EVALUATION OF GENDER POLICY IMPLEMENTATION IN UNICEF
(Annex: Country Case Studies)
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Country Case Study 1: JORDAN

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I. INTRODUCTION

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

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

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

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

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

II STATUS OF GENDER POLICY IMPLEMENTATION IN THE JCO

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

“While women nominally enjoy full rights in Jordan, gender disparities exist, particularly in the workforce and in political and administrative life, where

¹ Refer to VI. Recommendations: Points of Entry for Gender Equality Inputs in Programme Documentation.
rates of female participation are low. Female-headed households feel the brunt of the impact of unemployment and poverty, and women’s rights are still not fully realized - and, in some extreme cases, their violation is legally protected. Despite its generally liberal social environment and overall commitment to international conventions, Jordan has expressed reservations towards some global women’s rights and human rights instruments. Males [in] households … usually play a very important role in deciding on women’s work outside their homes [and] along with wage disparity, women face the problem of unequal or lack of control of financial resources and/or land. “

(CCA, 2006. p. x & p, 7)

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

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

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

2.1 Staff Familiarity with UNICEF’s Gender Policy

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

Programme staff were less familiar with the gender policy. One staff member interviewed stated that she did not think that UNICEF had one. Three others showed the evaluators a policy guidance note issued in mid-June by UNICEF’s Executive Director about staff

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gender parity and did not indicate any familiarity with UNICEF’s policy related to gender equality in programming.

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

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

III. ANALYSIS OF INSTITUTIONAL STRENGTHS AND WEAKNESSES

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

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

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

<table>
<thead>
<tr>
<th>Indicator</th>
<th>Low</th>
<th>Fair</th>
<th>Good</th>
<th>Excellent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Representative demonstrates visible leadership of GE issues in CO²</td>
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<tr>
<td>Representative is well informed about key gender issues that affect their area of work and leads by example.⁴</td>
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<tr>
<td>Representative was familiar with gender policy and guidance notes, and asked staff to promote key GE issues in country programme, but not always systematically.⁵</td>
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<tr>
<td>Highest level of authority of staff perceived to have significant responsibility for GE = Representative.⁶</td>
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<tr>
<td>Gender Focal Point is at highest level possible for National Staff (NO3)⁷</td>
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</tr>
<tr>
<td>UNICEF perceived as having leadership role related to GE within UNGTG &amp; UNCT⁸</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>Some links made between GE inputs in CCA, UNDAF and CO programmes.⁹</td>
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</tr>
</tbody>
</table>

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

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

(b) Accountability Indicators

<table>
<thead>
<tr>
<th>Indicator</th>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
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</thead>
<tbody>
<tr>
<td>Lines of accountability for GE inputs exist, but are only enforced on ad hoc basis.¹⁰</td>
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<tr>
<td>Increased GE is not included in the annual key assignments of programme staff.¹¹</td>
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<tr>
<td>Staff job descriptions do not include any relevant tasks related to gender equality.¹²</td>
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<td></td>
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</tbody>
</table>

³ Based on interviews with programme staff and JCO management.
⁴ Based on interview with senior management
⁵ Based on interviews with programme staff and JCO management.
⁶ Based on interview with senior management
⁷ Based on interview with senior management
⁸ Based on FGD with UNGTG and interviews with UNFPA and UNDP managers
⁹ Based on review of programme documents and CCA and UNDAF
¹⁰ Based on interviews with programme staff and JCO management
¹¹ Based on interviews with programme staff and JCO management
¹² Based on interviews with programme staff and JCO management
Monitoring and evaluation reports include some assessment of programme effect on gender equality, not consistently and focus is on participation.\textsuperscript{13}

Gender Focal Point does not have clear TORs for the GFP role.\textsuperscript{14}

UNICEF holds some of its partners accountable for reporting on increased gender equality (i.e., participation) in the programmes funded.\textsuperscript{15}

Programme documents do not systematically require management sign-off on the gender equality inputs before they are approved.\textsuperscript{16}

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

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

(c) Capacity Indicators

<table>
<thead>
<tr>
<th>Capacity Indicator</th>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
</tr>
</thead>
<tbody>
<tr>
<td>Staff have sufficient knowledge of gender equality concepts to be able to apply it to their work on an ad hoc basis\textsuperscript{17}</td>
<td></td>
<td></td>
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</tr>
<tr>
<td>Qualitative gender analysis is either not included in programme planning or only on ad hoc basis. \textsuperscript{18}</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Some research reports include references to gender issues or gender analysis. \textsuperscript{19}</td>
<td></td>
<td></td>
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</tr>
<tr>
<td>Programme planning documents do not consistently include GE inputs, specific gender equality objectives, or gender-related risk assessments. Planning decisions seldom based on prior qualitative gender analysis. \textsuperscript{20}</td>
<td></td>
<td></td>
<td></td>
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</tr>
<tr>
<td>Logical Framework Analysis includes some gender equality focused results statements and gender-sensitive indicators, but mainly at the level of increasing participation of the</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

\textsuperscript{13} Based on interviews with programme staff, UNICEF partners and programme document review
\textsuperscript{14} Based on interviews with JCO and RO Gender Focal Points
\textsuperscript{15} Based on interviews with UNICEF partners
\textsuperscript{16} Based on interviews with programme staff and JCO management and programme document review
\textsuperscript{17} Based on interviews with programme staff and JCO management
\textsuperscript{18} Based on review of programme documents
\textsuperscript{19} Based on review research reports produced by the JCO over the past 3 years.
\textsuperscript{20} Based on interviews with programme staff and JCO management and review of programme planning documents
\textsuperscript{21} Based on review of programme planning documents
<table>
<thead>
<tr>
<th><strong>under-represented sex.</strong></th>
<th>1 = Low; 2 = Fair; 3 = Good; 4 = Excellent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Staff have limited or no access to gender equality expertise on staff.</td>
<td></td>
</tr>
<tr>
<td>Some regular reports include systematic references to gender equality results achieved, but primarily in terms of participation.</td>
<td>2</td>
</tr>
<tr>
<td>No formal systems exist to capture and document internal knowledge on gender equality, particularly good practices.</td>
<td></td>
</tr>
<tr>
<td>Staff has some of the knowledge and skills they need to advocate effectively on key gender issues with partners.</td>
<td>3</td>
</tr>
<tr>
<td>Staff have not been provided with gender analysis &amp; advocacy training.</td>
<td></td>
</tr>
<tr>
<td>Most staff do not yet have the capacity to conduct qualitative gender analysis to support their work.</td>
<td>1</td>
</tr>
<tr>
<td>Senior management has not participated in any gender analysis/awareness training in the past 5 years.</td>
<td>2</td>
</tr>
<tr>
<td>LFA includes some relevant activities to achieve gender equality.</td>
<td>3</td>
</tr>
</tbody>
</table>

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

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

Another factor limiting the JCO staff’s gender capacity is time. Three staff interviewed indicated that any additional processes related to GE and gender analysis will need to be easy and quick to implement as they have multiple demands on their time. Consequently, they find it challenging to find time to integrate new processes in their

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22 Based on interviews with programme staff and JCO management.
23 Based on review of 2005 & 2006 Annual Report and programme staff interviews.
24 Based on interviews with programme staff and JCO management
25 Based on interviews with programme staff
26 Based on interviews with programme staff and JCO management
27 Based on interviews with programme staff and review of programme documents
28 Based on interview with senior management.
29 Based on review of programme planning documents.
30 Some regional workshops on gender awareness, a limited reference to gender issues in leadership training offered to a small number of senior male and female managers, and a limited offering of the gender module of the PPP to new staff.
work. One staff member noted that, “we are so taken up by little things that to get anything substantive done, you have to do it when you are sleeping.”

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

(d) Funding Indicators

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

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

UNICEF’s existing financial reporting systems do not currently facilitate the tracking of expenditures on gender equality inputs to projects and programmes. This makes it difficult to assess the degree of spending on the achievement of gender equality results except for those projects with explicit gender equality objectives or components. However, within the JCO none of the staff interviewed indicated that they were not able to achieve effective gender equality results as a result of inadequate funding.

The JCO programme staff did observe that they all encounter some pressure to reallocate programme funds to support social and attitudinal change if these processes take a long time to implement, particularly towards the end of a programme cycle. This may be due to a number of factors. The first could be the existence of an institutional disbursement culture that tends to reward spending over results. The second is that the social and attitudinal change commonly associated with gender equality programming often takes a long time to implement. Programmes of this nature may, therefore, be more vulnerable to funding reallocation in general, and not specifically because they are focused on promoting gender equality.

Another funding issue arises from the fact that Jordan is a middle-income country, and therefore has a relatively small programme budget. This makes the JCO highly dependent upon external funding from donors and its Jordanian partners to support

31 Based on interviews with programme staff and RO Regional Planning Officer.
32 Based on interview with senior management and review of UNDAF.
33 Based on interviews with programme staff, senior management and discussion in mission wrap-up meeting.
programming. In this context, the JCO’s strategy is to allocate core funding to those programmes that do not readily attract donor support. Consequently, the fact that most of the funding to support gender equality programming in Jordan comes from external as opposed to core funding is not a reflection of GE having a low priority within the country programme. It does, however, have significant implications regarding sustainability as it leaves GE programming vulnerable to shifts in donor and partner priorities.

3.1 Perceptions of UNICEF Partners and UNCT

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

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

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

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

3.2 Gender Gaps in Programme Processes

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

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

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

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

3.3 Programme Document Review

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

In particular, the Country Programme Document, although it refers to the Jordan country programme following “an approach based on life cycle, rights and gender”, does not actually integrate an explicit gender-sensitive approach in terms of most of its target groups, key results and progress indicators. For example, the terms children and adolescents are used as aggregates with no distinction between male and female children and adolescents. Only one result, one related to increasing child and adolescent

34 Based on interviews with programme staff and senior management.
35 E/ICEF/2002/P/L. Addendum I.
access to gender-sensitive education, makes any reference to an explicit gender equality related result expected. This is in contrast to the observed gender equality results and approaches which appeared to be significantly greater than that indicated in the programme documentation. The CPD does pay clear attention to the CRC, but less so to CEDAW, although UNICEF is involved in supporting the CEDAW reporting process in Jordan.

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

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

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

Points of Entry for Gender Equality Inputs in Programme Documentation

Annual Workplans
- Number of male and female participants/beneficiaries needs to be made explicit
- Annual project objectives need to include explicit gender equality objectives
- Outputs need to be explicitly linked to clear gender equality results, where appropriate

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37 Gender Blind: the lack of understanding that gender is an essential determinant of the life choices available to women and men in society and the assumption that the objectives in a policy or programme document that refers to aggregate terms such as communities, children, people, participants, adolescents, etc. automatically includes and will benefit both male and female target groups.
• Clearer and explicit links to GE issues in UNDAF and CCA within the context of UNICEF’s mandate and programme focus need to be made.

• Country Programme Management Plan

  Plan states that the new programme follows a life cycle, gender, and rights-based approach, but does not explain how this is being implemented

  Summary of Proposed Management Staff major responsibilities needs to include responsibility for integrating gender equality inputs in each programme area

  Proposed changes in positions need to consider if it is possible to build in additional gender expertise on staff (balanced against the overall need to meet all programming priorities).

