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Coordination, programme and other questions**Advancement of Women****Mainstreaming a gender perspective into all policies and programmes
in the United Nations system****Report of the Secretary-General***Summary*

The present report is submitted in response to Economic and Social Council resolution 2010/29. Based on responses received from entities of the United Nations system, the report assesses progress made in the implementation of the gender mainstreaming strategy within the United Nations system, focusing on the areas of design, implementation, monitoring and evaluation. It places a special emphasis on assessing progress in mainstreaming gender at the country level and in particular through the UNDAF process. The report reflects on the advances made in terms of UN staff capacity development and on the UN Women coordination strategy. Recommendations for further progress are also included, for consideration by the Economic and Social Council.

* E/2011/XXX.

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I. Introduction

Gender mainstreaming constitutes a pillar of the global strategy for achieving gender equality and women's empowerment. Resolution 2010/29 of the United Nations Economic and Social Council (ECOSOC) requested the Secretary-General to submit a detailed report on the efforts and progress made by United Nations entities in mainstreaming a gender perspective in the design, implementation, monitoring and evaluation of all policies and programmes and in capacity development. The resolution also requested the Secretary-General to report on how the newly established United Nations Entity for Gender Equality (UN-Women) will carry out its work, including by strengthening coordination, identifying areas for improvement and elevating the level of attention given to this critical cross-cutting issue.

This report is prepared in response to the aforementioned ECOSOC Resolution 2010/29 and is based on information collected through a questionnaire issued by UN Women to United Nations entities¹ and Resident Coordinators². Information provided by the entities reflects on actions and initiatives related to gender mainstreaming for the year 2010. Based on the compilation and analysis of the responses provided by UN entities, traditionally this report of the Secretary-General includes information on the different aspects of advancing the *United Nations system-wide policy and strategy on gender mainstreaming* endorsed by the CEB in 2006,³ in accordance with ECOSOC Agreed Conclusions 1997/2. Since ECOSOC resolution 2006/36, the report has also included a dedicated section on UN staff capacity development and training. As requested by ECOSOC resolution 2010/29,

¹ Department of Peacekeeping Operations (DPKO), Department of Political Affairs (DPA), Department of Public Information (DPI), Development Policy and Analysis Division (DPAD), Division for Public Administration and Development Management (DPADM), Economic Commission for Latin America and the Caribbean (ECLAC), Economic and Social Commission for Asia Pacific (ESCAP), Economic and Social Commission for Western Asia (ESCWA), Economic Commission for Europe (ECE), Food and Agriculture Organization (FAO), International Fund for Agricultural Development (IFAD), International Labour Organization (ILO), Joint United Nations Programme on HIV/AIDS (UNAIDS), Office for Disarmament Affairs (ODA), Office for the Coordination of Humanitarian Affairs (OCHA), Office of Internal Oversight Services (OIOS), Office of the United Nations High Commissioner for Human Rights (OHCHR), Office of the United Nations High Commissioner for Refugees (UNHCR), Programme on Youth, Division for Social Policy and Development/DESA, United Nations Children's Fund (UNICEF), United Nations Conference on Trade and Development (UNCTAD), United Nations Development Programme (UNDP), United Nations Educational, Scientific and Cultural Organization (UNESCO), United Nations Environmental Programme (UNEP), United Nations Industrial Development Organization (UNIDO), United Nations Institute for Training and Research (UNITAR), United Nations Interregional Crime and Justice Research Institute (UNICRI), United Nations Office on Drugs and Crime (UNODC), United Nations Population Fund (UNFPA), United Nations Human Settlements Programme (UN-HABITAT), United Nations Research Institute for Social Development (UNRISD), United Nations System Staff College (UNSSC), United Nations Volunteers Programme (UNV), World Food Programme (WFP).

² Albania, Brazil, Chad, Egypt, El Salvador, Gabon, Ghana, Kosovo, Morocco, Mongolia, Malawi, Somalia, Ukraine and Zimbabwe.

³ CEB/2006/2.

the present report additionally highlights the continuing gaps and challenges to gender mainstreaming and provides insight into how UN-Women will work to ensure that gender mainstreaming is successfully coordinated across the UN system. Recommendations are provided for consideration by the Council.

II. Gender mainstreaming in the United Nations entities

A. Policy and Strategic Frameworks

During the reporting period, the United Nations system has continued to demonstrate commitment to, and championship of, the concept of gender mainstreaming and the need to integrate a gender perspective into all areas of work. Policies, policy statements, strategies and action plans are in place in a majority of the entities, and some entities have progressed more than others in offering concrete mechanisms for the full integration of gender perspectives throughout the UN system. Nevertheless, the recent evaluation of gender mainstreaming in the UN Secretariat (A/65/266) found that the shortfalls were in practice rather than policy, and that the lack of alignment between policy and practice posed a risk to the commitment of the United Nations to promote gender mainstreaming as a strategy for achieving gender equality goals.

Some entities have evaluated their progress in gender mainstreaming. The evaluations were recognized as a means to enhance their work on gender equality and to help secure adequate human and financial resources for mainstreaming gender within their work. For example, the United Nations Children's Fund (UNICEF) revised its 1994 Policy on "Gender Equality and the Empowerment of Girls and Women" on the basis of the recommendations in its evaluation of gender mainstreaming. The United Nations Joint Programme on HIV/AIDS (UNAIDS) has undertaken a wide consultative process that ended in the launch of its agenda for "Accelerated Action on Women, Girls, Gender-Equality and HIV", which is the Operational Plan for the implementation of the UNAIDS Action Framework: Addressing Women, Girls, Gender Equality and HIV.

