

**SYNTHESIS
REPORT**

GENDER MAINSTREAMING SELF-ASSESSMENT

**Based on Five Country Offices Exercises
Phase One of UNICEF's Gender Mainstreaming Evaluation**

**EVALUATION OFFICE
MAY 2007**

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UNICEF's Gender Mainstreaming Self Assessment— Based on Five Country Office Exercises. Phase One of UNICEF's Gender Mainstreaming Evaluation

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The evaluation report was prepared by Ada Ocampo, Programme Officer in the Evaluation Office of UNICEF, and Shravanti Reddy, an independent consultant. The purpose is to assess the situation, facilitate the exchange of knowledge and perspectives among UNICEF staff and to propose measures to address the concerns raised. The contents of this report do not necessarily reflect the policies or the views of UNICEF.

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FOREWORD

In the context of UNICEF's Gender Mainstreaming Evaluation, a self-assessment was conducted. It included the participation of five country offices (Barbados, Egypt, Kenya, Pakistan, Turkey) and one regional office (ESARO). The Synthesis Report presents views expressed by UNICEF staff members, as well as the evaluators who facilitated the process.

It is based solely on information obtained during the five self-assessment exercises. The self-assessment constitutes phase one of UNICEF's Gender Mainstreaming Evaluation

The Synthesis Report was prepared by Ada Ocampo, Programme Officer in the Evaluation Office of UNICEF, and Shravanti Reddy, an independent consultant. It builds upon the statements, opinions and reflections of UNICEF field staff members who participated in the Gender Mainstreaming Self-Assessment exercises. During the process, Ms. Ocampo met three times with the Gender Reference Group to inform them of the scope and progress of the exercise. No self-assessment exercise was conducted at headquarters level.

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ACRONYMS

| | |
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| AIDS | Acquired immune deficiency syndrome |
| AusAid | Australian Agency for International Development |
| CCA | Common Country Assessment |
| CEDAW | Convention on the Elimination of All Forms of Discrimination Against Women |
| CEE/CIS | Central and Eastern Europe and the Commonwealth of Independent States |
| CFCI | Child-Friendly City Initiative |
| CO | Country Office |
| CP | Country Programme |
| CPAP | Country Programme Action Plan |
| CRC | Convention on the Rights of the Child |
| ECOSOC | United Nations Economic and Social Council |
| EO | UNICEF Evaluation Office |
| ESARO | Eastern and Southern Africa Regional Office |
| EU | European Union |
| FGM/C | Female Genital Mutilation/Cutting |
| GFP | Gender Focal Point |
| GM | Gender Mainstreaming |
| GMSA | Gender Mainstreaming Self-Assessment |
| HIV | Human immunodeficiency virus |
| HRBAP | Human rights based approach to programming |
| MDGs | Millennium Development Goals |
| MTR | Mid-Term Review |
| MTSP | Medium Term Strategic Plan |
| PER | Performance Evaluation Review |
| PPPM | Programme Policy and Procedure Manual |
| RO | Regional Office |
| TACRO | UNICEF Regional Office for Latin America and the Caribbean |
| TOR | Terms of Reference |
| UNDAF | United Nations Development Assistance Framework |
| UNDP | United Nations Development Programme |
| WFP | World Food Programme |

EXECUTIVE SUMMARY

UNICEF is undertaking an evaluation of its gender mainstreaming policy in 2006/2007 following indications from the Medium Term Review (MTR) of the Medium Term Strategic Plan (MTSP) and Executive Board concerns that the implementation of UNICEF's gender policy has been uneven.

The evaluation is composed of two phases. Phase One involved the Gender Mainstreaming Self-Assessment of five UNICEF Country Offices (CO) and one Regional Office (RO) in 2006: Barbados, Egypt, Kenya/ESARO, Pakistan and Turkey. Phase Two will involve a summative external evaluation that builds upon the findings and conclusions of Phase One. It will further examine the implementation of the gender policy and its impact on gender equality through six country case studies. Phase Two is scheduled to be completed in 2007. This report covers the findings, conclusions and recommendations of Phase One.

Methodology

A preliminary desk review of key UNICEF gender mainstreaming policies preceded the selection of five COs based on four criteria: geographic/cultural diversity, programme cycle, emergency/development programmes and interest in participation. The GMSA exercises were conducted as two or three day workshops with a total of sixty-five CO staff members participating including senior management and members of programme, human resources, operations and information technology units. Eight regional staff members also participated in the GMSA and three colleagues from other agencies within the UN system attended as observers. The evaluators, a Programme Officer from UNICEF's Evaluation Office and a Gender Consultant, prepared presentations for use during the GMSA and facilitated three group exercises and one individual exercise during each GMSA to prompt and guide discussion and elicit information. Tools and concepts from the PPP Manual were adapted by evaluators to guide the exercises; annexes to two of the tools were independently developed by the evaluators.

Main Findings and Conclusions

- Raising knowledge levels of the gender mainstreaming concept, its institutional definition and the policies that govern it is necessary to improve implementation of the policy. CO actions should be guided by and adhere to corporate policies and an understanding that the strategy is a key element of the Human Rights Based Approach To Programming (HRBAP).
- The existing gap between corporate policies and their practical implementation at the CO level can be addressed by providing more financial and technical resources.
- Support for gender mainstreaming is often hampered by the perception that it is a complex and redundant strategy in the face of high workloads. The unconditional support of senior managers is necessary for effective implementation at the CO level.
- Accountability for implementing the gender mainstreaming strategy at all levels is not clearly or explicitly defined in job descriptions, Performance

Evaluation Reviews(PER) and Terms Of References (TOR), including for Gender Focal Points (GFPs) and senior managers.

- CO strategies do not exist for implementing the institutional policy; therefore, individual and ad hoc strategies are utilized and have led to the inconsistent integration of, among other things, sex-disaggregated data and gender-sensitive language.
- Gender mainstreaming tools and guidelines currently available are not meeting the needs of COs: they require more specific and practical guidance.
- CO staff members do not feel equipped to mainstream gender. Capacity building and knowledge management systems for gender mainstreaming are not providing enough information to build staff members competency to effectively implement the policy.
- Interactions with national counterparts, the UN system, donors and civil society provide a number of opportunities to promote, advocate, coordinate and build capacity on gender equality and the use of gender mainstreaming strategies for the realization of national level gender equality results. Interactions with partners also offer UNICEF the opportunity to learn from the gender mainstreaming experience of others.
- COs have achieved, and are striving to achieve, a number of significant intermediate gender equality results at the national level. However, many results may not be recognized because COs do not have fully developed tracking and monitoring systems.
- COs face a number of constraints and challenges in their efforts to utilize gender mainstreaming strategies.

MAIN CONCLUSION

UNICEF policies, programmes, strategies and actions are generally oriented towards gender equality and women and girls' empowerment at the Country Office (CO) level, however, CO actions are not necessarily guided by the corporate Gender Mainstreaming Strategy. In particular, CO recognition of the link between gender mainstreaming and the Human Rights Based Approach to Programming (HRBAP) needs to be strengthened and the implications of diversity on gender mainstreaming should be more coherently addressed within the current strategy. More needs to be done to effectively implement gender mainstreaming to ensure that UNICEF will play a significant role in achieving gender equality at the national level.

COs are in need of increased support and guidance if they are to effectively implement gender mainstreaming, but the potential dividends are well worth the investment. The benefits of further developing and refining policies, guidelines, accountability mechanisms, knowledge management systems, capacity building programmes and resource allocations, will not only be external - through the enhancement of advocacy, policy dialogue and programme activities - but also internal through the development of a more gender-sensitive organization.

Main Recommendations

1. UNICEF should develop a single comprehensive policy document on gender mainstreaming that includes corporate definitions of gender mainstreaming and related key terms that accurately reflect UNICEF's mandate and address diversity issues.
2. Efforts should be made to build support within COs for the gender mainstreaming strategy by increasing its visibility and priority, perhaps through the use of formal mentoring or coaching, while also addressing opinions and attitudes that hinder its implementation.
3. Accountability for gender mainstreaming should be further defined and clarified at all levels.
4. Budgetary allocations for implementing the gender mainstreaming strategy should be sufficient for the task at hand.
5. Gender mainstreaming knowledge management and dissemination systems should be further developed to target the needs of COs.
6. HQ and RO should provide additional guidance to COs on the practical implementation of the gender mainstreaming strategy by developing more appropriate tools and guidelines.
7. COs need to develop systems to monitor, track and evaluate gender mainstreaming performance and report on gender equality results.
8. COs would value a specific framework to guide them in utilizing gender mainstreaming strategies in their interactions with national counterparts, the UN system, civil society and other partners. Such a framework should address the existence of social and cultural barriers to implementation.

RÉSUMÉ EXÉCUTIF

L'UNICEF entreprend une évaluation de ses politiques pour l'intégration de la perspective de genre en 2006/2007, après qu'il soit ressorti de l'Examen à mi-parcours du Plan stratégique à moyen terme et des inquiétudes exprimées par le Conseil d'administration que la mise en oeuvre de la politique de l'UNICEF en matière d'égalité des sexes a été inégale.

L'évaluation comporte deux phases. La première phase a consisté en une auto-évaluation par cinq bureaux de pays et un bureau régional de l'UNICEF en 2006 : Barbade, Égypte, Kenya/Bureau régional de l'Afrique de l'Est et de l'Afrique Australe, Pakistan et Turquie. La deuxième phase comprendra une évaluation sommative externe mettant à profit les constatations et les conclusions de la première phase. On examinera plus en détail la mise en application des politiques en matière d'égalité des sexes et son impact dans les six études de cas pays. Cette deuxième phase devrait être terminée en 2007. On trouvera dans le présent rapport les constatations, conclusions et recommandations de la première phase.

Méthodologie

Un examen préliminaire des dossiers concernant les principales politiques de l'UNICEF pour l'intégration de la perspective de genre a été fait avant de sélectionner cinq bureaux de pays selon quatre critères : diversité géographique et culturelle, cycle de programme, programmes d'opérations d'urgence et de développement et désir de participer. Les exercices d'auto-évaluation de l'intégration de la perspective de genre ont eu lieu dans le cadre d'ateliers de deux ou trois jours avec au total 65 membres du personnel des bureaux régionaux, dont des membres de la haute direction et des groupes des programmes, des ressources humaines, des opérations et de la technologie de l'information. Huit membres du personnel régional ont également participé, ainsi que trois collègues d'autres organismes du système des Nations Unies qui étaient là en tant qu'observateurs. Les évaluateurs, un administrateur de programme du Bureau de l'Évaluation de l'UNICEF et un consultant dans le domaine de l'égalité des sexes ont préparé des exposés à utiliser pendant les auto-évaluations et ont animé trois exercices en groupes et un exercice individuel pendant chacune des auto-évaluations pour stimuler et guider la discussion et d'obtenir de l'information. Les instruments et concepts du manuel PPP ont été adaptés par les évaluateurs pour orienter les exercices. Ils ont également créé, indépendamment, des annexes pour deux des instruments.

Principales constatations et conclusions

- Il est nécessaire de mieux faire connaître le concept d'intégration de la perspective de genre, sa définition institutionnelle et les politiques à ce sujet si l'on veut améliorer la mise en application de la politique. Dans leurs actions, les bureaux de pays devraient suivre les politiques de l'UNICEF et s'y tenir, en étant conscients que la stratégie est un élément essentiel de l'Approche de la programmation fondée sur les droits humains.