  The key planning, monitoring and reporting documents section needs to consider the inclusion of a GE and/or Cross Cutting Issues review process as a strategic activity.

Integrated Monitoring and Evaluation Plans

• Need for clarification of male and female target groups

• Need for inclusion of a Gender Equality strategy

• Need for specific qualitative and quantitative indicators to measure project effects on gender equality

• Need for general project indicators to be gender-sensitive (e.g., include numbers of female and male beneficiaries reached)

• Project objectives should consider the inclusion of an explicit gender equality objective

• Targets need to be disaggregated by sex where possible and appropriate.

• There is a need to incorporate more of the gender issues raised by CEDAW systematically into monitoring plans.

Annual Report

• All programmes need to explicitly report on the specific ways their programme has contributed to gender equality results.

• Section on MDGs should include reference to how UNICEF’s work in Jordan has contributed to MDG3.

• Each programme area needs to include some degree of gender analysis and identification of the key gender issues the programme needs to address)

• Programme objectives could be strengthened by the inclusion of an explicit gender equality objective

• Future Work Plans need to include reference to actions to be taken to promote increased gender equality within the context of each programme.


• Needs to include a strategic GE Results focus, either in its overall strategic vision or in the detailed articulation of results and key progress indicators within each programme component.\(^{38}\)

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\(^{38}\) Refer to section on Goals, key results and strategies, pp.7-8.
IV. GOOD PRACTICES IN THE JORDAN COUNTRY PROGRAMME

4.1 Definition of Gender Equality Results

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

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

4.2 JCO’s Approach to Gender Equality Results

Within the Jordan country programme, most of the programme staff interviewed (6 out of 7), confirmed that they primarily view increased participation of women and girls as the main gender equality result of their programming. Two staff also took a more strategic viewpoint and focused their work on empowering girls and boys (particularly adolescents), and mothers and fathers in different ways. While conceptually participation does not mean the full achievement of gender equality, in the Jordanian context where cultural norms significantly restrict the mobility of girls and women outside the home, increased participation constitutes a major gender equality result in and of itself.

Based on the interviews programme staff appeared to have a clear idea of what the key gender equality issues were that programmes should be addressing. However, the degree to which specific gender equality results could be tracked was limited because there was no prior gender analysis or collection of baseline data in some programmes and no gender-sensitive or specific monitoring indicators in others.

Consequently, the Evaluation Team focused instead on documenting what they assessed to be good practices related to gender equality and analyzed the processes that helped contribute to their success. In this context, the Team has defined a good practices related to gender equality and analyzed the processes that helped contribute to their success.

39 Identification and documentation of good practices was based on interviews with the JCO programme staff and partners; and focus group discussions with male and female project beneficiaries from three projects: Adolescent Empowerment, Community Empowerment and Better Parenting. Both project sites visited concentrated on programmes designed to support diverse groups living in refugee camps.
practice as any programme intervention or strategy that explicitly contributes to increased gender equality at either the practical needs or strategic interests levels, with an ideal programme approach being to address both levels.

The Team’s review of individual programme strategies used that appeared to contribute most to increased gender equality appeared to indicate that the most effective one: Combined strategic policy advocacy approaches with strategies designed to foster attitudinal change at the individual level and capacity building of service providers in focus areas related to key gender issues. Took a proactive approach to include men and boys in the attitudinal change programming through the use of male and peer facilitators and religious leaders. Strongly enforced an equal participation policy for girls and boys and men and women wherever appropriate.

Details about the specific good practices strategies and approaches used are described in Section III.

V. CONCLUSIONS

Overall, the main findings the Evaluation Team were that the JCO:

• Is focusing the gender equality (GE) components of its general programming at the strategic level, with a particular emphasis on increasing the participation of women and girls, and particularly vulnerable groups of boys and men.
• Has a growing understanding of the importance of the active inclusion of boys and men in UNICEF programming as a means of achieving increased GE for both sexes.
• Has a strong awareness of the importance of gender equality in UNICEF programming. This appears to be more attributable to the strong leadership and direction provided in this area at the senior management level over the past nine years than to UNICEF’s gender policy directives.
• Has developed some highly innovative rights-based programming that appears to be acting as a catalyst for changes in individual attitudes of women and men, and boys and girls about traditional gender roles and rights; it is also working on policy change and advocacy at the national, governmental level.

Despite this very positive and strong foundation, the JCO:

• Has not integrated gender equality systematically in its programme planning, implementation and monitoring/evaluation processes.
• Has under-reported the gender equality results it appears to have achieved in this area in general.
• Staff, while quite aware of the importance of GE and quite open to it, have generally not participated in any formal gender training over the past five years and needs additional support to develop their capacity to integrate gender equality into their programmes more systematically.

The last three points appear to be linked more to weaknesses in UNICEF’s global systems such as how GE is addressed in the PPPM and the absence of a corporate GE training programme focused on programming for the last 12 years.
In general, programme staff indicated that the promotion of gender equality issues is highly relevant for the Jordan country programme. This general understanding, combined with the strong leadership provided by senior management, and the overall strategic approach taken to programming by the JCO, has meant that the programmes reviewed by the Evaluation Team support the primary goals of UNICEF’s gender policy, even if it is not due to direct implementation of the policy.

The key ways in which they are doing this is by:

- Promoting the ratification and implementation of CEDAW\textsuperscript{40}
- Integrating gender concerns in selected country programmes\textsuperscript{41}
- Supporting the setting of gender-specific goals in Jordan’s national programme, particularly in the area of child protection.
- Taking a life cycle approach
- Supporting specific actions and strategies for promoting gender equality within the family.

Where the JCO has been less successful is in the development of gender-sensitive indicators in each sectoral area, and of appropriate mechanisms for monitoring GE results and the related actions outlined in the policy. To some degree, the lack of availability of sex-disaggregated data is limiting a full analysis of GE issues at the country level. However, the primary constraint appears to be programme staff capacity to conduct a basic gender analysis and use the results of this analysis to inform programme decisions and planning. The other is that the commitment to integrating gender equality in programming is still primarily at the individual staff level and, as such, remains quite vulnerable to changes in personnel.

In summary, the JCO has a strong general foundation on which to build its capacity in gender equality programming inputs in the future, but will need to focus on finding concrete and practical ways to be more systematic in how it applies UNICEF’s gender policy. Details on ways key points in the programme process where they need to address gaps in the gender equality integration process are outlined under the chapter on recommendations.

The recommended goal for the JCO to work towards is described in the right hand column of the table below and where they are now in the left hand column.

<table>
<thead>
<tr>
<th>Current Status: JCO at Semi-Integrated Gender Policy</th>
<th>Future Ideal: Rights and Results-Based Gender Policy Implementation</th>
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</thead>
<tbody>
<tr>
<td>Findings and results of gender analysis evident in some aspects of programme design, implementation, and monitoring and in institutional decisions</td>
<td>Gender analysis used to identify priority gender equality and rights results needed</td>
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<td></td>
<td>Resources to achieve GE results integrated into programme design.</td>
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<td></td>
<td>Clear results indicators and baseline information established at the beginning of</td>
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</table>

\textsuperscript{40} Based on focus group discussions with the UNGTG.

\textsuperscript{41} Bullets 2 – 5 based on review of good practices detailed in Chapter Three.
• However, the results of this gender analysis have not been applied at all levels systematically.
• Limited degree of formal accountability for integration of gender equality in programmes.

<table>
<thead>
<tr>
<th>planning process</th>
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<tbody>
<tr>
<td>• GE indicators monitored throughout implementation and evaluated at the end of programme to determine actual results achieved.</td>
</tr>
<tr>
<td>• Organization and staff are held accountable for the achievement of these results.</td>
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</table>

The recommendations which follow outline some measures the JCO could consider taking in the future to achieve this goal. These recommendations are targeted at the JCO only with the recognition that there are additional measures required at the RO and HQ level to support these processes. These will be addressed in the final evaluation report.

VI. RECOMMENDATIONS FOR FOLLOW-UP ACTION AT THE JCO LEVEL

These recommendations focus at the JCO level, as the Evaluation’s final report of the evaluation will include an assessment of potential forward-looking and strategic actions strategies for UNICEF as a whole. To achieve a more systematic and consistent approach to the integration of gender equality issues within the JCO’s country programme, it is recommended that:

1. The JCO develop an overall gender equality strategy for its programmes that could be applied using a crosscutting approach. (Accountability).

2. Each staff member be asked to consider including an action relevant for their work related to gender equality in their key assignments during their next annual performance evaluation review (Accountability).

3. Programme staff consider what type of support they need from the JCO Gender Focal Point and discuss this at a staff meeting to determine what the role of the Gender Focal Point should be within the JCO, as well as what level of support is actually feasible and where external support would be needed to meet these needs. This discussion could help provide a foundation to develop a JCO-based set of TORs for the Gender Focal Point role (Capacity).

4. Programme staff identify a pool of national and regional level gender experts who they could call upon for additional support and assistance when needed. (Capacity).

5. The JCO discuss the possibility of holding joint training and strategic planning workshops with other UNCT members on:
   a. conducting gender analysis as a programme planning tool
   b. how to develop a rights and results-based approach to programme frameworks (AWP, LFA, IMEP, etc.) that consistently incorporates a gender perspective
   c. how to write a gender-equality results statement and develop both qualitative and quantitative measures to measure related progress
   d. how to effectively negotiate the promotion of gender equality issues with partners
   e. how to integrate gender equality inputs into UNICEF reports
6. The JCO work in collaboration with GERU to hire a consultant to document the multiple good practices related to gender equality they have established through their country programme to share with other COs. This documentation should focus on the strategic approaches and participation principles that the Jordan country programmes have emphasized and include an analysis of how these approaches could be scaled up in other countries. GEHRU could support this process by developing the TORs, identifying qualified consultants and potential funding for this process and ensuring the distribution of these good practices to the other country offices. (Capacity).

7. For the next programme cycle, any programmes with a strong social/attitudinal change and policy advocacy component need to be developed with time frames that take the long term nature of this type of change process and the time required to achieve measurable results. (Funding & Capacity).
Jordan: Reference Materials Used & Documents Reviewed

Al-Qudeh, Khaled; Abu Libdeh, Khattab. Establishing Empirical Validity for Benchmarks of Developmental Indicators of the National Developmental Standards for Jordanian Children from Birth to Nine Years (An Age Validation Study)


UNDP. JOR/008. “Support to Parliament Secretariat (Lower House) and Members of Parliament (MPs) Capacity Development with Enhanced Skills”. Amman, Jordan.


Country Case Study 2: MOLDOVA

Dr. Roma Bhattacharjea – Deputy Team Leader
Dr. Chris Barnett - Evaluator

I. INTRODUCTION

Moldova is the second of six countries that participated in the global evaluation of UNICEF’s gender policy implementation. The general purpose of the case study is to assess how a sample of country offices (CO) selected by UNICEF are implementing UNICEF’s gender policy in each region. The case study also aims to analyze the institutional constraints the COs face in the policy implementation process, to review strategic partnerships and to document the type and scope of gender equality (GE) results being achieved through UNICEF programming. Further, the intention is to identify good practices that could be scaled-up elsewhere, and make recommendations that are grounded in a strong field experience in order to strengthen the impact of UNICEF’s gender policy.