Commitment to gender-responsive programming was evident in the United Nations Environment Programme's (UNEP) medium-term strategy for 2010–2013, and the Food and Agriculture Organization (FAO)'s strategic framework for 2010-2019. Since the 2008-2009 biennium, the United Nations Conference on Trade and Development (UNCTAD) has included gender-specific objectives in its strategic framework, including the improvement in the mainstreaming of a gender perspective in the work of UNCTAD with indicators of achievement. The United Nations Economic and Social Commission for Western Asia (ESCWA) updated its 2005 gender mainstreaming strategy, and UNIDO promoted attention to gender dimensions in its sectoral areas of industrial development for poverty reduction, inclusive globalization and environmental sustainability. Similarly, the 2010-2011 Strategic Framework of the Economic and Social Commission for Asia Pacific (ESCAP) prioritized renewed efforts to mainstream gender perspectives across all

sub-programmes and to promote gender equality as central to poverty reduction and sustainable development. Based on its Strategic Framework 2010-13, the Office for the Coordination of Humanitarian Affairs (OCHA) defined its 2010 Gender Action Plan (GAP) which aimed to ensure that a gender perspective is fully mainstreamed in all the strategic objectives. Currently, 17 field offices and the five regional offices have a GAP.

Gender was also used as a cross-cutting issue in the strategic plans and frameworks of several entities. The Office of the United Nations High Commissioner for Human Rights' (OHCHR) strategic management plan for 2010-2011 addresses the principles of non-discrimination and gender equality, as cross-cutting issues. The Peacebuilding Support Office in cooperation with UN Women is monitoring the implementation of the Secretary-General's Report on Women's Participation in Peacebuilding (A/65/866-S/2010/466). The report contains a comprehensive seven-point action plan to support mainstreaming gender throughout the UN's peacebuilding work, and contains agreed commitments by all UN entities currently working in the following areas: mediation, post conflict planning, financing, elections and governance, civilian capacity development and deployment, rule of law and security sector reform, and economic development.

B. Gender mainstreaming in the United Nations Development Framework (UNDAF)

The United Nations Development Group (UNDG) Task Team on Gender Equality completed a review of the 51 UNDAFs produced between 2006-2009 in order to: i) revise the quality of the Common Country Assessment (CCA) / UNDAF, in terms of addressing gender equality; and (ii) make recommendations on additional guidance or any other support/intervention needed by UN Country Teams (UNCTs) to achieve a stronger focus within CCA and particularly within the UNDAF. This study analyzed CCA/UNDAFs using a rating system which was first developed and applied in 2006 to 26 CCA/UNDAFs using a set of factors related to effective UNDAFs from the point of view of gender equality and women's rights. For the purposes of the study, the rating system was revised and expanded in line with the UNCT Performance Indicators for Gender Equality⁴ and the UNDG Guidelines for addressing gender equality as a key programming principle in the preparation of UNDAFs.⁵ The study also tracked whether or not the UNDAF specified estimated budgets dedicated to gender equality -- either with reference to a specific gender equality outcome and/or as part of another outcome.

In the last few years the UNDG Guidelines on UNDAF preparation have been strengthened by including gender equality and the human rights approach to

⁴ Tony Beck, "UNCT Performance Indicators for Gender Equality: Users' Guide", Prepared for the UNDG Task Team on Gender Equality, 2008.

⁵ Resource Guide for Gender Theme Groups, UNIFEM, January 2005.

programming as two of the key programming principles. Also, as in other areas, the UNDG Task Force on Gender Equality has placed greater emphasis on transparency through evidence-based tracking of gender equality outcomes and outputs. Baselines data are clear indicators to measure progress. The responses in the UNDAFs vary considerably. Five out of 51 UNDAFs reviewed (rolled out between 2008-2009) had strong results for gender equality and women's empowerment. Some like Brazil and Egypt (among the highest ranked in the matrix), combined comprehensive, well thought through and documented analysis with clear gender equality outcomes with indicators to mark progress, and provide an indication of the extent of resources allocated to gender equality work.

All the analyzed CCAs identified women as a target group and cited relevant gender-differentiated data especially data on women's health and girls education. Planning and programming concentrated heavily in these two traditional areas of investment in women though increasingly UNDAFs also focused on women's political participation. Gender equality was mentioned as a cross-cutting theme and gender equality outcomes were specifically delineated in slightly over half the UNDAFs. Those that specify gender equality outcomes were also those UNDAFs that rated high overall on gender equality. About half the UNDAFs focused on strengthening women's voice and participation in decision-making. Very few engaged seriously with women's livelihood issues and access to productive resources. Addressing violence against women also gained in importance with about one quarter of all UNDAFs planning in this area. Very few UNDAFs seem to have been seriously engaged with CEDAW either as a diagnostic or accountability tool. Moreover, while many countries cite traditional discriminatory norms and values as barriers to women's ability to choose and participate in decision making fora, few planned campaigns bring these barriers out in public to be discussed, challenged and eventually changed. The most progress has been made in the area of monitoring of the UN System's country-level work. There was far more consistent attention to developing clear gender equality outcomes, gender equality outputs connected to other outcome areas, and better connections between what needs to be measured and the indicators identified to do so.

Joint programming is an increasingly important modality for coordinated UN System support for gender equality at the country level, and an opportunity to implement the gender mainstreaming strategy. The analysis of the 2009 Resident Coordinator Annual Reports indicate that ninety-four UNCTs reported on joint initiatives on gender equality, an increase from 43 in 2004. While efforts are ongoing to ascertain the results emanating from these programmes, many gaps remain in our knowledge of their impact, including in regard to promoting gender equality – and through gender mainstreaming.