- Le fossé qui existe au niveau des bureaux de pays entre les politiques de l'organisation et leur mise en application dans la pratique pourrait être réduit en fournissant plus de ressources financières et techniques.
- La perception que la stratégie d'intégration de la perspective de genre est complexe et redondante, compte tenu des charges de travail considérables, fait qu'elle ne bénéficie pas de tout le soutien qu'elle pourrait recevoir. Le soutien inconditionnel du personnel de direction est nécessaire à la mise en application efficace au niveau des bureaux de pays.
- La responsabilité pour la mise en application de la stratégie d'intégration de la perspective de genre à tous les niveaux n'est pas claire ou explicite dans les descriptions de postes, les rapports d'examen de performance et les termes de référence. Ceci est également vrai pour les points de contacts pour l'égalité des sexes et pour les directeurs principaux.
- Les bureaux de pays n'ayant pas de stratégie pour mettre en oeuvre la politique institutionnelle, des stratégies ponctuelles et improvisées sont utilisées, ce qui a conduit à une intégration inconsistante des données ventilées par sexe et d'un langage sexospécifique.
- Les instruments et directives disponibles actuellement ne répondent pas aux besoins des bureaux de pays, ces derniers ayant besoin de conseils plus précis et pratiques.
- Les membres du personnel des bureaux de pays n'ont pas le sentiment d'être bien équipés pour intégrer la perspective de genre. Les systèmes de renforcement de la capacité et de gestion des connaissances à ce sujet ne fournissent pas suffisamment d'information pour aider le personnel à mettre la politique en application de manière efficace.
- Les interactions avec les homologues nationaux, le système des Nations Unies, les donateurs et la société civile donnent un certain nombre d'occasions de promouvoir, pousser et coordonner les questions d'égalité des sexes et l'utilisation de stratégies visant à intégrer la perspective de genre et à renforcer la capacité dans ces domaines, afin de parvenir à des résultats en termes d'égalité des sexes à l'échelle nationale. Les interactions avec les partenaires offrent également à l'UNICEF la possibilité de tirer des enseignements des autres expériences de l'intégration de la perspective de genre ailleurs.
- Les bureaux de pays ont obtenu, et continuent de s'efforcer d'obtenir, un certain nombre de résultats partiels au niveau national en matière d'égalité des sexes. Beaucoup de ces résultats pourraient cependant ne pas être remarqués du fait que les bureaux de pays n'ont pas de systèmes de suivi et de surveillance véritablement au point.
- Les bureaux de pays se heurtent à diverses contraintes et difficultés dans leurs efforts pour utiliser des stratégies d'intégration de la perspective de genre.

CONCLUSION PRINCIPALE

Les politiques, programmes, stratégies et mesures de l'UNICEF sont généralement axés sur l'égalité des sexes et l'autonomisation des femmes et des filles au niveau des bureaux de pays. Ces derniers ne suivent cependant pas nécessairement dans leurs actions la stratégie d'intégration de la perspective de genre de l'organisation. La question de la reconnaissance par les bureaux de pays du lien entre l'intégration de la perspective de genre et l'Approche de la programmation fondée sur les droits humains, en particulier, devrait être renforcée et les implications de la diversité de l'intégration de la perspective genre devraient être traitées de manière plus cohérente dans la stratégie actuelle. Il reste du travail à faire pour intégrer efficacement la perspective de genre dans la pratique si l'on veut s'assurer que l'UNICEF joue un rôle majeur dans l'atteinte de l'égalité des sexes au niveau national.

Les bureaux de pays ont besoin de plus de soutien et de directives pour pouvoir mettre efficacement en pratique l'intégration de la perspective de genre mais les retombées positives éventuelles valent largement l'investissement. Ce que l'on gagnera à élaborer et préciser les politiques, les directives, les mécanismes de responsabilité, les systèmes de gestion des connaissances, les programmes de perfectionnement et l'allocation des ressources ne sera pas seulement externe – meilleurs défense, dialogue sur les politiques et activités de programmes – mais aussi interne, avec le développement d'une organisation qui est plus sensible aux besoins des hommes et des femmes.

Recommandations clés

1. L'UNICEF devrait préparer un document unique et complet présentant la politique d'intégration de la perspective de genre, avec les définitions utilisées par l'UNICEF pour l'intégration de la perspective de genre et autres termes connexes, définitions qui reflètent fidèlement le mandat de l'UNICEF et tiennent compte des questions de diversité.
2. Des efforts devraient être faits pour renforcer au niveau des bureaux de pays le soutien pour la stratégie d'intégration de la perspective de genre, en faisant mieux connaître cette dernière et en insistant sur son caractère prioritaire, au moyen par exemple d'un système formel de mentorat et d'accompagnement, et en luttant contre les opinions et les attitudes qui gênent sa mise en oeuvre.
3. La responsabilité en matière d'intégration de la perspective de genre devrait être définie plus explicitement et clairement à tous les niveaux.
4. Les allocations budgétaires pour la mise en application de la stratégie d'intégration de la perspective de genre devraient être suffisantes compte tenu de la tâche à accomplir.
5. Les systèmes de gestion et de diffusion des connaissances en matière d'intégration de la perspective de genre devraient être développés plus avant pour répondre aux besoins spécifiques des bureaux de pays.

6. Le siège et les bureaux régionaux devraient davantage guider les bureaux de pays pour la mise en application dans la pratique de la stratégie d'intégration de la perspective de genre en élaborant des instruments et des directives mieux adaptés.
7. Les bureaux de pays ont besoin de mettre au point des systèmes pour le suivi, la surveillance et l'évaluation de la performance en matière d'intégration de la perspective de genre. Ils devraient en outre rendre compte des résultats obtenus en termes d'égalité des sexes.
8. Les bureaux de pays trouveraient utile un cadre spécifique pour les guider dans l'utilisation des stratégies d'intégration de la perspective de genre dans leurs interactions avec leurs homologues nationaux, le système des Nations Unies, la société civile et les autres partenaires. Ce cadre devrait tenir compte de l'existence d'obstacles sociaux et culturels à la mise en oeuvre.

RESUMEN EJECUTIVO

UNICEF está llevando a cabo una evaluación de su política de transversalización del enfoque de género. La evaluación se desarrollará en el período comprendido entre 2006/2007 y responde a las indicaciones de la Revisión de Medio Término del Plan Estratégico a Mediano Plazo y a la preocupación de la Junta Ejecutiva, en el sentido de que la implementación de la política de género de UNICEF, ha sido desigual.

La evaluación está dividida en dos fases. La primera fase, realizada en 2006, consistió de una auto-evaluación de la transversalización del enfoque de género en cinco oficinas de país y una oficina regional de UNICEF a saber: Barbados, Egipto, Kenia/ESARO (Oficina Regional para África Oriental y Meridional), Pakistán y Turquía. La segunda fase consistirá de una evaluación sumativa externa que complementará los hallazgos y conclusiones de la primera fase. Además, se examinará la implementación de la política institucional de género y su impacto en la igualdad de género mediante seis estudios de caso en sendos países. La segunda fase está programada para finalizar en el 2007. El presente informe se refiere a los hallazgos, conclusiones y recomendaciones de la primera fase.

Metodología

Una revisión de gabinete preliminar de políticas clave de UNICEF en relación con la transversalización del enfoque de género precedió a la selección de cinco oficinas de país con base en cuatro criterios: diversidad geográfica/cultural, ciclo programático, programas de emergencia/desarrollo, e interés en participar en el ejercicio de auto-evaluación. Los ejercicios de auto-evaluación sobre la transversalización del enfoque de género se llevaron a cabo en forma de talleres de dos a tres días de duración, con la participación de un total de 65 miembros del personal de las oficinas de país, entre ellos la alta gerencia y miembros de las unidades de programas, recursos humanos, operaciones y tecnología de la información. Participaron además, ocho miembros de oficinas regionales, mientras que tres colegas de otras organizaciones del sistema de Naciones Unidas asistieron en calidad de observadores. Las evaluadoras, una Oficial de Programas de la Oficina de Evaluación de UNICEF y una Consultora sobre Género, prepararon presentaciones para ser utilizadas en la auto-evaluación y facilitaron tres ejercicios grupales y un ejercicio individual durante cada auto-evaluación, a fin de generar y orientar discusiones y obtener información. Las evaluadoras adaptaron herramientas y conceptos del Manual sobre Políticas y Procedimientos de UNICEF (Manual PPP) para guiar los ejercicios, y elaboraron, además, anexos de manera independiente para dos de las herramientas.

Principales hallazgos y conclusiones

- Es necesario fortalecer los niveles de conocimiento sobre el concepto de transversalización del enfoque de género, su definición institucional y las políticas que lo sustentan, a fin de mejorar la implementación de la política de género. Las acciones de las oficinas de país deben guiarse y mostrar adherencia con las políticas corporativas; asimismo, asumir que la estrategia

- de género representa un elemento clave del enfoque de programación basado en los derechos humanos (HRBAP por sus siglas en inglés).
- La brecha existente entre las políticas corporativas y su implementación práctica a nivel de las oficinas de país, puede ser subsanada a través de la facilitación de mayores recursos financieros y técnicos.
 - El apoyo a la transversalización del enfoque de género a menudo se ve entorpecido por la percepción de que se trata de una estrategia compleja y superflua y que conlleva voluminosas cargas de trabajo. La implementación efectiva del enfoque, a nivel de las oficinas de país, requiere del apoyo incondicional de la alta gerencia.
 - La línea de responsabilización, en los diferentes niveles, relativa a la implementación de la estrategia de transversalización del enfoque de género no está clara o explícitamente definida en los términos de referencia de los puestos ni en las evaluaciones de desempeño del personal. Tampoco está incluida en los términos de referencia de los Puntos Focales sobre Género (PFG) y la alta gerencia.
 - No existen estrategias a nivel de las oficinas de país para implementar la política institucional en esta materia, lo cual ha llevado al uso de estrategias ad hoc. Esta situación ha generado, entre otras cosas que los datos desagregados por sexo y el lenguaje con sensibilidad de género, sean utilizados de manera poco consistente.
 - Las herramientas y lineamientos sobre transversalización del enfoque de género actualmente disponibles no están satisfaciendo las necesidades de las oficinas de país. Estas requieren de orientaciones más específicas y al mismo tiempo más prácticas.
 - El personal de las oficinas de país no se siente debidamente capacitado para implementar la estrategia de transversalización del enfoque de género. Los sistemas de fortalecimiento de capacidades y de gestión del conocimiento en materia de transversalización del enfoque de género, no están suministrando información suficiente como para desarrollar la competencia del personal para implementar la política de género con eficacia.
 - La interacción con contrapartes nacionales, organizaciones del sistema de Naciones Unidas, instituciones financieras y la sociedad civil ofrece una serie de oportunidades para promover, hacer abogacía, coordinar y desarrollar capacidades en materia de igualdad de género. Asimismo, para el uso de estrategias de transversalización del enfoque de género; y por lo tanto para lograr resultados de igualdad de género a nivel nacional. Las interacciones con asociados representan, además, una oportunidad para UNICEF para aprender de la experiencia de otras instituciones en materia de transversalización del enfoque de género.
 - Las oficinas de país han logrado, y están esforzándose por obtener, una serie de resultados intermedios significativos en materia de igualdad de género a nivel nacional. Sin embargo, muchos resultados probablemente no son evidentes porque estas oficinas no han desarrollado a cabalidad sistemas de seguimiento y evaluación.
 - Las oficinas de país enfrentan una serie de restricciones y desafíos en sus esfuerzos por utilizar estrategias de transversalización del enfoque de género.

CONCLUSIÓN PRINCIPAL

Las políticas, programas, estrategias y acciones de UNICEF, a nivel de las oficinas de país se encuentran, en general, orientadas a la igualdad de género y al empoderamiento de las mujeres y las niñas. Sin embargo, las acciones de las oficinas de país no necesariamente se rigen por la estrategia corporativa de transversalización del enfoque de género. En especial, es necesario fortalecer el reconocimiento por parte de las oficinas de país de la relación entre la transversalización del enfoque de género y el enfoque de programación basado en los derechos humanos (HRBP), y abordar de manera más coherente, dentro de la estrategia actual, las implicaciones de la diversidad para la transversalización del enfoque de género. Es necesario realizar mayores esfuerzos para implementar efectivamente la transversalización del enfoque de género a fin de garantizar que UNICEF desempeñe un papel significativo en el logro de la igualdad de género en el nivel nacional.

Las oficinas de país requieren de mayor apoyo y orientación si han de implementar con eficacia la transversalización del enfoque de género; y los potenciales dividendos justificarían con creces esta inversión. Los beneficios de perfeccionar y afinar las políticas, lineamientos, mecanismos de responsabilización, sistemas de gestión del conocimiento, programas de fortalecimiento de capacidades y asignaciones de recursos, serán no solamente externos (potenciación de las actividades programáticas, de abogacía y de diálogo sobre políticas) sino también internos (desarrollo de una organización con mayor sensibilidad de género).