Two members of the Evaluation Team participated in a ten-day evaluation mission to Moldova from July 23 – August 3, 2007. The following findings are based on semi-structured interviews and focus group discussions (FGD) with stakeholders from the Moldova Country Office (MCO), UN agencies, government counterparts, NGOs, donors and beneficiaries, along with a review of key documents. The Team interviewed 58 respondents in the country office, including programme staff from the MCO (10), senior MCO management (2), government (10) and NGO (4) partners, three members of the United Nations Country Team (UNCT) from UNDP, UNFPA, UNICEF and the donors including Sida, SDC, DFID, USAID and the World Bank and project beneficiaries from two UNICEF projects. The mission included two project site visits outside of the capital city of Chisinau: (i) to a maternity hospital in Orhei Rayon (district) just outside Chisinau, and; (ii) to the Community Centre in the north, near the Ukraine border, Soroca. Plus, in order to incorporate the “voices” of young girls and boys from Moldova, the Team met with adolescents targeted by the new HIV/AIDS programme in Malovata-Noua.

In addition to the generic case study approach, the Evaluation Team paid special attention to viewing the UNICEF programming processes and strategic partnerships. Also, this study highlights some external (national) institutional and capacity challenges to achieving GE, which has, in the view of the Evaluation Team, both impacted the work of the CO and provided an important context to the final conclusions of this Evaluation.

In response to the Evaluation Team’s request to review their flagship programmes, the MCO selected the following programmes for the Evaluation Team to review: (i) the Early Childhood Care and Development programme of the 2002 – 2006 country programming cycle; (ii) the Child Protection programme, and; (iii) the newly designed HIV/AIDS programme.

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42 See Annex 13 List of Persons and Organizations Interviewed.
43 See References.
44 Details on the methodology used are included in Section I (main report).
II. GENDER IMPLEMENTATION IN THE MCO

2.1 National context:

The way gender policy has been integrated into the programme by the Moldova Country Office (MCO) needs to be viewed and understood within the national context and significant development challenges faced by Moldova. Moldova’s living standards and human development indicators still rank amongst the lowest in Europe, even in comparison with other transition economies. Since independence from the disintegrating Soviet Union on 27 August 1991, Moldova has faced (and continues to face) numerous political, economic and social challenges in transforming from a command economy to a democratic market economy.45

Children in Moldova are particularly affected by poverty-related issues: “Migration has left an estimated 28,000 children without the care of both parents. Two in three of these children are girls… Institutionalization remains the main form of protection for children without parental care”.46 “Of particular concern are the one in five children classed as poor in Moldova. Extreme poverty among children is acute: 33% of children under the age of five do not receive adequate food to meet their proper health and development needs.”47 These children then face further vulnerability, such as sexual and labour exploitation. Poor girls and boys are exposed to risks such as abandonment, residential care, gender-based violence, trafficking, HIV/AIDS. Children in general do not have a “voice” as a constituency in Moldova.

Entrenched gender inequality is one of the structural factors that underlie many of these problems. The Committee on the Rights of the Child in their observations on Moldova drew attention to the poverty and migration of women as having a “great impact on children”.48 The specific gender equality challenges cited in the CCA include gender discrimination in the economy such as:

- Women being under-represented in decision-making and those spheres of the economy where higher wages earned
- Women are more frequently employed in lower paid jobs than men. This trend has led to an increase of the gender pay gap to 28% (i.e. on average, women receive 28% lower salaries than men)
- In 2003, 41.3% of the households headed by women assessed their living standards as low compared to 27.7% of households headed by men
- Discrimination against hiring women of reproductive age, as employers do not wish to pay for maternity and other social insurance

45 Based on CCA, pages 6 and 16.
The Committee’s report also noted:

- Large numbers of women of reproductive age are leaving the country in search of work
- There is a perpetuation of stereotypical roles of fathers and mothers
- The prevalence of gender-based violence and about one-third of maternal mortality, arising from unsafe abortions
- Low prevalence of contraceptive use, rising teen-age pregnancy, HIV/AIDS, etc
- Significant numbers of women and children being trafficked and sexually exploited
- Women’s under-representation in the political and public domains, especially in decision-making positions

The key gender issues affecting men and boys includes:

- Fathers are being left behind to care for children without having been socialized appropriately to take on this role
- A gap in the way the national government and the UN system analyzes of how commonly held views of masculinity and the social roles of boys and men contribute to serious problems for both sexes, e.g., men’s life expectancy is less than women’s.49

The Republic of Moldova ratified CEDAW in 1994, along with many other international human rights obligations. However, interviews with UNICEF programme staff and donor agencies indicated that the enforcement of normative frameworks whether towards Social Protection, Gender Equality or Rights of the Child remains weak.50

The evaluation team observed a general ‘culture of ‘silence’ in the official domain on sensitive social issues, including gender equality.51 The interviews and document review process also indicated that there are also serious challenges with regard to the availability of up-to-date data, disaggregated by sex, urban-rural and other relevant common disparities. Data collection methods are often outdated and what is available not always analyzed and used to best advantage. Several interviews also uncovered that some government officials and other UNICEF partners did not perceive gender equality to be a problem in Moldova,52 primarily because it was not apparent from the existing statistics. For example, there is a widespread view that there is equality in education because there are no serious gaps between the enrolment rates of girls and boys in school.

49 CCA, pages 10, 11, 16, 18, 19, 20, 21, 28, 29, 36 and 37. Adolescent girls and boys interviewed by the Evaluation Team confirmed serious issues of inadequate information on reproductive issues and HIV/AIDS and gender-based practices of unsafe sex, occasional forced sex, and low access to and use of contraception.
51 CCA, page 37.
52 Feedback from UNIFEM, UNFPA, UNDP and NGOs. Plus, comments from ex-government staff now with UNICEF.
III. ANALYSIS OF INSTITUTIONAL STRENGTHS AND WEAKNESSES

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

The assessment and rating for the MCO for each set of indicators for the four categories are summarized below. The ratings for each indicator range from a score of 1 that represents a low level of institutional achievement for this area, to a 4 at the high end of the scale. Each of the four categories of analysis starts with a summary table of the key assessment indicators outlined in the Institutional Assessment Framework. A brief analysis is then given of any notable strengths or weaknesses for the category as a whole.

In the following section the Evaluation Team outlines its analysis of the institutional constraints that underlie these weaknesses in the integration of GE policy in programming, implementation and results. They found that many of these appeared to beyond the control of the country office and therefore need to be viewed within a national and global UNICEF context. This pattern also needs to be checked against the other five country case study assessments to determine if it is an overall institutional challenge. The Team were also told that day-to-day institutional guidance on gender equality comes more from the PPPM and the RO, rather than from the formal Gender Policy. Furthermore, guidance on GE in practice, whether through the PPPM or guidance from the RO, was generally experienced and interpreted by staff to be an insistence on the collection of sex-disaggregated data.

(a) Commitment

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<tr>
<td>Representative demonstrates active &amp; visible leadership of GE issues in CO (high), although GE is not integrated in all programmes (fair)</td>
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<td>Representative has participated in gender analysis/awareness training in past 5 years (low). Note: There has been no formal gender training within Moldova Country Office as a whole.</td>
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<td>Highest level of authority of staff with significant responsibility for GE = Representative (High)</td>
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<td>Gender Focal Point = NO3 (High). Note: High level of individual staff commitment to promotion of increased GE also observed</td>
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Rating scale: 1-Low, 2-Fair, 3-Good, 4-High.

The Representative demonstrated visible commitment and leadership on GE. For example, the Evaluation Team was witness to a video clip of a UNICEF public campaign, where he spoke in public on the importance of fathers reading to their children.

There is also strong normative commitment within programme cluster staff to their work in general, and to supporting the problems of children, mothers, and issues of Child
Protection and so on. The Evaluation Team sensed the dedication and passion of the programme cluster staff very clearly. The weak implementation of the gender policy, owes more to a general lack of a systematic approach to the gender policy’s implementation and a need for a clearer strategic vision related to gender equality, rather than due to a lack of commitment of programme cluster staff or senior management in UNICEF Moldova.

(b) Accountability

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<tr>
<td>Lines of accountability for gender equality inputs exist, but not enforced systematically (fair).</td>
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<td>No staff, except GFP, have promotion of increased gender equality as one of their annual key assignments (low).</td>
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<td>No one’s job descriptions include relevant tasks related to gender equality (low). Note: this may be UNICEF-wide</td>
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<td>M&amp;E reports include little assessment of programme effect on gender equality, and it is not applied consistently (fair).</td>
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<td>Limited evidence that UNICEF holds its partners accountable for reporting on increased gender equality in the programmes funded (low)</td>
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<td>Programme documents do not systematically require management sign-off on the gender equality inputs before they are approved (low). May be UNICEF-wide</td>
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<tr>
<td>Gender Focal Point does not have clear TORs (low). May be UNICEF-wide</td>
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Rating scale: 1-Low, 2-Fair, 3-Good, 4-High.

The overall score for the accountability section is low, owing to the weak institutionalization of GE in the CO and possibly within UNICEF in general. While the CO senior management has a clear sense of accountability on GE issues, they are required to follow UNICEF’s institutional processes as outlined in the PPPM and to follow mandates approved at the Headquarters and Regional Office (RO) level. As indicated in the Jordan country case study, the leading document providing guidance to the COs in terms of programming, the MTSP, has relatively little reference to gender equality issues and approaches.

The programme staff interviewed could not recount being held accountable on GE issues during the approval of the respective programme areas for which they are responsible, either by their senior management or the Regional Office. This latter point is significant as it is the Regional Office that approves programme proposals and funding. Also of note is that none of the programme staff reported having a gender-related key assignment in their PER, except for the Gender Focal Point (GFP) where it is in any case poorly articulated. The Monitoring and Evaluation Officer also has no specific responsibility for ensuring that programmes report on or collect sex-disaggregated data, gender statistics and conduct gender analysis. However, this analysis of the CO has to be understood in the context of the multiple challenges facing COs such as Moldova, which are grappling with the implementation of Results–Based Management, Human Rights-Based Approaches and the UN Reform process all at the same time. Within this context, the high commitment of senior management to GE and the appointment of a GFP at the NO3 grade in 2007 indicate an important step forward.
(c) Capacity

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<tr>
<td>Staff are aware of UNICEF’s gender policy (high), but staff have limited knowledge of gender equality concepts to apply to their work (low).</td>
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<tr>
<td>Qualitative gender analysis is either not included in programme planning or only on ad hoc basis (low).</td>
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<tr>
<td>Some programme planning documents include GE inputs or objectives. Some planning decisions are based on prior qualitative gender analysis (fair). <em>Example:</em> HIV/AIDS design</td>
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<tr>
<td>There are few technical experts in gender equality that staff can call upon within UNICEF (low). <em>UNICEF-wide</em></td>
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<td>Gender quality results are not clearly defined, measured or tracked, with the main focus on sex-disaggregated data (fair).</td>
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<tr>
<td>No formal systems exist to capture and document internal knowledge on gender equality, particularly good practices (low) <em>UNICEF-wide</em></td>
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<tr>
<td>Few staff have knowledge and skills they need to advocate effectively on key gender issues with partners (fair)</td>
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<tr>
<td>Staff have not been provided with gender analysis and advocacy training (low). <em>UNICEF-wide</em></td>
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<tr>
<td>Most staff do not yet have the capacity to conduct qualitative gender analysis to support their work (low).</td>
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Rating scale: 1-Low, 2-Fair, 3-Good, 4-High.