UN Women is engaged in a process to assess the concrete benefits that emanate from its participation in joint programming and in joint programmes implementation, both in terms of results in advancing gender equality, and in developing capacity and commitment amongst United Nations partners to foster

joint and peer evaluations, towards the longer term objective of greatly expanding knowledge on the “how to” of achieving gender equality. To date preliminary evaluations on joint gender programmes in the UN system has identified considerable limitations, the most important being the lack of centralized and validated data on joint programmes, indicating the need to invest efforts in expanding and consolidating the data. UN Women is also leading a knowledge management initiative within the context of the Spain Millennium Development Goals (MDGs) Achievement Fund that is analysing the use of gender mainstreaming as a strategy in the joint programmes covered by the Fund. The results of which will be available in 2011.

C. Institutional Arrangements

Institutional arrangements are essential to facilitate effective gender mainstreaming. In this regard, some entities have established departments, units or designated focal points to promote and support the implementation of the system-wide policy and strategy on gender mainstreaming. For example, the Division for Gender Equality of the United Nations Educational, Scientific and Cultural Organization (UNESCO), played a key role in analyzing from a gender perspective all draft sector work plans. This effort resulted in the incorporation of gender perspectives into 950 work plans out of 1,432 total UNESCO’s programme areas. The Gender Unit of the World Food Programme (WFP) participated in Project Review Committee which made recommendations to Regional Bureaux and Country Offices on the policy, design, strategy and implementation of programmes, projects, activities and operations. The availability of expertise, especially at senior level, was critical to ensure the incorporation of gender perspectives into the implementation of WFP’s policies and programmes.

At the country level, UN entities have increased their capacity to ensure the mainstreaming of gender into the programming work. According to the Resident Coordinators’ annual reports of 2009, there are 99 reported UN Gender Theme Groups. The largest presence of full time gender experts were in post conflict/crisis countries, often where there was a peace keeping/integrated mission, like Sudan, East Timor, Afghanistan and Pakistan. UNDP reported that nearly 75 percent of its country offices had established a Gender focal team, led by the deputy resident representative. UNICEF country offices had moved beyond appointing a single focal point to forming task teams or working groups that involve staff from different disciplines, including senior level staff. Since March 2011, the standby team of mediation experts had one full-time gender and mediation expert. UN Women had worked closely with DPA to identify opportunities for women’s peace organizations on the ground to build capacities to engage in conflict prevention and conflict resolution. This included enabling the engagement of women peace activists from Cote d’Ivoire in the Annual Summit of the African Union early in 2011. A UN Women-supplied gender advisor to the Darfur peace process had enabled Darfuri women to input gender equality issues to the agreement.

United Nations entities have made considerable efforts to incorporate gender perspectives in their programmes and operational activities. At the United Nations Development Programme (UNDP), full time gender advisers at the headquarters, regional and country levels worked to ensure that gender was mainstreamed in the review of programme documents. Available expertise facilitated the successful integration of gender into its focus areas of work, including climate change, poverty reduction, democratic governance and crisis prevention and recovery.

Achieving gender balance in staffing across the UN system remains elusive. Based on statistics provided by 29 of 31 entities of the UN system, the report of the Secretary General to the General Assembly on the Improvement of the Status of Women in the UN system⁶ reported that except at the ungraded levels (i.e. ASG and above) where the representation of women increased by more than one percentage point on average (an average annual increase of 1.75 percent over a two year reporting period 31 Dec. 2007 - 31 Dec 2009), the average annual increase *was less than one percentage point per year for all other levels*. The average annual increase over the two year period ranged from a high of 0.95 percentage points (P-2 level) to a low of 0.6 percentage points (P-3). The D-2 and D-1 levels registered an increase of only 0.5 and 0.6 percentage points respectively. With regard to Resident Coordinators, the representation of women increased 6.3 percentage points to 37.1 percent during the two year period. Latin America and the Caribbean registered the highest increase, 11.7 percentage points to 43.5 percent, while Asia and the Pacific region remained unchanged at 36.4 percent.

To recognize institutional efforts to undertake gender mainstreaming, the Division for Public Administration and Development Management (DPADM), introduced a new category of the UN Public Service Awards which recognizes public sector institutional efforts in providing gender-responsive service delivery.

D. Data Collection and Analysis

Data disaggregated by sex is critical for the design for gender-responsive policies and programmes. UN entities reported on efforts to ensure availability of data disaggregated by sex, including through administering surveys, developing gender-responsive indicators and preparing research publications. For example, UNICEF continued to carry out the multi-indicator cluster survey (MICS), which includes specific modules on key gender indicators. FAO supported several African and Asian countries in the production and use of sex and age disaggregated agricultural and rural data. UNFPA promoted the availability of sex-disaggregated data from all reporting levels (census, Demographic and Health Surveys). UNHCR, UNFPA and the International Rescue Committee launched the gender-based violence information management system (GBVIMS) initiative which stores, analyses and enables data sharing on sexual and other forms of gender-based violence. The United Nations Office on Drugs and Crime (UNODC) introduced a gender

⁶ A/65/334.

dimension into the newly revised questionnaires on drugs and crime to allow the collection of more gender-relevant data and the possibility of mainstreaming gender into the analysis of crime and drugs. The United Nations Inter-regional Crime and Justice Research Institute (UNICRI) supported in 2010 national partners in Costa Rica, Nigeria and Thailand in the development of national databases on human trafficking.

With regard to the Regional Commissions of the UN, work on indicators and monitoring tools in both the Economic Commission for Latin America and the Caribbean (ECLAC) and the Economic Commission for Europe (ECE) are noteworthy. The ECLAC Working Group on Gender Statistics provided technical assistance in the form of expert group meetings in Mexico on the production and use of gender statistics and time-use statistics for policy planning, implementation and monitoring in the region. To date 17 countries had already implemented at least one Time Use Survey (TUS). Further, a new classification of time-use activities (CAUTAL) had been designed, based on an adaptation of the International Classification of Activities for Time Use Statistics (ICATUS) for the Latin American and Caribbean region and a Gender Equality Observatory (<http://www.cepal.org/oig>) developed for the calculation of indicators of women's autonomy. Consequent to this work, Mexico undertook a pilot survey in 2010 on indicators on violence against women and Guatemala organized its first Congress on Gender Statistics and Indigenous Peoples in 2010. Similarly, ECE organized workshops on the production and use of gender statistics for policy planning, implementation and monitoring in the region.