Recomendaciones Principales:

1. UNICEF debe producir un documento de política institucional exhaustivo y autocontenido sobre la estrategia de transversalización del enfoque de género, que incluya definiciones corporativas de términos clave relativos a la transversalización del enfoque de género y otros términos relacionados; asimismo, que refleje con precisión el mandato de UNICEF en este campo y que integre la diversidad como elemento de análisis.
2. Es preciso realizar esfuerzos para generar apoyo al interior de las oficinas de país para la estrategia de transversalización del enfoque de género, buscando incrementar su visibilidad y prioridad. Esto podría darse mediante el uso de formación y asesoría personalizadas formales; al mismo tiempo, abordando los puntos de vista y actitudes que dificultan su implementación.
3. Es necesario definir y aclarar más detalladamente los sistemas de responsabilidades establecidos para transversalizar el enfoque de género a todos los niveles.
4. Las asignaciones presupuestarias para implementar la estrategia de transversalización del enfoque de género deben ser suficientes y correspondientes con la tarea a emprender.
5. Es necesario adecuar los sistemas de gestión y difusión del conocimiento sobre transversalización del enfoque de género a las necesidades de las oficinas de país.

6. La oficina central y la oficina regional deben proporcionar a las oficinas de país orientación adicional relacionada con la implementación práctica de la estrategia de transversalización del enfoque de género, elaborando para ello, herramientas y lineamientos más apropiados.
7. Las oficinas de país tienen que desarrollar sistemas de seguimiento y evaluación orientados a medir el desempeño de la implementación de la estrategia de transversalización del enfoque de género y a informar sobre los resultados en materia de igualdad de género.
8. Las oficinas de país valorarían un marco específico que las oriente en el uso de estrategias de transversalización del enfoque de género en sus interacciones con contrapartes nacionales, el sistema de Naciones Unidas, la sociedad civil y otros asociados. Dicho marco debe abordar la existencia de barreras sociales y culturales que interfieren con la implementación del enfoque.



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INTRODUCTION

In response to concerns expressed by the Executive Board and based on the conclusion of the Medium Term Review of the Medium Term Strategic Plan, UNICEF is undertaking an evaluation of corporate gender mainstreaming to assess the extent to which this strategy has, or will lead to, increased levels of gender equality at the national, regional and global levels, with particular emphasis on outcomes attained by promoting women's rights. By assessing gender mainstreaming results and identifying existing challenges, obstacles and opportunities for mainstreaming gender, the findings of the evaluation will likely inform and guide policy development, knowledge management systems and training and capacity building initiatives to strengthen gender mainstreaming at the national, regional and global levels.

To this end, UNICEF's Evaluation Office (EO) has been tasked with conducting a two-part Gender Mainstreaming Evaluation to begin in 2006 and to be completed by 2007. The first phase of the two-part evaluation was completed in 2006 and involved a Gender Mainstreaming Self Assessments (GMSA) in five Country Offices (COs) and one Regional Office (RO): Barbados, Egypt, Kenya/ESARO, Pakistan and Turkey. The GMSA encompassed a formative, or learning, and qualitative approach and was internal.

The second phase of the evaluation will be launched in 2007 and is to be addressed as a summative, results-oriented external evaluation. It is expected that the external evaluation will be guided by and build upon the findings, conclusions and recommendations of the GMSA.

This report covers the overall findings, conclusions and recommendations from the first phase of the Gender Mainstreaming Evaluation.

UNICEF'S GENDER MAINSTREAMING POLICIES, PRINCIPLES AND APPROACHES

Gender mainstreaming is defined as "...the process of assessing the implications for women and men of any planned action, including legislation, policies or programs, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality."¹ Gender equality is defined as the equal enjoyment by women, men; boys and girls of rights, opportunities, services and resources. Gender equality exists when women, men, boys and girls have equal conditions for realizing their full rights and potential to contribute to political, economic and social development of society to benefit equally from the results.² Gender mainstreaming is underpinned by six main principles:

- ◆ Policy Dialogue;
- ◆ Advocacy;
- ◆ Planning, Monitoring and Evaluation;
- ◆ Sex-Disaggregated Data;
- ◆ Gender Parity; and
- ◆ Tools and Training.

Over the years, UNICEF's progression on gender equality and women's empowerment has led to the adoption of gender mainstreaming as a key corporate strategy to achieve gender equality. In 1985, UNICEF adopted an official policy on the advancement of women's rights and girls' rights³, but it did not identify gender mainstreaming as the strategy for achieving gender equality and women's rights until 1994.⁴ Gender Mainstreaming was also identified as the main strategy for achieving gender equality in the Platform for Action of the Fourth World Conference on Women in 1995. In 1997, ECOSOC further defined gender mainstreaming in its Agreed Conclusion 1997/2 and officially adopted it into all policies and programmes of the United Nations system; this was reinforced by the Secretary-General that same year. Through an Executive Directive issued in 1998, UNICEF adopted a Human Rights-Based Approach to Programming (HRBAP) which again recognized gender mainstreaming, along with the Convention on Children's Rights (CRC) and the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), as one of its key components.⁵

¹ The institutional definition of gender mainstreaming was taken from the ECOSOC Agreed Conclusion 1997/2.

² The definition of gender equality was taken from the Policy and Strategy Paper: Promoting Gender Equality in the Rehabilitation and Reconstruction Process of Aceh and Nias, September 2006.

³ UNICEF Response to Women's Concerns (E/ICEF/1985/L.1)

⁴ Gender Equality and the Empowerment of Women and Girls: A Policy Review (E/ICEF/1994/L.5)

⁵ Executive Directive 1998-004

Since then, UNICEF's basic strategy for implementing gender mainstreaming involves a three-pronged approach: advocacy and action, promotion of gender-specific programmes targeting women and girls and special attention to the girl child. In 2006 ECOSOC expressed concern about the gap between policy and practice on gender mainstreaming and reiterated the need to mainstream gender in all policies and programmes of the UN system.⁶

⁶ ECOSOC Resolution 2006/36

SELF ASSESSMENT OBJECTIVE

The main objective of the Gender Mainstreaming Self-Assessment (GMSA) was to assess the extent to which UNICEF's policies, programmes, strategies and actions are oriented towards gender equality and women and girls empowerment.

For determining the level of achievement of the above mentioned objective, the self-assessment included analysis of the degree to which gender equality considerations have been taken into account in the design, implementation and budgeting of CO programmes; identification of supports and barriers to the inclusion of gender mainstreaming considerations in programmes and policies; assessment of gender mainstreaming and equality results; assessment of individual capacities of staff for mainstreaming gender; and formulation of recommendations and lessons learned to improve gender mainstreaming

SELF-ASSESSMENT METHODOLOGY

The GMSA exercises were facilitated by evaluators, an Evaluation Officer and a Gender Consultant, as two-day workshops⁷ from July to November 2006. The workshops utilized a qualitative approach and were attended by 65 staff members from five Country Offices including senior management and members of programme, human resources, operations and information technology units. Eight regional staff members also participated in the GMSA and three colleagues attended as observers: one regional staff member, one colleague from United Nations Development Programme (UNDP) and one colleague from the World Food Programme (WFP).⁸

A preliminary desk review of key UNICEF gender mainstreaming policies was conducted before finalizing criteria for country selection, workshop agendas and presentations and the development of customized tools.

Country Office Contexts / Criteria for selection

Country selection for the GMSA was based on four criteria:

- ◆ Geographic and Cultural Diversity
- ◆ Programme Cycle
- ◆ Emergency programmes and Development programmes
- ◆ CO interest in participating in the GMSA

⁷ In Egypt, in-depth interviews were held with CO staff members in lieu of the workshop format.

⁸ Please see Annex VI for a full list of participants.

Barbados (Sub-Regional)

UNICEF's Barbados CO was selected to participate in the GMSA because it is part of the TACRO region and operates as a sub-regional office that covers Barbados and the nine countries of the Eastern Caribbean region - Antigua and Barbuda, British Virgin Islands, Dominica, Grenada, Montserrat, St. Kitts and Nevis, St. Lucia, St. Vincent and the Grenadines and the Turks and Caicos Islands. The Barbados CO coverage of these medium-income countries involves a focus on advocacy and policy dialogue in three main programme areas: Early Childhood Development, Adolescents and Life Skills and Social Investment for Child Protection. The predominant religion is Christianity and the sub-region is unique in that there are several areas in which the empowerment of boys/men has been identified as a more pressing need than girls/women, e.g. education. Barbados CO is also at the start of a new programme cycle (2003 – 2007), which is a particularly opportune time to conduct the GMSA exercise because it will allow the CO to enhance and improve its gender mainstreaming strategy by incorporating GMSA recommendations and lessons learned into the new programme design.

Egypt

The Egypt CO was selected for participation in the GMSA because it is part of the MENA region. Its Country Programme, which ended in 2006, that encompassed several key areas: Child Protection; Adolescence; Child Rights; Girls' Education; HIV/AIDS; Immunization; and Water, Environment and Sanitation. At the start of a new programme cycle (2007 – 2011), the Egypt CO conducted the GMSA at an opportune time because the findings can inform its new Country Programme.

Egypt, a predominantly Muslim country, faces strong cultural and social barriers to women's rights: it has one of the highest female genital mutilation/cutting (FGM/C) rates (83 percent) in the world. Although the country is currently on track to meet Millennium Development Goal (MDG) Five (improving maternal health) by 2015, it is less likely to meet MDG 2 (gender equality and the empowerment of women) within that same timeframe.⁹

As a result, the Egypt CO focuses on promoting a culture of respect for women by strengthening positive social attitudes and national capacities to reduce regional and gender disparities. Promotion of gender equality has taken place through a number of interventions, including support to the Ministry of Population and Health, the National Council of Women (NCW) and the National Council of Childhood and Motherhood (NCCM). The Egypt CO also participates in United Nations Girls' Education Initiative (UNGEI), a UN inter-agency initiative to promote girls' education. UNICEF's technical and financial support to national institutions has contributed to the near elimination of maternal and neonatal tetanus (MNT) within the country and a reduction in educational gender disparities through the creation of 455 "girl-friendly" schools that reach 12,600 children. The Egypt CO has also partnered with academic and research institutions to promote studies of FGM/C with the goal of eliminating the practice.¹⁰

Kenya/ESARO

Kenya was selected for participation in the GMSA because it houses both the Kenya CO and Eastern and Southern Africa Regional Office (ESARO). Kenya is a low-income country that is in the middle of a programme cycle (2004 – 2008) that encompasses both

⁹ E/ICEF/2006/P/L.18

¹⁰ E/ICEF/2006/P/L.18

development and emergency programmes, focusing in the following areas: Child Protection, Education, Youth and HIV/AIDS, Health, Nutrition, and Water and Sanitation. The country is religiously, ethnically and culturally diverse and has wide income disparities.

The ESARO encompasses 21 countries of which 13 are under emergency situation. Countries in the region are extremely diverse in terms of religion, culture, ethnicity and economic and political stability. ESARO's participation in the GMSA allowed for a regional perspective on gender mainstreaming that enhanced CO level information.

Pakistan

The Pakistan CO was selected to participate in the GMSA because it is a low-income country that is part of the ROSA region. It is mid-way through its current Country Programme (2004 – 2008), which focuses on both development and emergency areas: Health, Education, Child Protection, Water and Sanitation, Adolescents and HIV/AIDS and Earthquake Reconstruction and Rehabilitation. Pakistan has the sixth largest population in the world and is culturally and ethnically diverse with Islam as the predominant religion. As the gap between rich and poor continues to widen in Pakistan, women increasingly make up a disproportionate percentage of the poor. Although efforts are being made to address gender disparities in terms of access to essential services and justice, the gender gap in literacy widened from 19 in 1981 to 24 percent in 1998 and is attributed to a gender bias in the educational system that restricts girls' access.¹¹

The Pakistan CO collaborates with a wide range of partners to improve gender equality within the country. For example, it is developing models to improve emergency obstetric care, to empower girls to become change agents and role models in their communities. More significantly, it has worked with the government and AusAID to increase the enrolment of girls in primary school through a community-based approach; this led to 86 percent of 5 to 7 year old girls from four districts attending school. Another project, "Brothers Join Meena", proves that it was possible to change the attitudes of men and boys so they facilitate girls' enrolment in schools.¹²

Turkey

The Turkey CO was selected to participate in the GMSA because it is a middle-income country that is part of the CEE/CIS region. It is at the beginning of its programme cycle (2006 – 2010) which encompasses several areas: Quality Education, Early Childhood Care and Development, Child and Adolescent Protection and Participation and Communication for Social Resource Mobilization. It also participates in the Child-Friendly City Initiative (CFCI).