While the ratings for staff capacity in gender equality appear low overall, it is important to understand this assessment takes place within a context of a system-wide issue for UNICEF. This is due, in part, to the fact that with a few exceptions, UNICEF has not provided formal institution-wide gender training within UNICEF, as a whole, for over 12 years. There is a good foundation to build this capacity however, as most programme staff appeared open to learning more about how taking GE issues into account in programming could further strengthen UNICEF programme results. There also appears to be a genuine desire for increased knowledge and professional skills amongst the MCO staff. This type of gender-related capacity building is something that will require more support in the future.

(d) Funding

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<tr>
<td>It is not possible to track the amount of funds spent to achieve specific gender-equality results without modifications to financial reporting tools (low).</td>
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<tr>
<td>Resources to support the achievement of gender equality results are not systematically included in every programme/ project (low).</td>
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Rating scale: 1-Low, 2-Fair, 3-Good, 4-High.

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53 Some regional workshops on gender awareness, a limited reference to gender issues in leadership training offered to a small number of senior male and female managers, and a limited offering of the gender module of the PPP to new staff.
UNICEF’s existing financial reporting systems do not currently facilitate the tracking of expenditures on gender equality inputs to projects and programmes. This makes it difficult to assess the degree of spending on the achievement of gender equality results except for those projects with explicit gender equality objectives or components.

IV. PROGRAMMING PROCESSES AND STRATEGIC PLANNING

This evaluation mission paid particular attention to mapping the actual programming process, not only to capture better where and how Gender Policy was or was not being implemented, but to also try to capture and highlight possibilities of integrating GE in the process, even if it had not been embedded from the start.

The focus of this section is on two main processes: Firstly, the UN-wide process from CCA through to the Country Programme Action Plan (CPAP). And secondly, the planning process undertaken by UNICEF Programme Officers and Assistants, based on the CPAP objectives. This also includes the development of project proposals, logical framework and the Annual Work Plans (AWPs). These two aspects are assessed in sub-sections (a) and (b) below.

(a) Country Programming: From the CCA to the CPAP

“Had I known about gender equality I would have embedded it in our programme from the beginning.” (UNICEF programme staff)

“We’re guided more by common sense and intuition, and we lack a more systematic approach to integrating gender equality” (UNICEF CO staff member).

In Moldova, the UNICEF programming process underwent significant changes and improvements between the last cycle from 2002 to 2006 to the present one (2007-2011). The MCO has introduced logical framework analysis in all programme areas and established the PROMS internal monitoring system to more systematically record indicators at activity, output and outcome levels. Many of the key weaknesses identified in the 2002-06 cycle have been (or are being) addressed. It is therefore difficult to fully assess the 2007-2011 cycle as the first year of programming has yet to be reviewed; with the Annual Review due at the end of 2007.

In reading the following sections it is also important to keep in mind that this was the first time that the full CCA/United Nations Development Assistance Framework (UNDAF) process was undertaken in Moldova. At the time there was a strong emphasis on achieving a process that enabled a wide participation of national counterparts who would identify priorities based on consensus. This is one factor that led to a dilution of GE in these two processes since not all counterparts see gender equality as a major issue in Moldova.

The Common Country Assessment (CCA)

Staff from UNICEF, UNIFEM, UNFPA and UNDP almost universally perceive the 2005 CCA as being weak on gender issues, particularly with regard to the integration of gender equality as a crosscutting issue across all aspects of the analysis. The CCA document contains a section devoted to gender (pages 49-51), but it is weak in its employment of sex-disaggregated statistics and use of gender analysis.
There are several reasons that may explain the limited integration of gender equality in the CCA:

The involvement of a gender expert from UNFPA’s Regional Office is said to have occurred too late in the process to influence the overall approach. Gender was therefore contained within one section of the report, rather than integrated by all participants. The lack of available national sex-disaggregated statistics limited the extent to which gender analysis could be undertaken.

The process of consultation with national counterparts meant that sometimes gender issues were contested because of a lack of statistical data to provide definitive proof. This lack of available sex-disaggregated data and limited gender analysis, in turn, helped reinforce the views of national counterparts. For example, national data on domestic violence only records serious incidents (death, or severe maiming). Consequently, the full extent of domestic violence goes largely unreported.

A lack of credible studies to support NGO lobbying on gender issues. Some NGO studies have been undertaken but most were not at a national scale and the methodology was sometimes criticised for lack of statistical rigour.

From CCA to UNDAF
The CCA has a strong influence on the subsequent UNDAF and UNICEF country programme. Therefore the fact that there was limited GE integration in the CCA subsequently limited how well GE was integrated at the start of the UNICEF programming process. Therefore while the UNDAF introduces some sex-disaggregated indicators, GE integration in this critical framework is otherwise limited.

Apart from weaknesses in the CCA, other reasons were suggested to explain the limited integration of GE in the UNDAF. These include factors such as: national government counterparts generally did not see gender as a priority. As one interviewee put it, “there were a lot of problems to address and discussions with national counterparts tended to focus on the most well-known problems”. These views were often reinforced by existing national strategies (e.g. the EG Poverty Reduction Strategy Paper) which makes limited reference to gender issues. There is also a general lack of available gender-sensitive indicators and analysis in these national planning documents.

Where GE issues were raised by NGOs, evidence was not always considered sufficiently credible to provide the basis for national policies and programming (either in terms of methodology or the limited coverage of the studies). Attempts to advocate for particular issues by UN agencies depended on reaching consensus; more successful advocacy on other (non-GE) issues is said to have been the result of a mix of factors: the use of credible evidence, support from colleagues in other UN agencies, the sector or profession, and the views of government. At this stage, support from the Regional Office was mostly in terms of the formulation of overall objectives and indicators (results-based management), and not how to address gender mainstreaming.

From UNDAF to CPD/CPAP
The process from taking UNDAF outcomes to the UNICEF country programme level does permit some flexibility to interpret outcomes in accordance with a particular UN agency’s mandate - as well as develop more specific country programme outputs (see below: Hierarchy of objectives). As might be expected, the UNICEF country programme contains objectives that are more youth and child-focused. Plus the CPAP is generally
more effective at identifying sex-disaggregated baselines, indicators and targets – something that is perceived as strength of UNICEF. Despite this, gender issues are not clearly addressed.

**Hierarchy of objectives**
The following example is based on UNICEF-Moldova’s HIV/AIDS programme. The analysis highlights a number of key points. Firstly, the UNDAF objectives show limited GE integration, in part a consequence of the limited GE analysis contained in the CCA. Secondly, the UNICEF CPAP makes some refinement of the UNDAF objectives, with a more youth-specific focus as well as a greater emphasis on sex-disaggregated baselines, indicators and targets. Thirdly, the programme-level shows that it is still possible to introduce GE analysis, plus more gender-sensitive objectives/activities, even within the constraints of the UNDAF/CPAP.

<table>
<thead>
<tr>
<th>EGPRSP: Very broad national policy-level objectives</th>
<th>Long-term development objectives: “Sustainable socially oriented development (entails a consistent growth in the standards of living of the poorest; consistent with the MDGs)”</th>
</tr>
</thead>
<tbody>
<tr>
<td>UNDAF: Limited gender analysis integrated in CCA &amp; UNDAF Some sex-disaggregated indicators</td>
<td>UNDAF Outcome 2: “By 2011, vulnerable groups enjoy increased equitable and guaranteed access to basic services of good quality by the state with the support of civil society”. UNDAF Outcome 2.2: “People of reproductive age adopt safe behaviours and seek health commodities and information on HIV/AIDS/STIs and Reproductive Health”</td>
</tr>
<tr>
<td>CPAP: More youth specific objectives Baseline, targets &amp; indicators disaggregated by sex</td>
<td>UNICEF CPAP Outcome: “Young people, including the most at risks, adopt safe behaviours and seek health commodities and information on HIV/AIDS/STIs and actively participate in local development planning, implementation and monitoring” UNICEF CPAP Outputs: “Improved policy ensure HIV/AIDS prevention and care programmes are made available to most at risk and especially vulnerable adolescents”</td>
</tr>
</tbody>
</table>
### Programme-level:

**Available data**
- Used to show gender has an impact on the epidemic
- Gender strategy introduced activities to address constraints & behaviours
- Support to government to collect sex-disaggregated data

### Logical Framework Activities:
- Develop a standardised tool for data collection on MARA disaggregated by age, sex, risk behaviour and diversity
- Conduct a baseline survey on MASA to collect data on age, sex and risk behaviour in defined geographic locations
- High officials and decision-makers have knowledge, guidance and examples to design and implement policies that meet the needs of MARA by age, sex, risk behaviours and diversity
- Service providers have knowledge and skills...including a gender-training module developed
- Enhanced capacities of most-at-risk and especially vulnerable adolescent females and males for involvement and participation in national response to HIV

### Lessons for Integrating GE in the Future

There are several key lessons that can be drawn from reviewing the actual process undertaken in Moldova from developing the CCA to the CPAP.

Firstly, **the CCA is an important point at which gender analysis should be integrated**; not only because thorough analysis underpins good programme design, but also because in UNICEF’s case, no other significant gender analysis was undertaken between the CCA (2005) and the UNICEF country programme for 2007-2011. As such, several of those interviewed claimed that the weak analysis of gender in the CCA translated into weaknesses in the UNDAF and ultimately in the CPD and CPAP. They noted that as outcomes are fixed by the UNDAF, any attempts to make the CPD and CPAP more gender-sensitive are now limited to the output and activity-levels of programme design. Following the CCA and UNDAF, the subsequent CPD/CPAP show little evidence of a systematic introduction of GE into programme proposals, logical frameworks and Annual Work Plans (AWPs). While there is the introduction of some sex-disaggregated baseline data, indicators and targets, the integration of gender issues and inputs is otherwise limited.

Yet secondly, **there remain some opportunities to bring in gender dimensions into UNICEF programming**. While it is not systematically integrated across all programme areas, the design of the HIV/AIDS programme shows that it is still possible at this late stage. As the project proposal states that, “while there is poor disaggregation of data by sex and age in government statistics on HIV, even the available data reveals that gender has a significant impact on the dynamics of the epidemic”. As the programme has yet to be implemented it is not possible to assess GE results, but even so there are a number of encouraging signs in the design. See Box below.

### Integration of GE in UNICEF HIV/AIDS Programme

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54 This is especially important in areas such as domestic violence and human trafficking, where the root causes can be the consequence of deeply embedded social values and norms.
The programme includes a gender strategy which, while short, does at least highlight the importance of gender equality and the need to integrate GE issues in all aspects of the programme. This includes the gender training of service providers so that they have the knowledge and skills to integrate gender equality perspectives into their work.

The design makes use of available data, though limited, to show the importance of gender issues in this programme sector. For example the proportion of HIV-positive women has increased significantly from 25% in 1996 to 45% in 2004, and the high prevalence of males amongst injecting drug users infected with HIV (79.9%).

Due to the paucity of data (disaggregated by sex, age and risk behaviours), a strong initial emphasis of the programme will be on supporting government to collect data to inform officials and decision-makers. The programme plans on employing a gender consultant to advise on the questionnaire and subsequent analysis from a gender perspective.