A number of entities prepared publications that can be used to inform programming on gender equality issues. UNICEF's publication, the State of the World's Children and Progress for Children included a range of sex-disaggregated data on key gender indicators to highlight gender inequality issues. A number of Country Offices have also focused on strengthening the collection and use of sex-disaggregated data for monitoring and evaluation purposes. FAO supported several African and Asian countries in the production and use of sex and age disaggregated agricultural and rural data. The Economic Commission for Latin America and the Caribbean (ECLAC) integrated unpaid work and care economy as part of the poverty and labour dimensions in its publication, *Social Panorama 2010*.⁷

Despite recognizing important advances, some entities identified gaps in the production, use and analysis of data in some gender-related areas. For example data on gender-based violence, sexual violence and harmful and traditional practices were not easily obtained and disaggregated by age or sex. Numerous countries lacked sex-disaggregated data on school attendance and access to and use of natural resources. Analytical data on socio-economic/cultural and legal barriers faced by women or men in accessing services or claiming their rights was very limited and

⁷ This 2010 publication can be found at the following web address:
<http://www.eclac.org/publicaciones/xml/1/41801/PSI-socialpanorama2010.pdf>.

required significant investment. The Office of Internal Oversight Services' (OIOS) "Thematic evaluation of gender mainstreaming in the United Nations Secretariat" (A/65/266), sought evidence of gender perspectives on the entities' websites. Such information tended to be more limited and summative in nature than that contained in larger documents (for example, the "Facts and Figures" page on the websites of individual missions on the website of the Department of Peacekeeping Operations), although in some cases it included sex-disaggregated data, for example, refugee statistics on the UNHCR website. OIOS found, however, that where sex-disaggregated data had been included in publications or websites, little if any analysis of those data was reported and it was unclear how the data affected the subsequent work or priorities of the programmes.

E. Monitoring, Evaluation and Accountability

Increasingly, entities have included accountability for gender mainstreaming in the overall institutional accountability frameworks, monitoring, evaluation and oversight mechanisms, and staff performance appraisal.

The role of senior managers in demonstrating commitment and ensuring the institutional conditions is viewed as critical to the promotion of effective gender mainstreaming. UNHCR monitors the commitment of its senior managers through the AGDM accountability framework, a self-assessment tool which requires all senior managers to report on their efforts with regard to gender, age and diversity mainstreaming. As part of its programme of work for 2010-2011, OIOS undertakes measures to support the Organization's commitment to gender mainstreaming, including oversight of United Nations gender mainstreaming efforts." The Office assesses the effectiveness of controls to ensure compliance with the gender elements contained in the Compact between the principals of UN entities and the Secretary-General. In this regard, its thematic evaluation on gender mainstreaming in the United Nations Secretariat (A/65/266) found that the compacts signed by the most senior managers in the Secretariat did not make explicit reference to their responsibility in implementing gender mainstreaming, but included a standard paragraph on ensuring contribution to the broader interests of the United Nations.

Recent trends in some UN entities indicate a shift in the responsibility assigned for gender mainstreaming from designated focal points to managers at large. While focal points may still be required to serve as advocates and "watchdogs", increasingly gender mainstreaming is understood in some entities as being a corporate function requiring mainstream accountability. The WFP Gender Policy: Corporate Action Plan 2010 – 2011, for example, notably shifted from the use of gender focal points to system-wide responsibility and accountability for implementing the policy. Similarly, the updated gender mainstreaming strategy of ESCWA Centre for Women promotes the institutionalization of mechanisms and tools at the planning and implementation stages, including gender components in output planning forms, gender-sensitive terms of reference and gender checklists for projects submitted to ESCWA project committee.

In the area of post-conflict planning, UN Women has developed guidance for integrating gender analysis to Post Conflict Needs Assessments (PCNA) and has been working with other UN entities, the World Bank, and the European Union to build accountability for ensuring that gender issues are addressed systematically in these processes. In the area of rule of law, the seven-point action plan mandates OHCHR and UN Women to create minimum standards of gender-responsiveness in all transitional justice processes.

During the reporting year, a number of entities developed innovative oversight tools for gender mainstreaming. For example, the Department of Peacekeeping Operations (DPKO) adopted the Standard Operational Procedure on Reporting which serves as a tool to monitor implementation of gender mainstreaming activities in peacekeeping missions. ILO's new compendium on "Participatory Gender Audit Methodology of the International Labour Organization (ILO)", developed specifically for the UN system, shows how this methodology can support and strengthen efforts of joint UN programming on gender equality at country level, particularly in the framework of the UN "Delivering as One" process and of mainstreaming gender into the programmes, funds and agencies' individual and collective work.

With regard to internal monitoring and evaluation procedures used by various UN entities, several of them conducted reviews, surveys and evaluations to gauge progress and next steps for gender mainstreaming in the UN system. UNDP, for example, undertook a mid-term review of the UNDP Gender equality Strategy 2008-2013⁸ to examine achievements and challenges. The organization found that while there was more awareness about gender which contributed to visible results on the ground, the application of the gender equality strategy remained uneven. Therefore, further efforts were needed to make gender mainstreaming more systematic. The United Nations Human Settlements Programme (UN-HABITAT) carried out a gender evaluation covering gender mainstreaming in UN-HABITAT since 2003 and looking at programmes, policies, institutional arrangements and partnerships. The water and sanitation programme was also subjected to a gender related impact assessment. In 2010, the International Fund for Agricultural Development (IFAD) undertook a corporate-level evaluation of its performance with regard to gender equality and women's empowerment, and OHCHR finalized an internal gender mainstreaming self-evaluation and identified areas for improvement in gender mainstreaming. OHCHR's management response included the agreement to revise the gender policy, following a consultative review; and designating and training gender facilitators to further maximize gender mainstreaming in planning, programming and evaluation.