Despite impressive economic growth since 2002, 30 percent of the population continues to live in poverty and religious and cultural norms continue to negatively affect women's rights. However, the Government of Turkey's main priority in recent years has been to prepare for accession to the European Union (EU), which entails a number of reforms to bring about further economic and political stability, including improving the country's human rights record and gender equality. Some recent reforms include a revision of the Civil Code in 2001 that guarantees equal rights for women and men, raising the minimum age for marriage to 18 years old (formerly 15 for women, 17 for men) and

¹¹ E/ICEF/2003/P/L.12/Rev.1

¹² E/ICEF/2003/P/L.12/Rev.1

ratification of the two Optional Protocols to the Convention on Children's Rights (CRC) and a review of Turkey's current reservations to the CRC.¹³ The Turkey CO was also involved in a successful girls' education campaign that led to a 15 percent reduction of out-of-school girls in 2003/2004.

The Self – Assessment Workshops

Presentations

The evaluators developed three presentations for use during workshops:

1. To orient participants to the role and functions of UNICEF's EO and the rationale behind the decision to undertake a corporate gender mainstreaming evaluation;
2. To provide participants with an overview of the workshop objectives, methodology and schedule¹⁴; and
3. A brief review of key institutional policy documents and strategies on gender mainstreaming. This was delivered after participants self-assessed their own knowledge of these policies and strategies to ensure that the initial self-assessment was not biased while at the same time to ensuring that participants had the proper framework and sufficient knowledge with which to accurately conduct the exercise.

Self-Assessment Exercises

The evaluators assisted workshop participants to complete three group exercises and one individual exercise to assess knowledge of gender mainstreaming concepts and policies. The evaluators prompted and guided group discussions to elicit opinions and perceptions regarding gender mainstreaming results, obstacles, challenges and opportunities at the national, regional and global levels. The evaluators utilized specific tools during three of the exercises; some of which are based on tools or concepts available in the Programme Policy and Procedure Manual (PPPM), but were adapted by the evaluators to ensure they fit the specific needs and objectives of the GMSA and could be completed in the timeframe allotted. This involved shortening exercises by eliminating questions that were irrelevant to the GMSA objectives and rephrasing questions to render them more evaluative and appropriate for the GMSA. In some cases, completely new Annexes were created for existing tools. In addition to facilitating the workshop, the evaluators also provided interpretative assistance in formulating the findings, conclusions and recommendations for each individual CO report and for the final Synthesis Report by building on the perceptions, statements and opinions of the participants.

Group Exercises

Three group exercises were designed and administered to prompt participants to discuss and agree on key definitions and issues in regards to gender mainstreaming and gender equality: 1) the results achieved or expected to achieve; 2) the challenges that exist; and 3) the opportunities for improving gender mainstreaming strategies and promoting greater gender equality. Random division of participants into groups provided a greater opportunity to garner different opinions and perceptions. It also provided a cross-check of the information obtained.

¹³ E/ICEF/2005/P/L.18

¹⁴ For complete schedule, please see Annex II for workshop agenda.

The first group exercise involved defining gender mainstreaming and identifying its goal. The exercise was devised to assess knowledge levels of concepts and policies. In the second group exercise, each RO and CO pre-selected key documents to review for inclusion of gender mainstreaming strategies. Participants were provided with a tool containing a set of questions to guide them through the review process and elicit specific information concerning programme design and its adherence to gender mainstreaming policies and strategies; prevalence of sex-disaggregated data, gender analysis and gender-sensitive language; incorporation of gender discrimination and CEDAW, CRC, HRBAP issues; and the degree to which gender equality and mainstreaming results are reflected in documents and evaluations.¹⁵

¹⁵ Please see Annex III for Document Review Tool.

Country Office Documents Selected for Review

Barbados

- ✓ Annual Report (2005)
- ✓ UNDAF (2006 – 2010)
- ✓ Situational Analysis of Children and Women (2001)
- ✓ Master Plan of Operations (2003 – 2007)
- ✓ A Study of Child Vulnerability in Barbados, St. Lucia and St. Vincent and the Grenadines (2005)

Egypt

- ✓ UNDAF (2007 – 2011)
- ✓ Common Country Assessment (CCA) 2005
- ✓ Children in Six Districts of Upper Egypt – A Situation Analysis. 2004
- ✓ Documentation of Parent Education Program in Assiut, Sohag and Qena (2006)

Kenya/ESARO

- ✓ Work Plan for Basic Education and Gender Equality (2006-2007)
- ✓ Work Plan on Policy, Advocacy and Partnerships (2006-2007)
- ✓ Assessment of Violence Against Children in the Eastern and Southern Africa Region: Results of an Initial Desk Review for the UN Secretary-General's Study on Violence against Children (May 2005)

Pakistan

- ✓ UNDAF (2004 – 2008)
- ✓ Annual Report (2005)
- ✓ MTR – Universal Primary Education in Punjab (2003 – 2007)
- ✓ CPAP (2004 – 2008)
- ✓ EQ Participatory Gender Review: Response to the Pakistan Earthquake (2005) – Evaluation Report

Turkey

- ✓ Annual Work Plan (2006)
- ✓ Integrated Monitoring and Evaluation Plan 2006
- ✓ Terms of Reference (various)
- ✓ Annual Report (2005)
- ✓ EU Monthly and Quarterly Reports
- ✓ UNDAF (2006 – 2010)
- ✓ CPAP (2006 – 2010)
- ✓ 5-year Integrated Monitoring and Evaluation Plan
- ✓ Project Proposals
- ✓ Communication Tools (pamphlets, brochures, posters)

The third group exercise involved Focus Group Discussions (FGDs) moderated by the EO to elicit perspectives, experiences and challenges regarding gender mainstreaming. A tool containing open-ended questions was used to guide group discussion in reviewing the implementation of gender policies and strategies: the methods used to measure progress on gender issues, main gender mainstreaming results, opportunities to improve gender performance and outcomes; and office structures and management practices that are conducive to or inhibiting gender mainstreaming efforts.¹⁶

The tool was enhanced by an Annex questionnaire (developed by the EO) to elicit deeper analysis of gender mainstreaming performance and results or expected results. The Annex covered the following issues:

- Results achieved, or expected, through the implementation of the gender mainstreaming strategy,
- Inputs needed to improve effectiveness in this area and percentage of current budget allocated to gender issues,
- Gender mainstreaming performance reporting and the extent to which this is integrated into program decision-making,
- UNICEF's visibility as a promoter of gender at the national level, and
- Main challenges and lessons learned in regards to gender mainstreaming.

The Annex also contained specific questions for the senior management to elicit their views on the capacity for gender mainstreaming, the impact of the office culture on gender mainstreaming efforts, the visibility of UNICEF as a promoter of gender equality and the main challenges and lessons learned in regards to implementing gender mainstreaming strategies.

Individual Exercise

The individual exercise consisted of an anonymous capacity self-assessment questionnaire that prompted participants to assess individual and unit competency to implement gender mainstreaming strategies on a scale of zero to four, with zero indicating no competency and four indicating competency to train, lead and guide others in a reliable and professional manner.¹⁷ The exercise was conducted anonymously to ensure space for respondents to voice opinions without fear of social or professional retaliation. The questionnaire asked respondents to assess competencies in the following areas:

- To identify, prioritize and advocate for the inclusion of gender equality concerns in programme development and implementation with partners;
- To recognize and formulate the causality between gender inequalities and the non-realization of women's and girls' rights;
- To identify gender inequalities in the design and review of statistical information and use of gender-sensitive indicators to monitor and track changes in programme process and gender relations;
- To conduct training/briefing sessions on gender mainstreaming, sensitize colleagues and programme partners to gender equality concerns and discuss

¹⁶ Please see Annex IV for Focus Group Discussions Tool and Annex.

¹⁷ Please see Annex V for Capacity Self-Assessment Tool and Annex.

- and promote gender equality concerns in public forums with the media and during official meetings;
- To support gender sensitive programme evaluations and formulate results on gender inequality reduction; and
 - To contribute gender equality information and analysis to national policy development.

The above mentioned questions were mainly taken from the PPPM; the EO also fully developed an Annex to this questionnaire containing additional and separate open-ended questions for programme staff, the Gender Focal Point (GFP) and senior management, The Annex focused on eliciting opinions and information in a number of areas:

- The respondent's level of confidence, knowledge and ability to lead or give advice on gender mainstreaming issues;
- The respondent's assessment of the sufficiency and level of guidance and training (including mentoring and/or coaching) provided to support gender mainstreaming;
- Unspoken assumptions that guide the respondent's decisions and choices on gender mainstreaming;
- The respondent's opinion on the impact of the institutional culture and processes and policies on gender mainstreaming efforts;
- The role of the GFP and senior management in supporting gender mainstreaming, from their own perspectives; and
- The main challenges, results or contributions to the gender mainstreaming process from the respondent's perspective.

OVERALL FINDINGS ON GENDER MAINSTREAMING IN COUNTRY OFFICES

These findings are a compilation of the perceptions and opinions shared by participants of the Gender Mainstreaming Self-Assessment, with some interpretation by the evaluators where necessary.

Knowledge of Gender Mainstreaming (GM) Definition and Concept

1. Country Office definitions of gender mainstreaming were diverse due to varied knowledge levels and an emphasis of different aspects of the concept. Gender mainstreaming was defined as integrating a gender perspective as a cross-cutting issue; assessing the implications for men and women; addressing gender disparities and imbalances; ensuring equal rights or appropriate outcomes for women and men; and the empowerment of women and girls, as well as men and boys. Country Office often acknowledged diversity issues in their definitions and identified some of the underlying principles of gender mainstreaming: sex-disaggregated data, gender analysis, gender-sensitive language and gender parity. However, one trend that was discerned during the GMSA was that COs overall defined gender mainstreaming in the context of programme planning, monitoring and evaluation, but did not necessarily relate it with organizational functions such as operations and human resources.
2. CO staff members at all levels are generally not aware of the institutional definition of gender mainstreaming and in many cases do not have a full grasp of it conceptually or had divergent definitions. For example, gender mainstreaming was often understood in the narrow sense to mean only gender parity or non-discrimination. This also held true for key related terms such as gender equality and equity. In fact, COs recommended that the EO begin the GMSA workshop by defining gender mainstreaming and its key terms, rather underscoring this finding. *“There is a tendency to assume staff know and understand GM,” explained one participant.*
3. Two important issues were identified by COs for improving gender mainstreaming policies. First, the language used (men and women) in the current institutional definition is not inclusive of girls and boys, female and male adolescents. As such, it does not accurately reflect UNICEF’s mandate or for that matter, the UN system as a whole. Second, the issue of diversity is not adequately incorporated or addressed by gender mainstreaming policies.

Knowledge of Gender Mainstreaming Policies

4. At the CO level, knowledge of existing UNICEF and UN policies on gender mainstreaming is insufficient for robust implementation. According to participants, having many separate key policy documents has made it difficult for CO staff to obtain comprehensive knowledge of the corporate policy. While information is made available on the Intranet, this is no guarantee that there is access to these documents at the CO level or that they are alerted to the fact that new policies on gender mainstreaming have been posted. This has led, in the worst case scenario, to an understanding that a gender mainstreaming policy does not exist.

Support for Gender Mainstreaming

Corporate Level

5. Participants statements provided further evidence to support the UNDG Taskforce on Gender Equality's conclusion¹⁸ that UNICEF is very progressive in statements on this issue, but that a gap exists between these statements and practical implementation of the strategy. These gaps can be eliminated by setting aside more resources to specifically implement gender mainstreaming such as the formulation of a more effective capacity building strategy at the CO and RO levels. Participants agreed that if gender mainstreaming is to be truly institutionalized, UNICEF should also develop a more gender-sensitive human resources policy, upgrade performance measurement systems and develop more effective communications and knowledge management strategies, among other things.