The programme design also includes an explicit intent to develop activities to address constraints and behaviours. Many of the activities of the programme will be better specified after the analysis of data. For now, the proposal states that, "gender issues will be mainstreamed within all planned activities… oriented towards openness of men’s and women’s roles and responsibilities towards safer sexual behaviour, including their sexual and reproductive rights”.

The UNICEF Programme Assistant cited examples where gender may be an important factor in this programme depending on the evidence obtained during the first phases of implementation. This includes factors such as social norms in which male drug users tend to inject first and then pass to the female (or vice versa), or the case of female sex workers who experience considerable discrimination while their male ‘clients’ are not stigmatised. These are social values and perceptions reinforced by society and acceptable norms around gender issues.

(b) UNICEF internal programming processes

Programme design (logframes, baselines, indicators)
In general, there is some use of sex-disaggregated data for baselines, indicators and targets, and especially for the 2007-2011 cycle (see CPAP, PROMS). Plus, the recently commenced UNICEF-NBS collaboration should help improve the availability, quality and use of disaggregated statistical data in social statistics domain (CP Outcome 1.1 and CP Output 1.1.9).

However, the programme document review demonstrates a limited, systematic awareness and use of gender-sensitive indicators and analysis in the CPD/CPAP and in some programme areas (e.g. in Child Protection, Equitable Access to Quality Services, Social Policy). The HIV/AIDS programme provides a clearer emphasis on monitoring and evaluation that includes the development of gender sensitive indicators and tools (refer to programme proposal, page 4). This is at an early stage though.

Guidance from the Regional Office
While it is the UNICEF Executive Board ultimately approves the CPD/CPAP, the Regional Office has an important oversight function prior to approval. By all accounts feedback from the Regional Office has tended to focus on strategic issues (such as the repositioning of UNICEF and the shift away from direct service delivery) plus results-based management issues (e.g. the formulation of objectives). No staff interviewed could recall being required to include GE inputs.

The AWP is an agreement between UNICEF-Moldova and its national government counterparts. For this approval process, there is also no internal mechanism within the UNICEF country office that requires Programme Officers to include GE inputs.

**The use of guidance in programming**

All Heads of Clusters noted a lack of operational tools and guidance on GE that they could use to bridge the gap between the UNICEF Gender Policy and situation analysis, programme design and the reporting of results. In programme and sub-project design, Programme Officers and Assistants make use of a wide range of guidance, from UNICEF internal guidelines to technical papers, international good practice and other guidance available in particular sectors. Except for the case of the HIV/AIDS programme, the guidance cited made little (if any) reference to GE.

In the process of developing the logical frameworks and project proposals (and eventually the AWPs), the UNDAF/CPAP objectives provide an obvious starting point for Programme Officers. Nevertheless there is considerable variance in the other guiding documents used in the programme design process. Sometimes the Mid-Term Review is key in formulating the new programme design in the following cycle. For example, in Child Protection, the Mid-Term Review (MTR) of the Child Protection Programme (February 2005) provided important inputs into the design of the 2007-2011 Child Protection Programme, the CO’s flagship programme. Yet, the review contains little analysis of GE, and as a key evaluative document feeding into the subsequent design process, it shows how a lack of gender awareness can become institutionalized into programming practices.55

While the limited use of operational guidance on GE remains true for the majority of the Moldova country programme, the design of their HIV/AIDS programme, 2007-2011 provides an interesting contrast. It is important to note therefore that this programme’s design has been strongly influenced by the interests of the donor, Irish Aid, which has insisted strongly that UNICEF integrate GE into the programme. This is an example how it is still possible to integrate GE into a UNICEF programme even if GE issues are not embedded in the CCA or situation analysis.

**V. STRATEGIC PARTNERSHIPS**

55 Mid-Term Review of the Child Protection Programme, 2002-06: The document contains virtually no analysis of gender issues. Indeed, ‘gender’ is only referred to once in the MTR, and then only as part of a broader reference to the MDG to “promote gender equality and empower women” (page 16, MTR). Reference is mainly made to ‘children and families’ with little reference to women, men, boys and girls; little use of sex-disaggregated data and no use of gender-sensitive indicators (such as those used to identify and assess the underlying social factors that lead to the abandonment and trafficking of children).
(a) Donor and Partner Perceptions of UNICEF

There is a generally positive view of UNICEF in Moldova on the part of the donors interviewed (including SDC, USAID, DFID, Sida and the World Bank). The focus group discussions held with government counterparts, leading gender-related NGOs and UN entities interviewed confirmed that this perception is also held by UNICEF’s other partners. Some donors and government specifically cited a high degree of trust in UNICEF and one government Ministry emphasized that while there were other partners who gave more funds than UNICEF, they found that was much more responsiveness to the needs of national counterparts.

In particular UNICEF has high visibility and is strongly associated with children and mothers. Some NGOs, however, thought that the strong “mother and children” focus might be reinforcing traditional stereotypes on gender roles.

UNICEF is *not* however perceived as a leader on gender issues in Moldova. Few interviewees could cite examples of UNICEF’s work on gender or any particularly outstanding GE results and examples of good practice. In Moldova, Sida is the institution seen to be the real leader on GE. It was instrumental in setting up the Donor Working Group (DWG) on Gender. And at these meetings, Sida has taken a strong initiative in several areas, bringing new proposals to the fore and motivating and challenging other agencies on gender equality issues. UNIFEM, having opened its office a few months ago, is also perceived as taking a lead on gender in Moldova. This is a relatively recent phenomenon based on a joint Sida/UNIFEM project with the Ministry of Social Protection, Family and Child (MoSPFC) designed to increase government capacity on gender issues. UNDP is also considered by some to provide important comments during discussions on gender issues.

A good recent example of a donor-coordinated lead in GE is a letter from Sida and UNIFEM written on behalf of the other donors to the government. The letter highlighted donor concerns about weaknesses in the draft National Development Plan (NDP) in terms of gender issues. Follow-up actions will also be taken by the DWG when the NDP-Action Plan is released. This will concentrate on ensuring that indicators take account of gender issues and that budgets are allocated for the promotion of GE in key areas. While UNICEF participates in the DWG, it has not taken a lead on such high-profile initiatives.

At another level, none of the donor partners interviewed could recall UNICEF holding government counterparts to account on GE issues. None of the donors interviewed viewed UNICEF as taking the lead and advocating on gender equality issues. They also were not able to cite any specific examples where UNICEF had actively advocated or raised issues on GE, or had held other donor partners to account on such issues. Indeed, it seems that the opposite process has occurred, with Irish Aid insisting that the HIV/AIDS programme actively mainstream gender.

(b) Examples of Good Practices in Gender Equality

None of the donors, government counterparts or NGOs could cite examples of GE good practice from UNICEF-Moldova. There were, however, examples from other agencies, including:
• **UNDP/UNIFEM Study** on “Gender in the Context of MDGs in The Republic Of Moldova” (forthcoming)

• **World Bank** study on Learning Outcomes: showing the importance of gender in different levels of achievement in education.

• **Sida/World Bank** joint project on Public Financial Management. One component will test the use of gender-sensitive budgeting by government in education, with possible roll-out to other areas of government.

• **Austrian Agency for Development (ADA)** who is co-funding on gender issues and has developed guidelines on how to do gender analysis and how to develop gender-sensitive monitoring indicators.

• **UNFPA** pilot project in Romania that provides a good practice example on the collection of data on gender-based violence.

• “Women and Men Statistics Book” published by NBS/UNDP.

**VI. GENDER EQUALITY RESULTS OBSERVED**

Given the lack of systematic documentation of gender equality results in UNICEF-Moldova programmes, the Evaluation Team found that they had to use a highly pro-active questioning process to determine what some of the key gender equality results were in this programme. To uncover and highlight the hidden innovation in the CO the Team had to present their questions from a gender and strategic perspective and to suggest potential strategies that can be replicated and scaled-up. None of the gender equality results documented by the Evaluation Team in this way had been analysed or reported in a significant manner previously.

The key gender equality results observed through the interview and document review process included:

In the past decade through the efforts of UNICEF and other actors, there had been significant progress made in child and maternal health. As a result, Maternal Mortality Rates and Infant Mortality Rates have been significantly reduced in Moldova. In addition, immunization is now almost universal in Moldova. This addresses gender equality issues at the practical and basic needs level.

UNICEF Moldova has made path-breaking contributions in Child Protection, its flagship programme which, although it does not explicitly integrate gender equality - beyond a Maternal Centres where UNICEF provides critical support to single mothers about to abandon their babies - the Child Protection programme is a good practice of how to establish a programme in a socially-sensitive area. It could therefore be used as a future model for programming on GE in Moldova.

UNICEF Moldova has contributed significantly by giving Child Protection high visibility in the country, and facilitating the creation of a new Ministry of Social Protection, Family and Child as a central entity within government to deal with these issues. UNICEF Moldova, along with DFID, is perceived as a lead actor in this area and has contributed with others at policy and legislative levels. This achievement has to be understood within a national context where some time ago it was not possible to discuss such a socially sensitive subject in public, nor was it deemed an area of priority in the official domain.
UNICEF has contributed significantly to the promotion of: (i) innovative Baby-Friendly Hospitals Initiative, and; (ii) Community Centres projects by enhancing Moldova's national capacity in Early Gender Socialization in Moldova. The latter was originally designed to provide quality pre-school education services to under-privileged children in rural areas. An important focus they developed as a part of this project was to promote the positive role of fathers. This is a truly historic contribution in a society where fractured families are a serious developmental challenge to thousands of Moldovan children and parents.

VII. CONCLUSIONS AND RECOMMENDATIONS

Based on the indicators developed as a part of the Institutional Assessment Framework, the Evaluation Team has assessed the Moldova CO's status in terms of UNICEF's gender policy implementation as being at the start-up stage of gender policy implementation. However, the MCO is clearly a CO that is in transition, much like the economy in which it is located. The current approach to gender equality also demonstrates some characteristics of the initial stages of a country programme that has semi-integrated UNICEF's gender policy; with some of its programme documents including clear gender equality indicators and relevant sex-disaggregated data.

To implement UNICEF’s gender policy more systematically in the long term, the MCO could examine strategies that would work towards the processes described in the right hand column of the table below.
The recommendations outlined in this section are designed to assist with this process.

(a) Recommendations for MCO

“If I had the funds the first thing I would do is a thorough situation analysis of the social development challenges in Moldova, integrating a GE perspective, for high quality well-targeted UNICEF programmes. Currently we just don’t know.”
(Senior UNICEF programme officer)

It is recommended that the MCO:

1. **Develop an overall gender equality strategy for its programmes.** The Gender Focal Point and Monitoring and Evaluation Officer could potentially work together to help monitor the implementation of this strategy. This would be an internal strategy for the office, though it would be essential to link with an overall coherent UN approach.

2. As a part of this Gender Equality Strategy, **undertake a GE Situation Analysis to inform future programming.** This should include a short briefing paper that summarises the policy using accessible language, plus guides on strategic entry points within the programme process to integrate gender equality.

3. **Conduct a sectoral gender analysis of their major programme areas** that could serve as the basis to integrate gender equality in programming, **leading up to the Mid-Term Review of the 2007-2011 programming cycle.** This is about improving GE mainstreaming within UNICEF’s current portfolio of work, not developing new gender-specific programmes that might be best undertaken by other agencies, such as UNIFEM.
4. **Enhance programme staff gender capacity by developing a systematic GE training programme**, starting with adding gender equality as part of its professional skills development process for 2007.