⁸ http://content.undp.org/go/cms-service/stream/asset/?asset_id=3255888.

Efforts have also been made by entities to assess and review progress on mainstreaming gender in country programmes. For example, all UNICEF country offices are expected to regularly undertake gender reviews of country level programmes. UNCTAD included gender dimensions in the in-depth evaluation of its technical cooperation activities devoted to Least Developed Countries, Landlocked Developing Countries, Small Island Developing States and other Structurally Weak, Vulnerable and Small Economies. As part of the Agenda for Accelerated Country Action for Women, Girls, Gender Equality and HIV, UNAIDS and UN Women have supported more than 30 countries in undertaking a gender analysis of HIV-related policies, and twenty-two countries in performing gender assessments of their national strategic plans. UNESCO requires country offices to ensure the implementation of gender reviews and self-assessment during each programme cycle. 85 country programme gender reviews have been carried out in the last four years, representing 67 percent of all country programmes.

Gender-related performance indicators and benchmarks have recently been promulgated by UN entities to measure progress, gaps and challenges in implementation. UNDP introduced the new Gender Inequality Index in its 2010 Human Development Report, as a composite measure reflecting inequality in achievements between women and men in three areas: reproductive health, empowerment and the labour market. Also, UNHCR developed a number of new indicators related to the protection of refugee women and girls. UNESCO's gender equality action plan for 2008-2013 contains expected outcomes and performance indicators for each sector and for the organization itself. UNFPA and UNEP have both developed indicators to monitor progress of gender-related activities in their respective organizations.

A key development that the UNDG Task Team on Gender Equality, facilitated by UN Women, has coordinated over the last two years has been the development of the UNCT Performance Indicators on gender equality. These performance Indicators were issued by the UNDG Chair in August 2008 and UN Women has supported its roll-out. The Indicators provide benchmarks to guide UN Country Teams in formulating and implementing UNDAFs as well as in assessing their performance against set standards for supporting national priorities for achieving gender equality and women's empowerment. Since their approval and rollout fourteen UN Country teams have completed the process, with three countries close to completion, and an additional 11 countries are planning the exercise in 2011. UN Women is planning to conduct analysis of the findings from the Performance Indicator implementation to capture lessons on how to improve UNCT performance through better accountability to gender equality.

In countries where performance indicators were not used, the need to do so was stressed by the Resident Coordinators responding to the questionnaire in preparation of the present report. In this regard, the need for a Gender Theme Group with clear terms of reference to increase the understanding of the concept of gender, monitor any future gender performance indicators and promote gender

mainstreaming within UNCT was strongly recommended. There were also plans to use gender audits and the scorecard to assess UNCT performance on the UNDAFs being developed. While the benefits of the analysis from performance indicators were recognized, the challenge in applying them especially due to the different approaches and systems used by individual agencies was also acknowledged.

Tracking Resources Allocated to Gender

The tracking of resources allocated to gender constitutes an increasingly utilized tool to promote accountability for gender mainstreaming. The UNAIDS secretariat, in partnership with UN Women, is currently adapting the UNAIDS developed national AIDS spending assessment methodology to include a gender module to assess national gender related financing. While OHCHR has established tracking mechanisms for human and financial resources, the United Nations System Staff College (UNSSC) uses a coding system in Atlas to track activities identified as gender-specific. Similarly, UNHCR tracks gender-specific expenditures and is considering a system to value the gender dimension of its projects. In UNESCO, programme sectors and field offices report to the Director-General on the results achieved and actual budgets used through established reporting mechanisms and FAO tracks resources under the strategic objective on gender within its Strategic Framework.

The gender marker is employed in several entities including the OCHA, UNDP, UNICEF, ILO and UNV, to track the gender-related resource allocations and expenditures.

OCHA leads the application of the gender marker as a tool to improve humanitarian response by ensuring projects designed in Consolidated Appeal Processes (CAPs) and pooled funds fully take into account the different needs and capacities of women, men, girls and boys. In 2010, the gender marker was rolled out in nine CAPs and two pooled fund countries. The results of the gender marker roll out demonstrated a 300 percent increase in the number of projects mainstreaming gender with 8 percent of the projects significantly targeting gender equality results.

UNDP's analysis for 2009 expenditures revealed that out of 5,820 projects totaling \$3.3 million in programmatic expenditure, 36 percent were either making a significant contribution to gender equality or had gender equality as its principal objective; twenty three percent of the overall budget did not have any noticeable gender equality contribution; the remaining 41 percent marked only some contribution for gender equality, underscoring that there was considerable opportunity for improvement.

The ILO tracks technical cooperation projects using the gender marker. The Programme and Budget 2010-11 provides details of specific resources allocated to the bureau for gender equality to carry out its gender mainstreaming and capacity

development work. Total regular budget resources allocated to the bureau are \$3million for 2000-2011.

Notwithstanding the progress on the use of the gender marker as an indicator and financial tracking tool for gender mainstreaming, significant challenges remain. Gender is often regarded as a cross cutting issue and reflected in a broad range of programmatic activities, hampering easy tracking of resources. To address these challenges, building on existing good practices, UN Women in collaboration with UN partners, is developing a UN system-wide marker as a means to enhance accountability on resources allocated to gender mainstreaming.