Country Office Level

6. Support for gender mainstreaming at the CO level was positive overall and CO staff members, including senior management, participated in the GMSA exercise with the expectation of strengthening their knowledge and improving CO implementation. Still, many staff members feel overwhelmed by the number of different strategies they are responsible for implementing and find gender mainstreaming to be particularly complex, cumbersome and redundant because it is a human rights issue that is an integral part of the HRBAP. Senior managers were generally committed to GM, however, knowledge levels on this issue varied from country to country. In some cases, a different interpretation of gender mainstreaming by senior managers was actually unsupportive of the institutional policy. Capacity building and incentives would encourage senior managers to champion gender mainstreaming, which would motivate the entire CO.
7. According to participants, lack of support for gender mainstreaming within COs is sometimes based on an incomplete understanding or misunderstanding of the gender mainstreaming concept and strategy, which could be rectified. For example, one participant stated that "mainstreaming can mean a loss of focus and expertise" and believed that the "mainstreaming of gender has led to its invisibility" or diminishes accountability. These attitudes or beliefs should be addressed to build support for the strategy.

¹⁸ From Checklists to Scorecards: Review of UNDG Members' Accountability Mechanisms for Gender Equality, April 2006

8. In general, it was concluded by participants that GFPs are not playing as significant a role in promoting gender mainstreaming at the national level as they have in the past, when there were gender specialists with specific gender activities/projects and budget allocations. Other factors negatively affecting GFPs performance in gender mainstreaming are high workloads and lack of explicit TORs.

Accountability

9. There was consensus that it would be difficult to systematically implement gender mainstreaming if institutional accountability is not further defined and enforced through explicit inclusion in job descriptions, PERs and TORs. Although current policies assign accountability to senior managers, it was acknowledged that they may not always have the requisite skills, training or time to take on this role.
10. For the most part, GFPs have not been playing an active or visible role in promoting gender mainstreaming. It is a loosely defined position that often operates without a specific TOR; views on the GFPs roles and responsibilities varied greatly. In many COs, the GFP is not a senior position and this decreases his/her ability to influence CO practice. Accountability is also an issue for all staff because gender is part of the mission and mandate of UNICEF.

Budget Allocation

11. There was a general consensus that more financial resources need to be invested specifically to improve gender mainstreaming performance. However, with few exceptions, COs do not have budgets dedicated to addressing gender issues; therefore, it was not really possible to obtain an accurate estimate of national level expenditures on these issues. Some COs were able to ascertain that decreases in regional or national resources would negatively affect their ability to implement gender mainstreaming.

Policy Implementation

12. Gender mainstreaming implementation at the CO level is not as strong as it could potentially be because there is ample room to improve CO knowledge and capacities. In the absence of a comprehensive CO policy and strategy, participants cited the use of individual strategies in an ad hoc manner depending on the availability of time, knowledge, capacities and inclinations. Accountability for gender mainstreaming at the CO level has not been clearly defined or enforced and no formal mentoring or coaching programs seem to exist. Improved dissemination of available guidelines will not improve the situation alone because these have often been found to be insufficient, difficult to interpret or inappropriate for specific needs at the national level.
13. CO staff members found that key country documents (Annual Report, IMEP, CPAP, etc.) could be improved by including gender mainstreaming more substantially and consistently. For example, inclusion of a section on gender mainstreaming or explicitly reporting gender mainstreaming results would improve performance. Gender analysis should be more in-depth and gender-

sensitive language and sex-disaggregated data can be more systematically utilized and incorporated. Overall, there are limited references to the CRC and very little reference to CEDAW and HRBAP in the majority of documents reviewed. However, sex-disaggregated data was strongly incorporated in the areas of health (particularly HIV/AIDS) and education. It was reported that in some cases sex-disaggregated data may have been collected or was available, but staff members are not equipped to access this data; therefore, it is excluded in reporting. Training on how to collect and utilize sex-disaggregated data in gender analysis was identified as an overarching need. Although there were a few exceptions, CO evaluations generally do not address gender in a substantial way.

Tools

14. DPP has developed gender mainstreaming tools for self-assessment that are available in the PPP Manual. However, the perception of CO and RO is that these tools are not appropriate for implementing gender mainstreaming at the regional, sub-regional and national levels. They found them to be neither practical nor appropriate: specifically, they felt that the tools are too lengthy and geared towards monitoring purposes. Although the PPP Manual's content was considered helpful for raising awareness about gender mainstreaming, it was not considered useful for guidance on practical implementation. The overall perception was that they do not meet the needs and challenges of COs; therefore, staff members are not motivated to use them. However, it was recognized that if there was scope for them to adapt these tools for use in a flexible way or during facilitated workshops, as was the case for the GMSA, they could in fact become more responsive to CO needs. With some effort, these tools could become more operational.

Training

15. There was general consensus that an enhanced strategy for capacity building, with an improved training programme, would be of great value in improving implementation of gender mainstreaming at the CO level. The overall perception is that the absence of a coordinated training programme has resulted in infrequent and sparse training on the subject, mainly targeted to GFPs or those working on gender-related activities, rather than a graduated and universal training program considered necessary for all staff. As a result, CO staff members (including GFPs) do not feel fully equipped to provide guidance or advice on gender mainstreaming because they are relying on training that is outdated or that they received as an employee of another organization. Although participants emphasized the need for training on the practical implementation of gender mainstreaming, rather than its conceptual basis, the revelation that knowledge levels could be improved indicates that further training on both conceptual and practical aspects of gender mainstreaming is necessary. One participant specifically noted that there is no equivalent to the mandatory self-tutorial CD-ROM on field security for gender mainstreaming.

Knowledge Management

16. Knowledge management for gender mainstreaming was recognized as a key area for improvement at all levels; participants acknowledged that this was not specific to gender mainstreaming and that knowledge management is in need of further development throughout UNICEF in general. Systems to collect, manage and disseminate good practices, lessons learned and case studies on gender mainstreaming will have to be developed or reinforced. COs often do not have access to such information, even when it has been developed by UNICEF. This has led staff members to seek information from sources outside of the organization. "I rely on Gender Mainstreaming (GM) articles from the internet," explained one participant. In general, gender mainstreaming is a relatively new strategy that involves its own learning process and a knowledge management system could also assist in evaluating the gender mainstreaming strategy. Shared lessons can feed into policy development and guidance and successful models should be systematically scaled up. Fully developed and accessible knowledge management systems can also play a role in building support for gender mainstreaming by demonstrating its successful application.

Partnerships

National Counterparts

17. The majority of CO's use policy dialogue and advocacy to build the gender mainstreaming capacity of national counterparts; this is seen by participants as one of UNICEF's key roles because it has been effective in achieving results. For example, the Pakistan CO is working towards the establishment of a Gender Unit in the Ministry of Education using these strategies; its establishment will be an important national level gender mainstreaming result. COs have stressed the importance of capacity building for advocacy and policy dialogue, both of which are part of UNICEF's mandate, on gender mainstreaming so they are utilized more effectively and consistently to achieve results with national counterparts.

UN Inter-Agency Initiatives

18. At the CO level, UNICEF works closely with UNIFEM, UNDP and UNFPA on gender equality issues. UNICEF also participates in gender-related theme and advisory groups. There is scope for UNICEF to strengthen these bodies by broadening their scope, increasing knowledge sharing and raising key issues for a more coordinated and multi-sector approach. For example, the Turkey CO provided substantial technical and financial support for a gender-related theme group. In addition, UNICEF, as all other UN agencies, can play a larger role in ensuring that the CCA-UNDAF process substantially incorporates and addresses gender issues.

Donors

19. CO's perception is that senior managers have a high awareness of the gender mainstreaming and gender equality policies of donors. Donor interest in gender mainstreaming and gender equality often extends beyond financial resources; COs should make use of any capacity building or knowledge management resources that are made available by donors. Donor interest and support for gender mainstreaming can also be strengthened by CO demonstration of its successful application and generation of desired results.

Civil Society

20. National level engagement with civil society, and gender-oriented NGOs in particular, to promote gender equality at the national level varies depending on the country context; however, it is considered an area of untapped opportunities. CO should strengthen and create new partnerships with civil society organizations that have strong gender commitments. COs can also enhance awareness and capacity of civil societies through strategic communications strategies, training and information sharing. For example, by providing parenting training to women, the Turkey CO empowered participants with knowledge that changed gender roles and expectations within their families. Participants are now eager to contribute more than knowledge to their households; they also want to contribute economically.

Gender Mainstreaming Performance and Gender Equality Results

21. A body of results and intermediate results related to programme areas and national processes were identified at the policy, programme and project level during the GMSA. It is likely that more results could have been identified if CO utilized mechanisms to systematically collect and record gender mainstreaming performance and gender equality results. This would allow COs to better evaluate their progress in this area, improve programme planning, monitoring and evaluation and improve causality analysis. The development of gender mainstreaming indicators and benchmarks would also help to improve results reporting. Finally, achieving lasting gender equality results requires the formulation of strong partnerships with national counterparts, civil societies and communities to create a network to promote gender equality. Following is a list of key results achieved at the CO and at the national level.

Policy and Advocacy Results

- Promotion of gender mainstreaming to national counterparts. Gender equality advocacy by the Kenya CO has contributed to government institutions, as well as non-governmental institutions, gradually addressing gender equality concerns.
- Sensitization of programme partners to the importance of gender.
- Increased national awareness of gender equality through advocacy, conferences and trainings and increased awareness of gender issues within the CO.
- Technical and financial support to governments for the formulation and implementation of gender policies and the establishment of gender units. The Pakistan CO has provided support for the formulation of gender policy in Pakistan.
- National visibility of UNICEF as an advocate of gender equality.
- Participation and support of UN inter-agency gender-related theme groups.
- Progress in the incorporation of gender and gender equality issues in policies by national governments. For example, Pakistan CO provided feedback to the national government on its new education policy and the Kenya CO has supported the formulation of key government policies on gender.

- Research and evaluation of gender equality and parity at the regional level.
- Policy dialogue with communities, e.g. The Egypt CO communicated with local communities to raise awareness of women's rights violations inherent in FGM practices, thereby empowering women and communities to change.
- Identification of key regional partners on gender equality.

Programme and Project Results

- Capacity development for national governments, NGOs, Community Based Organisations (CBOs), young people, etc on gender related aspects. For example, the Egypt CO has played a key role in building the capacity of the National Center for Child and Motherhood (NCCM) which is now acting to include gender issues in the national political agenda through its technical advice to the President and First Lady.
- Increased use of gender-sensitive language in reports, evaluations and planning documents.
- Empowerment of girls/boys, female/male adolescents and women/men. For example, the Barbados CO was successful in returning teen mothers to school in two countries in the Eastern Caribbean. They now plan to expand the program to other countries in the sub-region
- Improved gender parity in primary educational institutions.
- Creation or identification of partnership for gender advocacy by COs and RO.
- Analysis of gender equality outcomes.
- Research on gender equality and parity by RO.
- Collected national level data on girls' enrolment in school. The Pakistan CO has collected enrolment data on girls' education at the national level.
- Results on girls' education, e.g. Girls who graduated from secondary school through the Kenya CO's Girls Education Initiative programme were empowered within their families and in their communities. They were respected for their educational achievements and influenced their families eating habits and attitudes about educating girls, among other positive developments. Participants had clear goals for careers and further educational advancements. In Egypt, girl-friendly schools and model community schools were created in remote Egyptian areas - there are now 600 schools in 7 areas accessed by 27,000 children

Expected Gender Equality Results and Gender Mainstreaming Strategies

Participants recognize that achieving gender equality results is a long process that can often involve incremental change over a period of time before concrete results are measurable. Therefore, it was instructive and motivational to also identify the results they expect to achieve through the consistent use of gender mainstreaming strategies. Following is a list of key results COs participating in the GMSA expect to achieve through the consistent application of the corporate gender mainstreaming strategy.

Expected Policy and Advocacy Results

- Measurable improvement in gender equality and equity at the national level.
- Gender-sensitive policies at the national level and within CO (e.g. human resources).
- Sex-disaggregated data for analysis at the national level and within the CO.
- Development of effective monitoring systems for gender equality.
- Gender-sensitive communications and advocacy.
- Awareness of gender mainstreaming strategies and goals within the CO.
- Inclusion of gender in UN reform discussions and on the UNCT agenda.
- Gender-sensitive legislative reform. For example, the Pakistan CO is now working with the Ministry of Social Welfare and the Ministry of the Interior to enact legal reform that will address discrimination.
- Development of communications strategies that raise awareness of gender gaps.