5. **Work more closely to support CEDAW reporting for Moldova** and incorporate major CEDAW Committee recommendations into UNICEF country programme design.

6. **Strengthen the documentation of GE in programmes**, particularly with regard to objectives and gender equality results statements, gender equality results anticipated and achieved, monitoring indicators and lessons learned. Key documents on which to focus include the CPD, CPAP, AWP, IMEPs and Annual reports.
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I. INTRODUCTION

Uganda is the third of six countries that participated in the global evaluation of UNICEF’s gender policy implementation. The general purpose of the case study is to assess how a representative sample of country offices (CO) selected by UNICEF are implementing UNICEF’s gender policy in each region. It also aims to analyze the institutional constraints the COs face in the policy implementation process, to review strategic partnerships and to document the type and scope of gender equality results being achieved through UNICEF programming. Further, it intends to identify good practices that could be scaled up elsewhere, and make recommendations that are grounded in a strong field experience in order to strengthen the impact of UNICEF’s gender policy.

Two members of the Evaluation Team participated in a ten-day evaluation mission in Uganda from Aug 20 – Aug 30, 2007. The following findings are based on semi-structured interviews and focus group discussions (FGD) with stakeholders from the Country Office, UN agencies, government counterparts, NGOs, donors and beneficiaries, along with Review of key documents. The Team interviewed 119 respondents in the country, including programme staff from the UCO (12), senior UCO management (1), government (14) and NGO (8) partners, members of the United Nations Country Team (UNCT) from WFP, UNFPA, UNICEF and UNIFEM, donors including the Consulate of Canada and the Royal Embassy of Netherlands and beneficiaries from two UNICEF projects.

The mission included two project site visits outside the capital city of Kampala: (i) to Kasese district in western Uganda near the DRC border (ii) to Gulu and Amuru districts in conflict-affected northern Uganda. District authorities, project staff and project beneficiaries (87 members), included 27 children (13 boys and 14 girls) from a GEM (Girls Education Movement) school in Kasese and about 50 Internally Displaced Persons (IDPs) in the transit site in Amuru. In the last, separate group sessions were held, with the main focus group a UNICEF facilitated nine-member IDPs water committee (women-5, men-4) and additionally with girls (10), young boys (very few adolescent boys were visible at the site), women (20) and men (30). Women respondents included the Treasurer and Vice - Chair Person of the water committee.

In response to the Evaluation Team’s request to review their flagship programmes, the UCO selected the following programmes for the Evaluation Team to review: The Rights
of All Children to Education (TRACE) and Accelerated Child Survival and Development (ACSD).

II. GENDER POLICY IMPLEMENTATION IN THE UCO

National context:

The way gender policy has been integrated into the programme by the Uganda Country Office (UCO) needs to be viewed and understood within serious national development challenges faced by girls and boys in Uganda. In general, these challenges are further exacerbated in conflict-affected Northern Uganda and Karamoja areas where deprivation is multiple. Overall these include:

- Increasing high incidence of poverty (both adult and child)
- High child mortality (USMR of 140 deaths per 1000 live births) and in (Internally Displaced Persons) IDP camps in Gulu, Kitgum and Pader districts, an average of 3.18 children under-five die everyday.
- Malnutrition (38 per cent under 5 yrs stunted)
- High school drop out rate and low completion rate
- Children have no “voice” as a constituency
- Highest adolescent pregnancy in sub-Saharan Africa
- High numbers of girls out of school
- Early marriages
- Gender-based violence
- HIV/AIDS

UNICEF’s Situation Analysis of the country notes that:

“Deprivation of children and women is widespread in Uganda...Gender discrimination against girls and women is a consistent feature in all sectors. Social indicators for girls and women are generally lower than those for boys and men. Fewer girls succeed in primary school, and educational inequalities become more marked as they move into adolescence. Literacy rates for women are lower than those for men. Women have more limited employment opportunities than men, and tend to be concentrated in low-skilled, low-income jobs. Women and girls bear a disproportionate burden of the workload in the household, doing all the fetching and carrying of water and firewood, as well as cooking, house-cleaning, caring for young children and performing related agricultural activities. Traditional social and cultural norms for young girls and women often include the assumption of subordination to men, reproductive obligations, and limited power to negotiate safer sex within a relationship. This can contribute to higher vulnerability to

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61 This summary is taken from the CCA, SITAN and CPAP 2006-2010. The SITAN was written in 2005, based on 2001 data. The specific statistics and trends have shifted since, however, the analysis of key, gender challenges in Uganda in the SITAN are still relevant and important for programming in Uganda.
62 CPAP 2006-2010, p.4
63 ibid. p.4
64 ibid. p.5
65 Sitan, p.1
66 Sitan, p.1
67 CPAP 2006-2010, p.5.
HIV infection. If their HIV status is revealed, women (and girls) may face loss of homes, property and inheritance. This discrimination is grounded in deep-rooted customary practices of unequal opportunity for girls and women.\(^{68}\)

In general, male-dominated patriarchal social and cultural norms, traditional notions of masculinity have contributed significantly to the poor developmental attainment of girls and women in Uganda.

**Internally Displaced Persons**

Additionally, decades of conflict in Northern Uganda, has exacerbated all these challenges especially, as around 1.6 million are still living as Internally Displaced People (IDPS), eighty per cent of whom are women and children.\(^{69}\) Gender inequalities further shape challenges faced by IDPs as the latter cope with displacement, and now in the new phase where peace is being negotiated, with transition and re-integration.

Some of these additional problems include abduction of children, gender-based violence in camps (including rape and incest), alcoholism of male members in camps, trafficking, re-integration of abductees, girl mothers and re-integration of child soldiers.

Among the IDPs, orphans and women who have become single, as displaced by conflict pose an especially vulnerable category. Women IDPs interviewed were highly concerned about this category in the context of re-integration strategies. Most post-conflict, rehabilitation strategies tend to take for granted issues of ownership of land or family-based labour in the reconstruction of damaged houses or rural livelihoods after conflict – all problematic for orphans and `single’ women.

IDPs interviewed expressed their gratitude to UNICEF and its partners for their provision of water, support to the education of their children, health, protection and many services provided in the IDP camps. However they felt unsure about the continuance of these in their future destinations as programming moved into a return and re-integration phase.

Most of the young girls interviewed said they attended schools. In particular, women IDPs praised UNICEF’s strategy to support women’s participation in the water committees and felt that having a woman as treasurer was a good practice in IDP camps. In their experience, as a result, the resources collected were better-protected, as men tended to siphon committee resources towards the procurement of alcohol rather than management of water resources.

**UNICEF’s Programme Strategy**

Given the above national challenges, the current Uganda CO CPD programme areas are well-targeted from a development and emergencies perspective. However, when analyzed with a Gender Equality lens (GE), their programme approach appears to focus more on helping `women and children’ rather working to promote increased gender equality\(^{70}\). This can be seen from the overarching stated programme strategy that is to

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\(^{68}\) Sitan, p.3.
\(^{70}\) The evaluation team was specifically asked to provide this analysis at this point in the case studies by the Reference Group
“focus on the most vulnerable children and women in the most disadvantaged districts”. This is as opposed to taking a more holistic and generally more effective programme approach which also analyzes the underlying cultural norms and socio-economic structures that generally favour men and which are contributing to the problems which cause women, girls and boys in the target groups to be vulnerable.

III ANALYSIS OF INSTITUTIONAL STRENGTHS AND WEAKNESSES

The evaluators have assessed the Ugandan CO’s (UCO) institutional strengths and weaknesses related to gender equality by comparing the data collected from the programme staff interviews and a review of programme documents with the indicators previously developed for the institutional assessment framework outlined in Annex 6. This framework is based on four primary categories of analysis: 1) Commitment; 2) Accountability; 3) Capacity; and 4) Funding.

The assessment and rating for the UCO for each set of indicators for the four categories are summarized below. The ratings for each indicator range from a score of 1 that represents a low level of institutional achievement for this area, to a 4 at the high end of the scale. Each of the four categories of analysis starts with a summary assessment of the key assessment indicators outlined in the Institutional Assessment Framework. The ratings for each category have been aggregated to give an overall sense of the UCO’s status in this area. A brief analysis is then given of any notable strengths or weaknesses for the category as a whole.

In the following section the Evaluation Team outlines its analysis of the institutional constraints that underlie these weaknesses in the integration of GE policy in programming, implementation and results. They found that many of these were beyond the control of the country office and therefore need to be viewed within a national and global UNICEF context. The Team were also told that day-to-day institutional guidance on gender equality comes more from the PPPM and the RO, than from the formal Gender Policy. Overall the capacity and understanding of GE in the CO is varied.

a) Commitment

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<th>Description</th>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
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<tbody>
<tr>
<td>Senior managers support staff with interest in promoting GE but do not provide systematic direction to all programme staff.</td>
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<tr>
<td>SPO has participated in gender analysis/awareness training in past 5 years (low). Note: Formal gender training done in Mozambique in the context of capacity in preparation of gender policy.</td>
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<td></td>
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<tr>
<td>M&amp;E TOR do not include gender equality responsibility and concerns</td>
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<tr>
<td>Some Links made between priority GE inputs in CCA and UNDAF and CO programmes</td>
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<tr>
<td>Unicef perceived as having leadership role related to GE within UNGTG or UNCT</td>
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Rating scale: 1-Low, 2-Fair, 3-Good, 4-High.

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There is a strong normative commitment within programme cluster staff to their work in general, and to supporting the problems of children and women. Some individual staff members have made significant efforts to integrate gender issues into their programming areas. The Evaluation Team observed the dedication and passion of individuals, and the programme cluster staff very clearly. The M & E TORs do not include any references to gender equality responsibility or concerns. The Evaluation also generated interest in GE issues and there is sufficient commitment within the CO to build on for future programming initiatives with a stronger GE focus.

b) Accountability

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<tbody>
<tr>
<td>Lines of accountability for gender equality inputs exist, but not enforced systematically</td>
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<tr>
<td>Senior managers officially do not have gender equality as one of their key assignment.</td>
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<tr>
<td>Only jobs that have a strong focus on GE includes relevant task related to GE</td>
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<tr>
<td>GFP has not TORs clearly outlining roles and responsibilities of a GFP. Only a short line on GE responsibility in GFP job description.</td>
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<td>M&amp;E Reports do not report on results for GE interventions.</td>
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<tr>
<td>Programme Documents technically require management sign-off on the GE inputs before they are approved but this process is only enforced on an ad hoc basis.</td>
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<tr>
<td>Unicef only holds partners accountable for promotion of GE where women and girls are primary beneficiaries.</td>
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</table>

Rating scale: 1-Low, 2-Fair, 3-Good, 4-High.