III. Capacity Development in Gender Mainstreaming

Efforts to integrate training on gender mainstreaming into core competence development programmes have been undertaken by entities such as FAO, ESCAP, ILO, OHCHR, UNAIDS, UNIDO, UNOPS and WFP. Regular mandatory gender mainstreaming trainings are being implemented by DPA, ECA, UNEP, UNESCO, UNDP, UNICEF and UNOPS.

Entities reported on their efforts in 2010 to develop gender mainstreaming capacity within their thematic areas of work. The ESCWA Centre for Women (ECW) developed training modules on gender and trade and development strategies. UNHCR provided awareness raising and training material to its field operations staff, including a film series on the protection of women and girls. The ILO Bureau for Gender Equality led interregional gender learning forums and knowledge-sharing seminars, and training courses on the participatory gender audit methodology. The United Nations Institute for Training and Research (UNITAR) has a face-to-face and online learning programme in the areas of women, peace and security, Millennium Development Goals and global governance. UNODC revised its “Criminal Justice Assessment Toolkit” to include a module on gender in order to guide the assessment of gender in the criminal justice system. It also includes all essential international standards for gender justice. UNHCR, along with UNFPA and UNICEF, received a €\$1.6 million grant from the European Commission Humanitarian Aid and Civil Protection Department to build the capacity of field staff, working on sexual and gender-based violence programmes and to raise awareness on these issues amongst other humanitarian actors in West Africa, Asia-Pacific and the Middle East and North Africa. Gender dimensions were considered in UNICEF’S humanitarian guidance and tools.

With regards to peace and security, DPKO developed gender training standards and modules to support pre-deployment training for civilian and uniformed peacekeeping personnel. On the other hand, the UN Office for Disarmament Affairs (ODA) raised awareness on the recommendations of Security Council Resolution 1325(2000) as part of its Security Sector Reform activities, particularly in training modules for armed and security forces. The Office also supported the development of National Action Plans on the implementation of UNSCR 1325 (2000) and the

establishment of national women networks within the context of security sector governance programmes. The Department of Political Affairs (DPA) drafted seven guidance notes for mediators on sexual violence in conflict, periodic reports to the Security Council of DPA-led field missions increasingly devoted attention to gender: 50 percent include sex disaggregated data and 65 percent have special sections on women, peace and security issues. The Department of Peacekeeping Operations (DPKO) together with the Office of the Military Adviser also disseminated guidelines on Integrating a Gender Perspective into the Work of the United Nations Military in Peacekeeping. OHCHR with UN Women are currently working on creation guidance for the UN system on reparations for conflict-related sexual violence to be completed in 2011. UN Women is also taking the lead role in developing technical guidance on gender mainstreaming in security sector reform (SSR) under the auspices of the Inter-Agency SSR task force. The guidance will assist practitioners to design SSR interventions that respond to the security needs of women and girls.

Joint efforts on capacity development have also shown important results. For example, UNICEF, UNFPA, UN Women and UNDP, developed the e-learning course, ‘Gender Equality, UN Coherence and You’, launched in 2011, to establish a minimum standard for an introductory orientation on gender equality. IASC also launched an e-learning course to provide generic gender training on fundamental concepts for humanitarian workers.

At the system-wide level, the United Nations System Staff College (UNSSC) and UN Women are developing a United Nations System-Wide Capacity Development Programme for Gender Mainstreaming. In 2010, an expert group meeting took place to define the strategy for the implementation of the programme. There was agreement on a mandatory basic e-learning module on gender mainstreaming and an action plan for engaging senior managers. UNSSC is developing the first system-wide course on gender mainstreaming to be finalized in 2011.

As part of their capacity development programmes, some entities have invested in the development of methodologies and tools to support country programming work on gender mainstreaming. In 2010 UNFPA published a training manual on “A human rights-based approach to programming” and also organized a workshop for regional and country level staff and national partners in the Eastern Europe and Central Asia region. The Fund also collaborated with a number of partners to publish the global toolkit for action titled “Engaging men and boys in gender equality and health”. The Office for Disarmament Affairs (ODA) launched its guidelines on “Mainstreaming Gender for the Effective Implementation of the Programme of Action on Small Arms and Light Weapons”.

UN entities also reported efforts in the generation of information and knowledge on gender-related issues, and research publications that support capacity development on gender mainstreaming. The United Nations Development Policy and Analysis

Division (DPAD) produced a 2011 World Economic and Social Survey which incorporates a gender perspective in relation to food security, education, and innovation in the context of a green economy. The resulting 2010 flagship report “World Economic Situation and Prospects” examined the gender aspects and impact of the global financial crisis especially on employment. The Economic Commission for Latin America and the Caribbean (ECLAC) integrated unpaid work and care economy as part of the poverty and labour dimensions in its publication, Social Panorama 2010.⁹ Gender-related projects were included in the 2010-2014 research programme of the United Nations Research Institute for Social Development (UNRISD) aimed at influencing policy development. The 2010 flagship report of the Division for Social Policy and Development (DSPD) on the “World Social Situation 2010 “Rethinking Poverty” recommends inclusive policy development that addresses the discrimination that poor women face.

Despite the advances in capacity development, UN entities identified the lack of a vision and plan that establish the core competencies of gender, expected outcomes, minimum standards, and training approaches for learning initiatives as remaining gaps for establishing a system-wide capacity development programme. They recognized the need for a solid theoretical framework that incorporates the systemic relations between gender and the UN development agenda. Other gaps included the lack of clarity about responsibility for capacity development, including who should be setting standards and who should manage implementation; the time required to incorporate each entity’s perspectives within the course based on the particular mandates in relation to gender equality, as well as the clearance processes in each entity; lack of funds for gender mainstreaming initiatives; and a lack of a gender knowledge strategy to identify, centralize and disseminate UN system information, tools, guidance and manuals, innovative methodologies and lessons learnt.