Expected Programme and Project Results

- Reduction of sexual violence against boys and girls.
- Adolescent boys and girls gain the life skills they need to protect themselves.
- Achieve and sustain gender parity in primary education.
- Staff to wear gender lens when examining programme outputs.
- Inclusion of sex education in schools.

Constraints and Challenges to Implementation

The following points were identified during the GMSA as the key constraints and challenges for implementation:

22. COs do not have access to the additional or revised guidelines they believe are necessary for them to systematically incorporate gender into key documents and programme planning, monitoring and evaluation.
23. Current dissemination strategies for gender mainstreaming information do not allow for easy accessibility at the national, regional and global levels. CO staff members repeatedly mentioned that it should not be assumed that information on the Intranet is universally accessible or that staff members are aware of new information as it is posted.
24. In practical terms, gender mainstreaming has not been prioritized within CO. This has been attributed to the fact that CO staff members are tasked to address many other urgent and competing issues. In fact, this highlights the fact that there is still much work to be done before gender is mainstreamed as a cross-cutting and integral issue in all of UNICEF's work. An increase in resources to implement gender mainstreaming activities such as the collection of sex-disaggregated data or capacity building, among other things, would help to raise the priority of gender mainstreaming at the national level.

25. Current knowledge levels within COs constrain gender mainstreaming implementation, as well as prioritization. A full understanding of gender mainstreaming on a conceptual level is essential for key staff (senior managers, GFPs) if they are expected to promote the strategy (internally and externally) and provide guidance on effective implementation. CO staff members self-assessed their own knowledge, capacity and confidence levels on gender mainstreaming implementation as fair, but statements made by a number of participants indicated that levels were lower than indicated.
26. Assumptions concerning gender issues and gender mainstreaming may catalyze or hinder efforts. It is important to enhance the catalyzing effects and minimize or eliminate the hindering effects. Specific cultural or social barriers exist in all COs; many of which are subtle and resistant to change. National governments can also constrain COs gender mainstreaming activities if they are not supportive or open to gender mainstreaming or gender equality. COs must work within the limitations of these barriers, but they must also find ways to address them so that gender mainstreaming strategies can be implemented and the goal of gender equality is to be achieved.
27. According to staff members' views, senior managers are not always aware of gender mainstreaming policies and, therefore, have not always been supportive of the strategy. Institutional and office cultures can also be improved to enhance, rather than hinder, the implementation of gender mainstreaming. For example, openly demonstrating a strong interest in gender was not considered a positive trait by participants in some CO. Likewise; corporate shifts in emphasizing women's rights and gender equality have affected CO prioritization of these issues. When HQ de-emphasizes gender and women's issues, COs automatically follow suit.

OVERALL CONCLUSIONS ON GENDER MAINSTREAMING AT THE COUNTRY LEVEL

Knowledge of Gender Mainstreaming Concepts and Corporate Gender Mainstreaming Policies and Strategies

Overall knowledge of corporate gender mainstreaming policies and strategies, as well as definitions and concepts, at the country level is not high enough for consistent and effective implementation. Although Country Offices are implementing gender mainstreaming policies and strategies in their work, it is unlikely that they consciously link their actions to existing corporate gender mainstreaming policies or corporate strategies. Likewise, although there is familiarity with some of the key supporting documents (e.g. CRC, CEDAW); they do not seem to be associated with gender mainstreaming policies and strategies. In fact, it is not clear if gender mainstreaming is fully recognized as a corporate strategy to achieve gender equality by COs. Understanding of the institutional definition, key concepts and related gender terms is vital; while knowledge of gender issues and attitudes concerning the importance of gender vary, gender issues are not always associated with gender mainstreaming, which is often treated as a new and separate concept.

Gender mainstreaming policies have not played a significant role in shaping country level practice to date, although there is considerable potential for them to do so in the future. As a result, CO practices tend towards uneven implementation and low prioritization of gender mainstreaming. This situation can be addressed by resolving some of the identified barriers to improving implementation: clarifying the linkages between women's rights and the goal of gender equality, improving dissemination of information, increasing human and financial resources and developing more appropriate and responsive framework and guidelines for implementation. As these issues are resolved, CO practice on gender mainstreaming will evolve from individual and ad hoc strategies based on a general awareness of the need to incorporate gender issues to comprehensive and systematic national strategies that are guided by corporate policies.

Gender Mainstreaming Implementation

Information on gender mainstreaming performance and gender equality results is not always available because it is not systematically collected; therefore, CO implementation may actually be stronger than was assessed during the GMSA. Developing more effective strategies and mechanisms to track and record results would allow for a more accurate assessment of CO and national level achievements. Although CO results were identified, it was generally acknowledged that much more could and should be done internally and externally at the national level. Gender mainstreaming is implemented through specific activities that are not always explicitly interrelated, e.g. inclusion of sex-disaggregated data and gender-sensitive language in documents and analysis; advocacy, policy dialogue and capacity development with national counterparts and

partners; communications and media strategies; and the development of gender specific projects. Application of these strategies was found to be relatively stronger in some focus areas (health, HIV/AIDS, education) as opposed to others (WES, nutrition, child protection, non-programme areas).

Strengths and Weaknesses in Implementing Gender Mainstreaming

There are as many constraints to implementing gender mainstreaming as there are untapped opportunities to effectively utilize it at the national level. The most important positive factor is that when given time to reflect on and assess their performance, COs have shown strong interest in improving their capacity to use gender mainstreaming strategies effectively and systematically; they have identified areas for action. COs are poised to play a defining role in building the gender capacities of national counterparts and civil society and to strengthen gender mainstreaming within the UN system. This would require increasing prioritization of the issue in CO practice and addressing identified barriers: limited or outdated knowledge on the issue, high workloads, minimal resource allocations, lack of management incentives and internal and external cultural and social barriers. Revision of existing guidelines to better assist COs in formulating gender mainstreaming strategies and mechanisms would help to address these barrier and their practical implementation can further improve if support for gender mainstreaming is strengthened and accountability is more clearly defined and enforced at the national, regional and global levels.

Improving Gender Mainstreaming

COs require more in-depth and sustained support from HQ and ROs for gender mainstreaming performance and gender equality results to improve at the national level. The development of a single comprehensive policy document on gender mainstreaming, an improved information dissemination system and further clarification of accountability would all be particularly effective in increasing awareness and support levels within COs. Investment in developing more appropriate and relevant capacity building initiatives that address the specific needs of COs and ROs will also undoubtedly bear a return of more in-depth gender analysis in program planning, monitoring and evaluation; hence, more explicit results towards gender equality. Particular areas identified for further assistance include strengthening gender analysis; collecting, analyzing and effectively utilizing sex-disaggregated data; the development of strategies and mechanisms to track performance and results; the development of timely knowledge management systems that allow information to flow both vertically and horizontally; and an increase in human and financial resources.

COs have strong potential to achieve, or to contribute to the achievement of, gender equality results through the implementation of gender mainstreaming strategies. During the GMSA, staff members were able to identify several areas in which they can act to immediately improve performance, e.g. defining accountability, utilizing available sex-disaggregated data and gender-sensitive language when drafting documents, improving gender parity, improving communications and media strategies and interacting more strategically with partners. Additional support and guidance from HQ and RO will help COs to succeed in these activities.

KEY RECOMMENDATIONS MADE BY COUNTRY OFFICES

Country Offices (COs) participating in the Gender Mainstreaming Self-Assessment made several key common recommendations to enhance and improve the corporate gender mainstreaming strategy.

1. The development of a single comprehensive policy document on gender mainstreaming is vital for the effective implementation of gender mainstreaming at all levels. Without this framework it will not be possible to mainstream gender at the CO and RO levels.
2. UNICEF should review the ECOSOC gender mainstreaming definition with a view to customizing it to more accurately reflect UNICEF's mandate and commitment to pursue a more inclusive approach to gender equality. Institutional definitions for key related gender terms should also be developed and the issue of diversity should be incorporated into the discourse on gender mainstreaming.
3. More should be done to build support for gender mainstreaming as an effective strategy if it is to be implemented appropriately at the regional, sub-regional and national levels. Without appropriate or adequate support at the regional and national levels, gender mainstreaming strategies may not be implemented in the most effective manner. Institutional and CO attitudes that hinder implementation should be addressed.
4. Accountability for gender mainstreaming should be further clarified and defined at all levels. This issue would benefit from an Executive Directive and explicit inclusion in job descriptions, PERs and TORs, particularly for senior management and GFPs.
5. An increase in budgetary allocations for gender mainstreaming is necessary to improve gender mainstreaming implementation. A review should be conducted to assess the prudence of instituting a mandatory budget for gender mainstreaming and gender equality activities. The goal is to ensure that resources are funnelled in the best possible way to improve gender mainstreaming performance and gender equality results for desired institutional transformation.
6. HQ should make a concerted effort to increase knowledge levels on UNICEF's gender mainstreaming strategy throughout the institution by enhancing knowledge management and information dissemination systems. All available information on gender mainstreaming should be disseminated widely at the regional, sub-regional and national levels to raise awareness of corporate policies. A strategy should also be developed to ensure that staff members are applying lessons learned from gender mainstreaming performance and good practices.
7. COs require further guidance from HQ and RO to improve implementation of the gender mainstreaming strategy. Guidance should be timely (before CPAP, CP,

- etc.) and geared towards the practical implementation of gender mainstreaming so it can be substantially incorporated during the planning, monitoring and evaluation phases. COs also need assistance in developing a mentoring or coaching program.
8. COs need simple tools to assist them in incorporating gender mainstreaming strategies in their daily work and to monitor and evaluate results, ones that will reduce the current perception that gender mainstreaming activities will increase workloads. Existing gender mainstreaming capacity building initiatives, including tools, training and guidelines should be reviewed and revised so they are sufficient, appropriate and adaptable. The gender mainstreaming tools available in the PPPM should be reviewed in consultation with regional advisors and COs to address discrepancies and make them more responsive to needs. A universal and graduated training programme should be provided to all staff members and should be available in CD format. Staff would also benefit from training on how to analyze sex-disaggregated data and existing guidelines for drafting key country office documents should be reviewed to uniformly incorporate gender mainstreaming strategies.
 9. HQ, ROs and COs should take immediate steps to strengthen capacities and formulate systematic strategies to monitor and evaluate gender mainstreaming performance and gender equality results. Systematic tracking and reporting of gender results is crucial for identifying strategies that have been effective and areas for improvement; it also provides information to improve causality analysis for the formulation of strategic programme plans. The development of gender mainstreaming indicators and benchmarks would also improve monitoring and evaluation efforts.
 10. COs would value a specific framework that guides them in utilizing gender mainstreaming strategies in the most effective way in their interactions with national counterparts, civil society, the media and the UN system, while keeping in mind the various cultural and social barriers to implementation.

COUNTRY OFFICE LESSONS LEARNED

The following were derived from the discussions, comments and feedback collected through the Gender Mainstreaming Self-Assessment.

- Gender mainstreaming is a long process that requires sustained focus at the corporate, regional and national levels in order to achieve long-term and permanent change within the institution. A long-term strategy is needed to sustain the process and ensure effective implementation and results. It should be underpinned by financial and technical support, capacity building, evaluation, knowledge sharing and open dialogue between management and CO staff.
- Clearly assigning and enforcing accountability at all levels is crucial to raising and sustaining the priority of a strategy. As such, gender mainstreaming implementation will not significantly improve beyond its current level if a more structured accountability mechanism is not developed and enforced.
- Management systems that include incentives and consequences for gender mainstreaming performance should be further developed to ensure that gender mainstreaming is prioritized and practically implemented.
- Increased financial and human resources are needed to improve practical implementation and strengthen RO and CO capacities. If invested, COs will be equipped to play a more active and strategic role in addressing gender equality within UNICEF and in the larger world. Without this support and guidance, gender mainstreaming is unlikely to be properly implemented and COs will be unlikely to live up to their potential to improve gender equality at the national level.
- The corporate mainstreaming of any concept, including gender, will not be successfully achieved if it has not moved beyond programme, planning and evaluation areas for implementation in non-programme areas such as human resources, operations, finance, internet technology, etc.
- The UN reform process, which involves joint-programming and the harmonization of development programming through the CCA/UNDAF, is changing business as usual for UNICEF and this has specific implications for gender mainstreaming strategies. UNICEF has the potential to adapt this strategy to thrive within this new environment by seeking opportunities to strengthen gender mainstreaming within the UN system, as well as learn from the experiences of others. At the same time, UNICEF will have to minimize potential barriers or obstacles that may arise for implementation in this new scenario.