The overall score for the accountability section rests between fair and low, owing to the weak institutionalization of GE in the CO. In the UCO, GE integration in programming remains ad hoc and none of the programme staff reported having a gender-related key assignment in their PERs, with the exception of the Gender Focal Point (GFP). Even then, this responsibility was stated in just one sentence. The pattern beginning to unfold in the case studies is that this situation, however, may relate less to CO-specific systems and more to UNICEF’s approach to the institutionalization of gender equality as a whole.

c) Staff Capacity

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<tr>
<td>Staffs have knowledge of basic GE concepts, gender mainstreaming processes and UNICEF’s gender policy.</td>
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<tr>
<td>Gender analysis is included in planning but only on an ad hoc basis</td>
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<td>Some gender analysis is reflected in research and evaluation reports, research and evaluation.</td>
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<tr>
<td>Programme planning documents include GE inputs and include specific GE</td>
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objectives based on prior gender analysis but do not carry these through systematically in all sectors

LFA does not include activities designed to support achievements of gender equality results.

There are limited gender specific results statements in a few sectors such as Education.

Emergency contexts have some assessments which include some sex disaggregated data

Limited number of GE results are partially measured and progress partially tracked.

Regular reporting do not include references to gender equality results achieved or an analysis of the key gender issues concerned.

UNICEF staff have access to internal GE expertise on as needed basis at the CO level.

Most staff have skills to advocate on key gender issues with partners

Knowledge Management, Unicef has some systems and tools in few areas related to GE and are used by at least 50% of programme staff

Over 40% of staff have skills to do basic gender analysis related to programme themselves, but need more skills in complex gender analysis and mainstreaming suitable for their programmes

Rating scale: 1-Low, 2-Fair, 3-Good, 4-High.

The overall rating for staff capacity in GE is good. This positive rating reflects future potential of senior programming staff (SPO/chiefs of sections and GFP) interviewed to take gender analysis and integration of GE into programming to a more systematic and strategic level, based on current analytical skills that are dormant from a GE programming perspective. Senior programming staff have a sufficient understanding of gender issues (inherited from previous careers or assignments) to build on for future programming. They are less knowledgeable, as most development practitioners, on traditional notions of masculinity, male roles and the application of these issues to strategic programming. The last trainings the CO conducted for staff was in 2004 and 2005. However due to competing priorities, their application to programming has been inconsistent. 72

The GFP is a strong GE resource person and has good gender analytical skills but is overburdened. Also, the GFP’s location within one programming sector sometimes limits her potential to adequately have leverage over other programming areas. The GFP needs an enabling system in the office to support the integration of GE. Overall, the potential UCO staff GE capacity could be taken to a much higher level if systematically trained and GE is institutionalised within the office.

d) Funding

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46
Adequate funding is allocated to support GE results but is vulnerable to being reallocated to other focus areas.

It is possible to track funds spent on GE results in UNICEF’s general programming.

Funding for gender equality comes from a balanced mix of core budgets and external earmarked sources.

Resources to support the achievement of GE results are included mainly in programmes in which there are large numbers of female beneficiaries.

There is sustainability of funding for GE-related activities.

Rating scale: 1-Low, 2-Fair, 3-Good, 4-High.

While the general findings from the other countries studied were that UNICEF’s existing financial reporting systems currently do not enable tracking of expenditures on gender equality inputs to projects and programmes, for Uganda, the latter presents some interesting possibilities. Thus, the above positive ratings reflect more the future potential of UCO to track GE expenditures given some innovative features they have introduced. Since 2007, in the UCO, there is an institutional arrangement for an allocation of 10% of programming budget to cross cutting issues such as social policy advocacy, human rights and gender mainstreaming. However, as GE has not been institutionalised, it is challenging to ascertain whether such intentions are being realised, especially as this budget is not earmarked for GE alone.

Interviews with some staff indicated the need for having UCO agree on a proportion of cluster resources which can be allocated for GE issues. Further, the UCO has a system of tracking resources. Interviews with M&E staff indicated that there are weekly reports that show how resources have been used and there may be potential ways to track expenditure on GE. Analysis of UCO planning tools also indicate a need for inclusion of GE activities in log frames for Annual Work Plans (AWPs) such as sensitisation of stakeholders on pertinent gender issues within sectors, capacity enhancement for partners both government and civil society on GE competencies, as well as capacity for District level programme staff to integrate GE issues. Articulation of clear activities for GE in cluster plans would make it relatively easy to allocate resources for GE. This approach needs to be investigated further in the future for both the UCO and the UNICEF system as a whole.

IV PROGRAMMING PROCESSES

Overall strategic focus and integration of GE:

UNICEF’s programming in Uganda involves development in the west, humanitarian assistance in the north and conflict in the east - emergency focused programmes occur mainlyn the conflict-affected Northern Uganda. Overall integration of gender issues is uneven. Some programmes such as The Rights of All Children to Education (TRACE) has attempted to address gender disparities right up to targets and indicators, and others are ensuring equal men and women, boys and girls in participation but there are

It appears that out of current funds around 80 million USD, arise from 16 million USD-RR, 16 million USD-OR and the rest is for the humanitarian programming in Northern Uganda.
major areas such as the programming in emergencies/humanitarian contexts, where the major funding is, and in Protection areas, the integration of GE has been largely neglected. However, staff expressed their interest and appreciation of GE issues during the Evaluation. There is also a great degree of openness to taking GE to a more strategic level in programming, especially in these areas.

In terms of UNICEF organizational priorities, the UCO has addressed all the Multi-Year Strategic Plan (MTSP) areas in its current CPD cycle. The major shift has been from a developmental to a humanitarian approach. While the current Country Programme Document (CPD) covers many areas pertaining to the Millennium Development Goals (MDGs) (2,3,4,5), it take its cues from the priorities in the MTSP, United Nations Development Assistance Framework (UNDAF) and PEAP (Poverty Eradication Action Plan - the Ugandan national development plan) and there is less explicit mention of MDGs. The programming attends to the CRC (Convention on the Rights of the Child) and has been supporting CEDAW (Convention on the Elimination of All Forms of Discrimination against Women) since 2005 in developing an action plan on the implementation of CEDAW observations and recommendations. Even though the CO’s support was a little too late, it still facilitated the dissemination of the action plan to districts through regional workshops, which also allow the collection of information for 2007 CEDAW reporting.

The uneven integration of GE into programming cannot be explained by a lack of commitment or staff capacity; it appears to be linked to the overall weak institutionalization of gender equality. In addition, some possible institutional constraints arising from the UN system-related programming processes will require further thought at the global level. Weak integration of gender equality in the CCA/UNDAF process (see below) and in Uganda, the compartmentalized mandate given to UNICEF within the IASC humanitarian approach in Northern Uganda poses some challenges to GE. Uganda was chosen as a pilot for inter-agency (IASC) programming in a humanitarian context and within UNHCR’s lead on the Protection cluster, UNICEF was given the lead on the sub-cluster SGBV (Sexual and Gender-based violence) and a few other sub-clusters such as Water and Sanitation, and so on.

While, by all accounts UNICEF is greatly admired for its work in Northern Uganda, and on Sex and Gender-based Violence programming, from the perspective of the breadth of gender dimensions of challenges as programming contexts move from emergency, to post-conflict, to transition to re-integration and rehabilitation-this cluster approach may unduly compartmentalize UNICEF’s huge potential to contribute to the lives of conflict-affected girls, boys, women and men. Also the short-term nature of programming in an emergency context, which means “churning out proposals within 24 hours” (UCO staff member), requires finely-tuned gender-sensitive operational guidance and tools within a clearly articulated strategy for integrating GE in emergencies within the organization.

From the MTSP to UNICEF Country Programme

The Evaluation team paid particular attention to mapping UNICEF’s actual country programming process not only to capture better where and how Gender Policy was or was not being implemented, but to also to highlight the possibilities of integrating GE in the process, even if it had not been embedded from the start. The Team looked at two main processes:
• First, the UN-wide process from HQ-MTSP through to the United Nations Country Team (UNCT), Common Country Assessment (CCA), United Nations Development Assistance Framework (UNDAF) and Common Humanitarian Assistance Plan (CAP).

• Second, Uganda Country Office, the planning process from Country Programme Document (CPD), through to Country Programme Action Plan (CPAP), Annual Workplans (AWP).

The UN-Wide Process

Common Country Assessment (CCA) Uganda 2004: A review of the CCA indicated weak gender analysis in the key components of the document: key sectoral areas such as Security and Protection showed very weak or no gender analysis. Areas such as Population, Poverty, AIDS, Education and Health had a fair degree of gender analysis. The Health sector component for instance, has a stronger focus on service delivery to women and children but does not address the deep-rooted gender inequalities that contribute to poor health service for women and children. The articulation of gender issues in the CCA’s four priority areas for cooperation (Reducing poverty and improving human development, Good governance, and Protection and promotion of human rights, supporting the national AIDS response, and accelerating the transition from relief to recovery in conflict-affected areas) is inadequate. The sector indicators for the CCA in critical areas such as Human Rights, Governance, Environment are gender blind. The Health sector component, for instance, has a stronger focus on service delivery to women and children but does not address the deep-rooted gender inequalities that contribute to poor health service for women and children. The articulation of gender issues in the CCA’s four priority areas for cooperation (Reducing poverty and improving human development, Good governance, and Protection and promotion of human rights, supporting the national AIDS response, and accelerating the transition from relief to recovery in conflict-affected areas) is inadequate. The sector indicators for the CCA in critical areas such as Human Rights, Governance, Environment are gender blind. 74 Education, Health and AIDS have few indicators which are gender-sensitive. UNICEF’s SITAN addresses more thoroughly some of the gender analysis gaps identified here, excluded by the CCA’s restrictive format requirements.

United Nations Development Assistance Framework (UNDAF): The design of UNDAF was informed by key areas of cooperation outlined in the CCA. The UNDAF outcomes except one (the 5th outcome) are all gender blind. The outcomes mainly highlight the importance of addressing the needs of vulnerable groups. A review of the UNDAF Outcome Results Matrix, however, shows that the Country Programme Outcomes statements have made efforts to single out women, children and girls.

An analysis of UNDAF Country Programme Outcomes show a mixture of gender-blind and gender gender-sensitive approaches, targeting by sex and outlining some gender-sensitive outcomes. There are relatively fewer gender-sensitive outcomes compared to the gender-blind and sex-targeted outcomes. Examples of phrases used in gender-blind outcomes include: poor people, small farmers, children, urban poor. Examples of phrases used for sex-targeted outcomes include: boys, girls and women... including women and children... Examples of phrases used in gender sensitive outcomes include: “pro-poor gender sensitive policies”; “% adolescent girls and women have life skills, gender responsive learning environments for formal and informal education”. Overall, the UNDAF indicators are gender blind. The tendency is to use quantitative indicators expressed in percentages or number, e.g., “# of districts”, and non-sex

74 Gender blind programming refers to programming that treats children or adults as a blanket category and does not disaggregate any differences among them based on sex or account for their different needs and conditions, including their different social roles and responsibilities or the underlying structural issues, e.g. a gender blind programme on HIV/AIDS may only supply medicine and not address entrenched gender inequalities that might cause HIV/AIDS to spread.
disaggregated indicators. There is clear absence of qualitative gender sensitive indicators that capture the degree to which gender inequalities are reduced in the UNDAF Outcome areas.

**Common Humanitarian Assistance Plan 2007 (CAP):** Like with other UN-wide planning tools, a review of the CAP has indicated weak gender analysis in key areas of CAP such as the main Goal of CAP, articulation of strategic priorities, and indicators for CAP priorities. However in few instances there are sporadic gender-sensitive indicators in some of the strategies. Examples include targets on % increases in female teachers/instructors, the number of boys and girls receiving appropriate type of support per IDP camp.