IV. Gaps and Challenges in Gender Mainstreaming

Based on responses to the questionnaires, gaps and challenges continue to impede full implementation of the gender mainstreaming strategy within the UN system entities. These include lack of consistent integration of gender perspectives in strategic plans; lack of staff with gender expertise and their strategic placement within institutions; limited application and/or access to data disaggregated by sex and gender-sensitive indicators; limited funding; and lack of accountability mechanisms. At the broadest level, increased momentum for the integration of a gender perspective in the outputs and outcomes of strategic plans has been simultaneously countered with a systemic weakness in the provision of support for gender mainstreaming, including low financial investment, and the lack of staff knowledge on gender equality.

While gender mainstreaming tools, such as guidelines and checklists are increasingly used to ensure the integration of gender perspectives in the

⁹ This 2010 publication can be found at the following web address:
<http://www.eclac.org/publicaciones/xml/1/41801/PSI-socialpanorama2010.pdf>.

development of plans, the weak capacity of the UN system on gender mainstreaming remains a pervasive universal challenge. The presence of strategically placed gender specialists at high enough levels is key. Without such strengthened support, gender mainstreaming will remain elusive at all stages of the programme life cycle.

Monitoring and evaluation remains one of the weakest elements in the implementation of gender mainstreaming at all levels, headquarters and field. The need to strengthen support for all aspects of gender mainstreaming including capacity development is universal. It ranges from a strong need for technical assistance at the country level to collect, analyze and use sex-disaggregated data (national statistical offices) to inclusion of gender in institution specific strategy and action plans, be they at the level of UN entities or of national institutions.

More specifically, lack of consistent mechanisms for tracking allocation of resources for gender mainstreaming and limited data disaggregated by sex and gender-sensitive indicators have hampered gender analysis, monitoring and evaluation. In addition, the absence of baseline data disaggregated by sex has posed greater challenges to establishment benchmarks for monitoring progress. It remains important for UN entities to access reliable data as well as provide technical assistance on request at the national level to develop the capacity of national statistical officers in order to enhance collection and analysis of gender statistics and sex-disaggregated data.

With respect to accountability, while UN entities express strong commitment to gender mainstreaming, accountability mechanisms, including for both managers and staff are still mostly missing or unenforced. There is a need to closely examine existing accountability mechanisms to determine what works, what does not work and what can be built on. There is also a need for a system-wide accountability framework. Accountability, however, limited to staff performance appraisals, in the few cases they exist, without equally being incorporated into the annual compacts for senior managers may be expected to prove ineffective. Further, in cases where accountability mechanisms exist, it would appear necessary to also offer incentives for good performance on gender mainstreaming.

V. Strengthening coordination on gender mainstreaming in the UN system

The General Assembly established the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) in July 2010. The founding resolution 64/289 on System-wide Coherence merged the mandates and functions of the Office of the Special Adviser on Gender Issues (OSAGI), the Division for the Advancement of Women (DAW), the United Nations Development Fund for Women (UNIFEM) and the United Nations International Research and Training Institute for the Advancement of Women (INSTRAW) into UN Women. Further,

UN Women was also mandated to lead, coordinate and promote accountability of the United Nations system on gender equality and women's empowerment.

UN Women is in a position to provide support in key areas for a more coherent UN system-wide response that brings together the collective strengths of the UN entities. Therefore, the entity's coordination strategy includes dedicated capacity to strengthen coordination and accountability for gender equality and gender mainstreaming within the United Nations system.

At the centre of UN Women's coordination strategy is the commitment to work with the existing UN system coordination mechanisms and tools relevant to gender equality at all levels, streamlining and strengthening them where necessary, as well as establishing the missing linkages between them. At global level UN Women will work through the Chief Executives Board for Coordination (CEB). Its three pillars, the High Level Committee on Programme (HLCP), High Level Committee on Management (HLCM), and the United Nations Development Group (UNDG), provide important platforms through which UN Women can promote coherence in policies directly relating to gender equality at global and country level, as well as to ensure that all UN system policies reflect the appropriate gender perspective.

UN Women's senior level membership in all these bodies provides new opportunities to establish stronger linkages between policy level decision making and the work of the Inter-Agency Network on Gender and Women's Empowerment (IANWGE). IANWGE brings the focal points on gender from across the UN system together to enhance coherence, share best practices and develop common approaches on issues central to gender equality and the empowerment of women. UN Women will provide dedicated support to IANWGE, and will continue to facilitate several of the inter-agency sub-groups addressing key issues including Violence against women, Women peace and Security, Women's Economic Empowerment.

At the regional level, UN Women will work through the regional coordination mechanisms (RCM) to promote attention to the needs and priorities of women and girls within the context of the cluster system and the gender clusters where they exist. The RCMs will also be encouraged to feed their respective policy decisions, especially those on gender equality, to the Regional Directors Teams (RDTs) for follow-up at the country-level.

At the country level, UN Women will work through the Resident Coordinator system and UNCTs to promote and coordinate the work on gender equality, providing support to the Gender Working Groups using guidance from the UNDG Gender Task Team (GTT).

In 2006 the CEB called on the United Nations entities to develop and implement a system-wide strategy and action plan on gender mainstreaming but this has not yet

been operationalized.¹⁰ UN Women is working through the CEB mechanisms, the Resident Coordinator System, and with IANGWE, to develop an agreed system-wide Accountability Framework, and its action plan to make this operational. This will support the UN system as a whole to hold itself accountable for commitments made on gender mainstreaming. Such a framework could reflect the kinds of policies, strategies, mechanisms and tools each individual entity should be using to mainstream gender, and monitor their own performance at the institutional level. The framework could also include the use of common indicators to measure the impact of UN support on gender equality at country level, as is already being done by Gender Theme Groups.