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ANNEX 1

COUNTRY OFFICE ASSESSMENT OF THE GENDER MAINSTREAMING SELF-ASSESSMENT

CO Conclusions

1. The GMSA was received very positively by all participating countries and was found to be a useful and motivating approach to improve staff knowledge for better gender results through the adoption of gender mainstreaming strategies.
2. Facilitation of the GMSA exercise by a party outside the CO appeared to be a crucial element in ensuring that the exercise was conducted in a thorough manner (*due to constraints on staff time and not because of disinterest) and allowed staff members more freedom to voice their opinions.

CO Results

1. The Pakistan CO concluded during the GMSA that the nomination of a GFP was necessary for the CO. The decision was quickly taken to nominate a GFP with a TOR and a consultant was hired to build the GFP's capacity.
2. The TACRO representative who attended the Barbados CO GMSA shared her positive experience with other COs in the region. The Belize, Guyana, Nicaragua and Suriname COs are now planning to conduct GMSAs.
3. The Barbados and Turkey COs have both agreed to take immediate actions to improve gender mainstreaming implementations and are progressing in these plans. For example, gender was discussed throughout the Country Programme Planning meetings in Barbados and is to be incorporated as a cross-cutting factor in the CP strategy.
4. COs were alerted to opportunities for applying gender mainstreaming strategies more consistently and substantially.
5. Findings, conclusions and recommendations are expected to provide a basis for the external evaluation.

CO Recommendations

1. The GMSA should be replicated in all COs and should be conducted in the period prior to formulating the CP and drafting the CPAP.
2. The GMSA should be adapted for use in regional and sub-regional offices.
3. GMSAs should be facilitated by the Regional Office, EO or another external party.

4. It was recommended that the GMSA should feed into a larger progressive process steered by Regional Advisors or the EO that involves follow-up tools to assist COs in applying lessons learned to improve gender mainstreaming implementation.
5. The GMSA exercise should qualify as the required gender evaluation required every project cycle.

Participants' Comments on the Value of the GMSA

- The self-assessment was a wake up call to consciously address gender.
- The GMSA will influence discussions with counterparts and our design of programmes.
- The workshop has been an opportunity to reflect on this issue. We need more training.
- With this workshop, my confidence has been heightened. Before, GM was all about numbers (equality) to me. But looking back at all the different levels and areas, I now realize that I was not well equipped to achieve the expected results.
- I have learned that gender issues are becoming more important on the institutional agenda.
- I have a better understanding of gender mainstreaming now. It is more than just empowering women and girls.
- I now know how to look more in-depth when conducting a gender analysis.
- I have learned not to take sex-disaggregated data for granted in the work we do.
- Gender mainstreaming is a process that involves everybody.

ANNEX 2

GENDER MAINSTREAMING SELF- ASSESSMENT WORKSHOP AGENDA

UNICEF
GENDER MAINSTREAMING EVALUATION (Phase I)
Self-Assessment Exercise 2006

The Self-Assessment Exercise:

The central question to be answered by the self-assessment exercise is:

To what extent to UNICEF's policies, programmes, strategies and actions are oriented toward gender equality and women's and girls' empowerment?

Workshop Objectives:

- To reflect on the **extent to which gender equality considerations have been taken into account** in design, implementation, reporting, and budgeting.
- To identify **supports and barriers** to the inclusion of gender mainstreaming considerations in national programs and policies,
- To agree on **key results** achieved by the CO with regards to gender mainstreaming
- To assess **individual capacities** (skills and knowledge) for mainstreaming gender.
- To formulate **recommendations and lessons learned** for better advancing Gender Mainstreaming.

PROGRAMME:

DAY ONE

09:00 – 9:30 Briefing session (to be confirmed)

9:30 -10:15 Welcome and Introduction

Roundtable introductions by participants

Official Welcome –UNICEF Barbados

Presentation: Overview on the Gender Mainstreaming Evaluation
Ada Ocampo, Programme Officer, Evaluation Office.

Presentation of workshop objectives, methodology, results expected, and timetable overview, Shravanti Reddy, Gender Consultant, Evaluation Office

10:15- 10:30 Break

10:30 – 11:30 Group Work – Definition of gender mainstreaming

❖ **Expected results:**

- Participants agree on a common definition of Gender mainstreaming,
- Participants increase their knowledge on how gender mainstreaming is understood and approached at UNICEF and in the UN system

11:30 – 12:00 Reporting in Plenary

12.00 – 12:45 Brief presentation: Overview Institutional Policies and strategies for GM

12:45 – 13:45 Lunch break

13:45 - 15:45 Document Review -Tool 1 (Group Work)

- ❖ Introduction of group work/tasks
- ❖ Review of Key pre-selected documents - Main questions to be answered:
 - a) To what extent has the document under review been designed in line with institutional gender policies and strategies?
 - b) Is data **disaggregated** and **analyzed** by gender?
 - c) To what extent are documents under review using gender sensitive language?
 - d) Have gender discrimination issues been incorporated? Illustrate.
 - e) To what extent has country program documents been informed by GM strategies? (HRBAP, CEDAW, CRC)
 - f) Results: How is gender mainstreaming reflected in evaluations and other reports?

15:45 – 16:00 Break

16:00 – 16:45 Group Presentations and Plenary discussion

❖ **Expected Results:**

Conclusions are reached on:

- ✓ The extent to which key CO documents (including UNDAF) have incorporated GM strategies and have made explicit results achieved in gender equality.
- ✓ The extent to which planning M&E and reporting documents probe to be sensitive to cultural aspects and reflect gender discrimination issues.
- ✓ **Recommendations** are made for improving alignment of revised documents with institutional policies and strategies regarding gender mainstreaming.

16:45 – 17:00 Wrap – Up

Shravanti Reddy, Gender Consultant, Evaluation Office

PROGRAMME:

DAY TWO

9:00 – 9:10 Briefings for the Day

9:10 – 10:45 Tool 2: Focus Group Discussions: Results, challenges, opportunities.

- ❖ **Main questions to be answered:**
 - a) To what extent has GM been incorporated in policies and strategies?
 - b) What are the main results achieved?
 - c) What are the challenges and opportunities?

❖ **Expected Results:**

Participants agree on the main results achieved by the CO, especially, however, not exclusively through: advocacy on gender and women and girls empowerment, policy dialogue, results at the level of program areas e.g. WES, Girls' Education, Child Protection, etc

10:45 – 11:00 Break

11:00 -12:30 Report of the groups and Plenary Discussion

- ❖ Preparation of feedback summary report for plenary
- ❖ Group presentations and plenary discussions

12:30 – 13:30 Lunch break

13: 30 – 14:30 Tool 3: Capacity Self Assessment Exercise

- ❖ Introduction of task
- ❖ **Expected Result:**
Anonymous assessment of the level of individual knowledge and capacity for gender Conclusions to be elaborated ex post.

14: 30 – 15:00 Break

15:00 – 16:00 Lessons learned and Key Recommendations by participants

16:00 – 16:30 Closure of Workshop

Wrap up: Main Conclusions and Recommendations derived from the self-assessment exercise

16:30 – 17:00 Debriefing and Follow Up

ANNEX 3

GENDER MAINSTREAMING SELF-ASSESSMENT TOOL 1: DOCUMENT REVIEW

The document review exercise should be done in groups of between 5-10 people and results reported in plenary. Information and comments on the reviewed documents should be recorded, to the extent of possible, by each working group.

Key documents that best answer questions about the gender mainstreaming process at UNICEF will be selected and reviewed. Suggested documents include: SITAN, CCA (where available), UNDAF (where available), CPD, CPAP (or MPO if prepared before 2004), Annual Review Reports, UNDAF, CO Annual Reports, Midterm Review Reports, Evaluation reports, Donor reports, Human Resources policy (if available), and any other document considered as key (PPP Manual, 2005).

The CO has selected the following documents for this exercise:

For Group 1:

For Group 2:

For Group 3:

Main questions expected to be answered by the document review:

1. Has **the programme been designed in line with institutional gender policies** and strategies? Justify your answer.
2. Is data **disaggregated** and **analyzed** by gender? Justify your answer.
3. Are documents using **gender sensitive language**? Justify your answer.
4. Have **gender discrimination issues** been incorporated? Justify your answer.
5. Have the documents under review been **informed by Gender mainstreaming strategies**? (HRBAP, CEDAW, CRC). Justify your answer.
6. Are **results** on gender equality and gender mainstreaming reflected in evaluations and other reports?
7. **General comments and observations.**

ANNEX 4

GENDER MAINSTREAMING SELF-ASSESSMENT TOOL 2: FOCUS GROUP DISCUSSIONS, RESULTS, CONSTRAINTS AND OPPORTUNITIES

The Focus Group Discussions aim to uncover perspectives, experiences and challenges related to mainstreaming gender, and to explore the contextual boundaries of those experiences. The group discussions will look at the following questions, among others:

- How has the Country Programme been implementing gender policy and strategies?
- What are the main results?
- How could it better advance women's and girl's rights and gender equality?
- How to measure progress on desired results and
- How office structures and management practices support or inhibit the inclusion of gender considerations in the program.

For the purpose of the Self- Assessment exercise, an Annex to this tool has been included. This Annex contains extra questions in the following areas;

- A. Gender Mainstreaming Results
- B. Monitoring, Learning and Knowledge Sharing
- C. Partnerships (External relations)
- D. General Questions for Country Representatives and Regional Directors

Groups of between 5 and 10 people will go through the checklist and the extra annexed questions.

Tool 2: FOCUS GROUP DISCUSSION CHECKLIST (from de PPPM)

| A. General | Group Answer |
|--|---------------------|
| Does a Country Programme strategy for gender mainstreaming exist? | |
| Does the strategy include mechanisms to identify and report upon results? | |
| Is there an advisory group on gender equality issues (e.g. task force, steering committee, expert committee)? | |
| Has a gender focal point function been designated, with TOR and reporting accountability? | |
| Is senior management in CO committed to mainstreaming gender? | |
| B. External Relations | |
| Is senior management aware of the gender mainstreaming policies of UNICEF's partners, especially donors? | |
| Are the gender equality goals and commitments of UN agencies, including UNICEF, discussed at inter-agency meetings? | |
| Is joint action taken to coordinate gender equality mainstreaming efforts across UN agencies? | |
| Do meetings with Government include coverage of gender equality related issues? | |
| C. Staff Recruitment and Development | |
| Do job descriptions and PER assignments reflect the need for competence in gender mainstreaming? | |
| Is staff, including project staff, periodically briefed on gender equality issues, and do they have opportunities to discuss its significance? | |
| Has training on gender mainstreaming/gender sensitization been provided for CO staff and partners? | |
| Do TORs for consultants include competence in and commitment to working to advance women's and girls' rights and/or gender equality? | |
| D. Critical Factors | |
| What are the most critical factors promoting and constraining gender equality through a gender mainstreaming approach in the CO? | |
| What are the principle opportunities for greater gender mainstreaming? | |

Annex for Tool 2: FOCUS GROUP DISCUSSIONS

Gender Mainstreaming Results:

NOTE: for the analysis of results it is suggested to start by analyzing corporate results: results achieved through policy dialogue, advocacy, communication and other corporate strategies. Only after this has been completed should results within programme areas be discussed e.g. girls' education, child protection, etc.

| |
|--|
| What are the main results the country office (or Regional Office) has achieved, or expects to achieve, in terms of mainstreaming gender? |
| What needs to be done in order to be more effective in mainstreaming gender? |
| What percentage of your overall budget is allocated to gender concerns within thematic projects? |
| What do you feel should be done to accelerate gender outcomes in your program? Explain |
| How is UNICEF's visibility as a promoter of gender equality in this country? |
| What have been the main challenges in implementing gender mainstreaming? |
| What are some of the important lessons learnt in regard to gender mainstreaming? |

F. Monitoring, Learning and Knowledge Sharing

| |
|--|
| Are there mechanisms to ensure that GM performance data is generated, reported and used? |
| Is GM performance data available, and is it used in program management decision making? |
| How balanced is the reporting of both good and bad performance in GM? |
| How is GM information being shared and integrated into organizational performance? |

G. Partnerships (External Relations)

| |
|---|
| Who are UNICEF main partners in gender? Why are they considered to be KEY? |
| Indicate two key results expected through partnerships? |
| How can the partnerships approach be improved for better advocacy and results regarding GM? |

H. Country Representatives & Regional Directors (Focus Group)

| |
|---|
| How would you assess your CO's capacity to mainstream gender? Explain the rating. |
| What in the culture of the office works for or against gender mainstreaming? |
| How is UNICEF's visibility as a promoter of gender equality in this country? |
| What are the main challenges for making gender mainstreaming operational and effective? |
| What are the key lessons learnt in regard to gender mainstreaming? |

ANNEX 5

GENDER MAINSTREAMING SELF-ASSESSMENT TOOL 3: GENDER MAINSTREAMING CAPACITY SELF-ASSESSMENT CHECKLIST

This tool and its Annex will be completed by individual program staff, management and human resources staff. The first part of the tool (taken from the PPPM) contains structured questions on individual competencies and the capacity of the program units. The second part (the annex) contains open-ended questions for deeper probing of opinions and perceptions.

