienna Policy Dialogue - Advancing Gender Equality and the Empowerment of Women: Role of Development Cooperation**

2. Gender Mainstreaming

**ECOSOC Agreed Conclusions (1997/2)**

**Mainstreaming a Gender Perspective into all Policies and Programmes in the United Nations System: Report of the Secretary-General (E/2013/71)**

**United Nations System-Wide Policy on Gender Equality and the Empowerment of Women: Focusing on Results and Impact (CEB/2006/2)**

**Advancing Gender Equality and Women’s Empowerment: An Assessment of Gender Mainstreaming in UN Operational Activities for Development**
Gender Mainstreaming in Development Programming: Issues Brief

Meeting Report. UN Women Expert Group Meeting on ‘Gender Mainstreaming Approaches in Development Programming: Being Strategic and Achieving Results in an Evolving Development Context

3. Gender Analysis Tools

A Guide to Gender-Analysis Frameworks

A Conceptual Framework for Gender Analysis and Planning
ILO/SEAPAT’s On-Line Gender Learning & Information Module

Gender Equality Policy and Tools

4. UNDAF Guidance

How to Prepare an UNDAF (Part I): Guidelines for UN Country Teams
UNDG. 2012. New York: UNDG.

Guidance Note: Application of the Programming Principles to the UNDAF
UNDG. 2010. New York: UNDG.

Results-Based Management Handbook
UNDG. 2011. New York: UNDG.

Standard Operating Procedures for Countries Wishing to Adopt the “Delivering as One” Approach
UNDG. 2013. New York: UNDG.

5. Integrating Gender in Common Programming at the Country Level

UN Coherence, Gender Equality and You
Online training course

**UNCT Performance Indicators for Gender Equality: Users’ Guide**
UNDG. 2008. New York: UNDG.

**ILO Participatory Gender Audit: Relevance and use for the United Nations and its agencies**

**Gender Statistics: Report of the Secretary-General (E/CN.3/2013/10)**

**Gender Equality Marker Guidance Note**
UNDG. 2013. New York: UNDG.

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