VI. Conclusions and Recommendations

Increasingly, recognition that gender equality and the empowerment of women are strongly linked to development has gained momentum. Reaffirmation of global commitments on gender equality and the adoption of the Ministerial Declaration on gender equality at the Economic and Social Council's substantive session last year served to emphasize the importance of these goals. The creation of UN Women is also testimony to this effect. While gender mainstreaming remains a most viable means of achieving gender equality and women's empowerment, the implementation of the strategy itself varies.

Most UN entities have continued to pay attention to the gender dimensions in their design, implementation, monitoring and evaluation of policies and programmes. They have also included accountability for gender mainstreaming in overall institutional accountability frameworks, monitoring, evaluation and oversight mechanisms, and staff performance appraisals. Others have continued to use results-based management frameworks with targets, outcomes and outputs as a means to improve implementation and monitoring. Still others have catalyzed the development and adoption of new indicators and enhanced use of sex-disaggregated indicators, also incorporated into pilot national surveys. Within the context of system-wide coherence and the 'Delivering as One UN' approach, joint programmes for gender equality have increased. UN entities demonstrated enhanced efforts to mainstream gender into CCA/UNDAFs and reviews of Resident Coordinator Annual Reports indicate progress in mainstreaming gender equality in national development processes. The United Nations Development Group (UNDG)'s indicators for UNCTs performance on gender are increasingly being used as part of the UN accountability framework at the country level.

With specific reference to capacity development and training, an increasing number of entities have made specific commitments, including in core competence development to ensure that all policies, strategies and action plans are gender-

¹⁰ United Nations System-Wide Policy on Gender Equality and the Empowerment of Women: Focusing on Results and Impact (CEB/2006/2).

sensitive and gender-responsive. Mandatory training has been introduced in some entities for all categories of staff, including at management levels. At the UN system-wide level, there is a recognition that UN entities recognized that UN Women should continue to play a leading role in defining a system-wide capacity development programme that would include reviewing the existing toolkits to set harmonized guidelines for capacity development on gender mainstreaming; making a mandatory requirement for staff – particularly at senior levels – to attend the system-wide gender mainstreaming training; and monitoring results of capacity development programmes.

Notwithstanding the above, much more remains to be done to mainstream gender systematically and strongly into all the programmes across the United Nations system. There is a great need to pay more focused attention to the practical implementation of gender mainstreaming as several reviews have indicated in recent years. Several important linkages continue to manifest weakness: between the intergovernmental normative framework governing gender equality and development and implementation of corresponding programmes at the country level; between the stated organizational priorities and institutional work plans; and between the decisions to strengthen accountability and the slow development of common tools for assessing progress and gaps both at the programme and the managerial and staff performance levels. Also, human and financial resources constraints continue to comprise an obstacle to effective gender mainstreaming and the systematic support for gender equality at the country level.

To further implement the Economic and Social Council's resolution 2010/29 and other relevant resolutions, the Council may wish to call upon the entities to:

- (a) take appropriate action to continue to promote and ensure effective and systematic gender mainstreaming in the design, implementation, monitoring and evaluation of policies and programmes within the UN system;
- (b) increase, where necessary, resources, both human and financial, to support the design and implementation of gender-sensitive policies and programmes, and for improved tracking and monitoring including through undertaking gender-responsive budget planning, allocation and revenue raising;
- (c) strengthen institutional arrangements to ensure that gender focal points and gender experts at headquarter and country level are available to support effective mainstreaming of a gender perspective in all areas of work;
- (d) use the establishment of UN Women to create new opportunities for engagement and action on gender mainstreaming, including through enhanced joint programming;
- (e) support the implementation of the coordination strategy of UN Women, including through the existing coordination mechanisms (CEB, HLCP, HLCM,

UNDG and IANWGE) in order to enhance the work on gender mainstreaming in the United Nations system;

(f) support UN Women in its promotion of increased accountability for gender mainstreaming through full and effective implementation of commitments and the systematic use of monitoring and reporting mechanisms, including for individual staff performance;

(g) enhance resource mobilization capacity and increase the predictability of both the human and the financial resources of the United Nations system for gender equality;

(h) promote the gender marker in accountability frameworks to ensure a more coherent, accurate and effective way to manage, monitor and report on each unit's performance on gender equality results;

(i) improve guidelines for the application of a gender perspective in programming issues and develop a broader approach to capacity development, which should offer specialized instructions on gender mainstreaming and serve as basis for standardized performance indicators against which staff could be assessed;

(j) promote strong leadership at the Headquarters level, clear guidance and improved collaboration and integration within the United Nations Country Teams and United Nations gender theme groups;

(k) draw on the expertise of UN Women especially in countries where there is a UN Women presence to assist in the preparation of the UNDAF and other development frameworks to ensure the gender dimensions are addressed;

(l) focus more on deliverables in programming activities, including in the United Nations Development Frameworks, such as the UNDAF, to ensure that attention is paid to the needs and priorities of women and girls at country level;

(m) encourage United Nations country teams to support, through the UNDAFs, national efforts to accelerate progress towards achieving the internationally agreed development goals and commitments related to gender equality and the empowerment of women.

(n) provide on-going capacity development on gender mainstreaming for Resident Coordinators and UNCTs to ensure that they are better able to assist national partners in integrating a gender perspective in their development frameworks;

(o) strive to fully implement the UNDAF guidelines and continue to promote consistent attention to developing clear gender equality outcomes and outputs in the UNDAFs;

(p) encourage the UNCTs to use data disaggregated by sex whenever possible in the preparation of the UNDAF as well as indicators to measure progress;

(q) in order to better assess change and impact of gender mainstreaming over time, the Council may wish to request the Secretary General to submit future reports to ECOSOC on a biennial basis.