The self-assessment response forms will **be anonymous** to allow more frank responses, and to protect respondents from any backlash that might occur from giving “politically incorrect” responses.

RATING:

Please rate your own and your unit’s competency in gender mainstreaming, using this scale:

- (4) Capable enough to train, lead and guide others in this task – can manage the unexpected reliably, professionally
- (3) Able to undertake the task satisfactorily with minimum guidance – still needs occasional support, oversight
- (2) Able to undertake task partially, satisfactorily only if supervised by competent manager
- (1) Unable to undertake the task at this time, or perform meaningfully in this task on the job
- (0) Don’t know

| General Area of Competency | Own competencies | Unit's competencies |
|---|-------------------------|----------------------------|
| Able to identify and prioritize relevant gender equality concerns in programme development, including work planning, setting up of taskforces, preparation of TORs for consultants | | |
| Able to identify gender inequalities in the design and review of statistical information; and identify and formulate gender inequalities as a cause of unmet children's and women's rights (also when preparing SITANs and CCAs). | | |
| Able to advocate effectively for the inclusion of gender equality issues in programme formulation, internally and with programme partners (also during UNDAF and CPAP preparation) | | |
| Able to formulate specific results related to a reduction of gender inequality, as expected from programme cooperation. | | |
| Able to contribute gender equality information and analysis to national policy development, including PRS. | | |
| Able to ensure the inclusion of gender equality concerns in support to programme implementation. | | |
| Able to consistently sensitize programme partners and colleagues on gender equality concerns, in meetings and professional exchange. | | |
| Able to discuss and promote relevant gender equality issues in conferences, workshops, press conferences, media events and official functions. | | |
| Able to consistently use gender-sensitive indicators to monitor and track changes in programme process and gender relations. | | |
| Able to support gender-sensitive programme evaluation | | |
| Able to prepare and conduct gender mainstreaming training and briefing sessions for both male and female colleagues. | | |

Annex: Tool 3. Capacity Self-Assessment Questions

Program Staff

| | |
|---|--|
| Where would you place your confidence level in terms of having the necessary knowledge and competencies to achieve the expected GM results? Please explain your rating. | |
| How would you rate the guidance you receive for mainstreaming gender? | |
| How would you rate the sufficiency of the training received to support you in implementing GM in your program? | |
| Has mentoring and coaching in the CO/RO enabled you to mainstream gender in the design and implementation of Programs? Explain. | |
| What are some of the unspoken assumptions that guide your decisions and choices about GM in your program? | |
| Provide 2 examples of work processes or policies that work against Gender Mainstreaming | |

Gender Focal Points

| | |
|---|--|
| How well equipped do you feel to give effective advice on GM with regard to UNICEF's five thematic areas? Give details. | |
| How would you rate the support you receive to help you do your work more effectively? | |
| Indicate two main results you have achieved, or contributions you have made, in relation to mainstreaming gender. List two main challenges you face in effectively mainstreaming gender. | |
| How would rate the institutional culture in relation to its sensitivity to gender issues? Explain your rating. | |
| How would you describe your relationship with the Country Rep. or Director? To what extent do you feel supported in giving your best in GM? | |
| What do you require from her/him to do your work more effectively? | |

Country Representatives and Regional Directors

| | |
|--|--|
| In your opinion, how well equipped do you feel to lead Gender Mainstreaming at the country or regional programme level? Give details | |
| What previous training have you had for GM, if any? | |
| What are some of the unspoken assumptions that guide your decisions and choices about GM in your program? | |
| What are the main challenges you and your staff face in mainstreaming gender? | |
| How does the work of the Gender focal point(s) support the implementation of the Programme? | |
| How would you rate the institutional culture in relation to its sensitivity to gender issues? Explain your rating. | |

ANNEX 6

TEN TIPS FOR CONDUCTING A GENDER MAINSTREAMING SELF-ASSESSMENT

The following ten tips have been distilled from the experience of conducting Gender Mainstreaming Self-Assessment (GMSA) exercises in five different Country Offices and one Regional Office in 2006. They are provided as a guide to assist ROs and COs interested in conducting GMSA exercises in the future.

1. When a decision is taken to conduct a GMSA in a RO or CO, senior managers should convene a Steering Committee (SC) or Reference Group (RG) to plan and guide the exercise to ensure that it meets the specific needs of the RO or CO and that follow up mechanisms will be put in place.
2. The ultimate objective of a GMSA is to ensure that gender equality is integrated in all activities of the RO or CO. To that end, it is important not to limit participation to programme staff, but to invite and encourage all staff members to attend: finance, operations, IT, etc.
3. The SC/RG should consult the GMSA tools provided in this report and the PPP Manual, but should customize them to fit the RO or CO context. The SC/RG should ensure that there are an adequate number of questions targeting each unit, sector and job type, e.g. senior management, GFP, operations, etc.
4. Strategically conducting a GMSA immediately prior to major planning exercises (CP, CPAP, etc.) provides the benefit of a higher probability that the GMSA conclusions and recommendations will be fully incorporated. The GMSA can also be conducted periodically and included in the IMEP.
5. More information may be elicited during the GMSA if participants are allowed more time for reflection by providing them with some information prior to the workshop. For example, key documents to be reviewed for gender mainstreaming strategies can be shared in advance or participants can be asked to come to the GMSA with a list of gender equality results achieved in their respective units.
6. At least one full day is needed to properly conduct a GMSA, two days is a more reasonable time within which to assess the issue. Key gender mainstreaming policy documents should be distributed at the end of the first day, or another appropriate time.
7. The RO or CO may benefit from using an external party (RO staff member, independent consultant, etc.) to facilitate the GMSA because of the objectivity they can bring to the process.
8. During the GMSA, participants should be divided into random groups as they complete the tools to encourage discussions and allow for the sharing of opinions, which can ultimately lead to consensus on issues.
9. Gender equality is a sensitive issue for many people. Therefore, participants should be provided with an opportunity to submit their opinions and reflections on gender mainstreaming anonymously.
10. The participants should draft a Plan of Action at the end of the GMSA. The SC/RG should also assign one participant to draft a report to document the commitments made during the GMSA. The plan of Action should include a management response for the implementation of the recommendations.

ANNEX 7

GENDER MAINSTREAMING SELF-ASSESSMENT – PARTICIPANTS LIST

Barbados

1. Lisa McClean-Trotman, Communications Officer
2. Horace Lashley, Assistant IT Officer
3. Heather Stewart, Child Protection Officer
4. Pamela Lopez, Programme Assistant
5. Veronica Maynard, Administrative Assistant III
6. Jennifer Barnard, Senior Project Assistant
7. June Foster, Operations Officer
8. Octavia Beckles, Principle Secretary
9. Elaine King, Project Officer (Health and Nutrition)
10. Henderson Bennett, Messenger/Driver
11. Karen Alleyne, Administrative Assistant
12. Jeanette Montague, Snr. Admin. /Finance Assistant
13. Niloufer Pourzand, Senior Programme Officer
14. Tom Olsen, Country Representative
15. Carole Baudoin, Sub-Regional Advisor for Child Protection

Egypt

16. Hannan Sulieman, Senior Programme Officer
17. Sahar Hegazi, Programme Communication Officer
18. Roumiana Gantcheva, Project Officer (M&E)
19. Youssef Seoud, Programme Officer (WES)
20. Amira Fouad, Assistant Project Officer (Education)
21. Rania El Essawi, Assistant Project Officer (WES)
22. Nadra Zaki, Project Officer (Child Protection)

Kenya

23. Patrick Macharia, Assistant Project Officer, WES
24. Amina Ibrahim, Project Officer (Non-Formal Education)
25. Jayne Oyugi, Programme Assistant (Health)
26. Grace Miheso, Project Officer (Health)
27. Agnetta Mirikau, Assistant Project Officer (Child Protection)
28. Susan Kiragu, Monitoring and Evaluation Officer
29. Roselyn Mutemi, Child Protection
30. Emily Teshome, Nutrition

Pakistan

31. Ronald Van Dijk, Senior Programme Officer
32. Munir Safeldin, Chief of Planning, Monitoring and Evaluation
33. Rashid Zar, Assistant Project Officer, MCHC(Nutrition)
34. Azhar Abd Raza, Project Officer, MCHC (Child Health)
35. Mine Sato Nishi, Assistant Programme Officer, MCHC
36. Fiaz Shah, Project Officer (Education)
37. Khalida Ahmed, Project Officer (Education)
38. Riffat Sardar, Project Officer (Child Protection)
39. Tameez Ahmed, Project Officer (Water and Sanitation)

40. Irene Sanchez, Communications Officer
41. Marina Faraz, Assistant Human Resources Officer
42. Uzma Aftab, Assistant Project Officer (Planning, Monitoring and Evaluation)

Turkey

43. Edmond McLoughney, Country Representative
44. Lila Pieters, Programme Coordinator
45. Olcay Ulubor, Sr. Secretary & Programme Assistant
46. Belün Ünlütürk, Planning Assistant
47. Gülden Yeröz, Consultant, Child Friendly City
48. Fatma Özdemir Uluç, Assistant Project Officer, Education
49. Yakut Temuroğlu, Project Assistant, Education
50. Ertan Karabıyık, Project Assistant, Education
51. Sinem Akay, Project Assistant, Education
52. Nilgün Çavuşoğlu, Project Assistant
53. Mine Süngün, Assistant Project Officer, ECD
54. Didem Akan, Consultant, ECD
55. Anna Kroon, Project Officer, CP
56. Bürge Hayran, Assistant Project Officer, CP
57. Feyza Ulubatlı, Consultant, CP
58. Canan Sargın, Assistant Project Officer, Health
59. Sumru Kutlu, Sr. Program Assistant
60. Sema Hosta, Assistant Communication Officer
61. Şehnaz Tanılkan, Consultant, Communications
62. Talin Suciyan, Consultant, Avian Influenza Communications
63. Harika Dural, Sr. Admin/Supply Assistant
64. Tuncay Şeker, Acc.&Finance Asst. CPA
65. Metin Özhayat, Administrative Assistant

ESARO

66. Selassie Atadika, Project Officer (Emergency)
67. Ida Neuman, Assistant Programme Officer (Nutrition)
68. Pierre Ngom, M & E Officer
69. Victor Chinyama, Communications Officer
70. Makau Ngola, Assistant Documentation Officer
71. Birgithe Lund-Henriksen (Emergency)
72. Ahmadu Yakubu (YCSD)
73. Mikaela Rejbrand (HIV/AIDS)

Observers

1. Christine Norton, Regional Advisor for Adolescent Development and Gender Equality, TACRO (Barbados GMSA)
2. Jens Grimm, World Food Programme (Barbados GMSA)
3. Halide Ceylan, UN Coordination Officer, UNDP (Turkey GMSA)