Why is there relatively weak gender analysis in UN-Wide planning tools? The weakness of the CCA-UNDAF is widely-acknowledged:

“UNDAF was developed to meet a requirement. In practice, different UN Agencies developed their own programmes.” (UCO Staff)

Possible reasons for the relatively weak gender analysis include:

- Sometimes, placing gender equality as a stand-alone component in programme planning tools, as was the case with the Ugandan CCA, may lead to gender equality issues not being seriously addressed in other sectors on the premise that they have already been taken care of elsewhere.
- The timing of the publication of the SITAN: The wide analysis of gender disparities in Uganda in the SITAN with its rich source of sex-disaggregated data could not inform the CCA-UNDAF process, as it was published afterwards.

**UNICEF Programme Process**

**From UN-Wide Processes, MTSP 2006-2009 to UCO Planning Tools**

**SITAN:** The Uganda Situational Analysis (SITAN) was compiled in 2006. Both the document review and consultations with stakeholders, particularly UCO staff, have indicated that the SITAN has a relatively good analysis of underlying causes for the challenges faced by women and children for the broad areas of focus of UNICEF work. However, this varies from sector to sector e.g., situation analysis of maternal mortality tends to focus on service delivery targeted at women without necessarily analyzing the gender inequalities that contribute to poor health indicators among women such as low educational opportunities, low status in society, lack of decision making process in matters of sexual reproductive matters including the decision on the numbers of children. The SITAN is weak on underlying structural analysis such as the impact of traditional male and female roles, male-household decision-making and cultural accepted norms of masculinity and the contribution of these to gender-related challenges faced by girls, boys, men and women.

UNICEF’s programmes show a better attempt to integrate GE beyond UN-wide processes as UNICEF drew from the SITAN in its programming.
**CPD 2001-2005 and 2006-2010:** Two UCO programme cycles were analysed especially, the three key areas, goals, programme strategies and the Country Programme Document (CPD) expected results statements.

**CPD 2001-5 Goal:** One of the 4 goals for the CDP was to: “Ensure the realisation of the rights of the most disadvantaged and vulnerable girls and women to free them from all forms of discrimination”.

The remaining three goals were all gender-blind and made no reference to girls, boys or women. The programming strategy for the same cycle, did not embrace gender mainstreaming as a programming strategy. The three sub-strategies were highlighted as: rights-based approaches, advocacy and social mobilisation and service delivery. The old programme cycle thus also appears to be an example of GE being subsumed into rights-based programming. In this approach it tends to be assumed that a rights-based approach will automatically reinforce increased gender equality. However, this is not the case if there is no prior gender analysis or if explicit gender equality objectives are not set from the beginning on the basis of the results of this analysis. In Uganda, the old programming also focused more on service delivery than on strategic programming.

**CPD 2006-2010 Goal:** The new CPD is a huge improvement on the old, moving away from a service-delivery approach to more strategic programming. There are many attempts to integrate gender issues albeit not in a systematic manner. The overall goal for the CPD is stated as: “Ensure that vulnerable children in the most disadvantaged communities progressively realise their rights to survival, development, protection and participation”.

One of the sub-strategies to guide programming during the current cycle, is “Disparity reduction, equity and non discrimination”. Within this sub-strategy, the CPD also highlighted that:

All programme strategies, programme components and projects directly address the most vulnerable of Uganda’s people, namely those living in conflict and post conflict districts and in Karamoja, and are supportive of gender equality, with the objective of reaching a more equitable distribution of resources and opportunities. Gender mainstreaming will therefore be emphasised as a strategy in programme development. CPD 2006-2010 pp 13-14

It is a huge shift in the current CPD which highlights gender mainstreaming as a programming strategy; the CPD also stresses participation of children, girls, boys, and women in decision making. Overall, the current CPD compared to the previous cycle, has a more progressive GE focus in both the goals and programming strategy.

At the moment, the CO is also investing a lot of efforts into introducing a rights-based approach to programming in programming contexts that involve attitudinal and behavioural change and indeed social transformation that are by nature “slow in implementation”; they require “long-term cumulative change”. (UCO staff member)

**CPD Expected Result Statements:** The old 2001-2005 results statements were formulated from a rights-based approach with limited focus on addressing gender inequalities that limit women’s enjoyment of rights. Excerpts from some of the result statements demonstrate this position:
• Realisation of women’s rights to Sexual and Reproductive Health
• Quality services for women of reproductive ages
• Empowering women to claim and uphold their rights.

By contrast, 2006-2010 CPD results statements of the five UNICEF programmatic areas have a combination of a focus on participation, and on addressing gender inequalities. The following sample result statements demonstrate this trend:

• **Social Policy:** participation of women and children particularly vulnerable groups in decision-making processes increased.
• **Children and AIDS:** ---50% of young people 12-24 especially girls reduce risks to vulnerability.
• **Child Survival:** Young people and women ---realise their rights to antenatal care plus.
• **Protection:** Girls and boys and women will be living in an environment that supports the protective realisation of their rights to protection from sexual violence and exploitation.
• **Education:** % of girls and boys aged 6-12 realise the rights to access to education increased from 53% to 68%, while % of children who complete quality primary education and achieve required proficiency levels for the class will increase form 23% to 40%.

**2001-2005 and 2006-2010 CPAPs:** Gender analysis of the CPD above, has already covered analysis of some components of the CPAP such as sector analysis and results. Here, the focus is on the CPAP Results and Resource matrix. It is important to note that all the five areas of CPAP adjusted the outcomes and indicators to those that had been outlines in UNDAF and MTSP and in some cases PEAP. The gender analysis of CPAP outcomes, outputs and indicators is presented in a table format where “Yes” is inserted for indication of gender integration and “No” for indication of no gender integration in the analysis.

Overall, the analysis shows that the articulation of gender-sensitive indicators and outputs and outcomes was weaker in the 2001-2005 programme period. There are some improvements in both areas for the 2006-2010 programme as outlined by the CPAP. However, the degree of gender-sensitivity is not consistent in all programme indicators and results and there still remains some scope for improvement and a more systematic approach to gender integration at this level of programme planning and monitoring.

**Gender Analysis of CPAP Sector Results/Outcomes and Indicators - Summary overview:**

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<th>Programme Areas</th>
<th>Programme. Results</th>
<th>Indicators</th>
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<td>Low</td>
<td>Fair</td>
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<td>Health and Nutrition</td>
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<td>HIV and AIDS</td>
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<td>Child Friendly Education</td>
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<td>Sanitation and Water</td>
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<td>Children in Armed Conflict</td>
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2006-2010 Programme Outcome/Outputs and Indicators

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<th>Programme Areas</th>
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<td>Child Survival &amp; Dev</td>
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<td>Protection</td>
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("Low"= no addressing of gender disparities, “fair”=some mention, “good”=mention of gender disparities in outcomes but not indicators; “high”=indicators reflect measurement of reducing gender disparities)

**Annual Work Plans:** A review of the annual work plans for the sectors indicated that the weakest link in articulating GE focus is at the activities level. Even sectors such as Education which had done extremely well in systematically ensuring that gender is integrated at all levels of the UCO programme planning, were also found wanting in this regard. Programme activities that could have addressed gender focus in programming could have included activities such as:

- Enhancement of capacity of UNICEF partners both government and civil society, both at national and sub-national levels, in all areas of gender programming (analysis, integration and monitoring and evaluation)
- Enhancement of the capacity of UNICEF staff to integrate gender in their work
- Sensitisation of communities on gender issues pertinent to programme areas.

Clear articulation of gender competency skills or sensitisation activities for communities, will make it much easier to allocate budget lines for such activities.

**Programming for Humanitarian Crisis Situations:** The key programming guidance in the Core Commitment for Children in Emergencies does not generally differentiate between male and female children, and only make occasional references to women.

**Comparison with CCA-UNDAF documents:** Compared to the UN-Wide Programming Process (CCA, UNDAF), the UCO programming was much stronger. The current UCO programme cycle also had a stronger GE focus compared to the previous cycle. This may be in part due to the fact that the SITAN which includes a cross-cutting analysis of gender disparities was conducted after the CCA was developed. Thus, it could not influence the CCA process. However, overall, while current UCO programming has paid more attention to gender disparities than the CCA-UNDAF, there was still room for greater utilization of the gender elements of the SITAN analysis in the UCO’s programme design.

The analysis of the UCO programming focus also showed weak articulation of gender sensitive indicators and poor articulation of gender sensitive activities in the AWP tools.
Accounts of partners, especially national-counterparts indicated that they saw leadership as an important issue in driving the strategic focus of UCO programming:

“Country Programmes take their strategic approach and focus from leadership and reflects commitment of top leadership to gender equality. The 2001-2005 focus was on Rights-Based Approach. In 2006 – 2010 it seems to be emergencies, the focus has shifted to conflict in the North with more focus on Sexual Gender Based Violence (SGBV)” (National counter-part)

The current CPD and CPAP partially benefited from the support provided through the establishment of a Social Policy programming section in the UCO, part of whose mandate is to provide technical support to other programme areas in cross cutting issues including gender mainstreaming. The GFP is located in this section. However, sustainability is a major challenge. Sometimes focus on emergency programming, may sideline the emphasis on gender mainstreaming work. (UCO staff member).

V STRATEGIC PARTNERSHIPS

Donor and Partner Perceptions of UNICEF

Overall UNICEF is held in high regard and viewed as a partner that international donors “trust”, especially in terms of funding. Good leadership, in general, was seen as a key factor in the positive image donors have of UNICEF. UNICEF’s work, in general, on the ground in Northern Uganda, UNICEF’s responsiveness into an effective field presence in the space of a few years is well-respected. In particular, in the context of northern Uganda, UNICEF’s leadership and work within the IASC on SGBV is admired. National counter-parts trusted, respected and viewed UNICEF as a “strong partner”.

UNICEF is well-established with the Ministry of Education and Sport, Ministry of Health, and the Ministry of Gender, Labour and Social Development and so on and its work in girls’ education and health etc. are highly regarded. The District Authorities held similar positive views. The focus group discussion with Civil Society Groups also confirmed that UNICEF is respected and viewed as ‘flexible’ and ‘responsive’ to real needs on the ground. However, across partners, UNICEF was not seen as a visible advocate for GE but more as a ‘children’s organization’ or a ‘Mother and Child’ organization. Almost all partners, especially national-counterparts, agreed that UNICEF can use its current strong platform to strengthen its leadership, advocacy and strategic partnership on GE issues in Uganda.

DFID, UNFPA, Danida and Sida rather than UNICEF were viewed as leaders on gender issues in Uganda. Some national-counterparts recalled an earlier time during and after the 1995 UN World Conference on Women, as a time when UNICEF took visible leadership on GE issues. Sarah Longwe’s work to build capacity on GE both within UNICEF and the government were cited as a major intervention years ago. The perception was that UNICEF’s gender mandate has somewhat slipped since then. However, UNICEF was viewed as a very important partner by national-counterparts, its work in many sectors such as education and health etc. were highly valued. UNICEF along with partners has lobbied to integrate GE into Uganda’s national development
plan, the PEAP, but, unfortunately the final draft within the Ministry of Finance did not reflect the GE inputs adequately, though the current PEAP is far more gender-responsive than previous ones. In the context of the 2008 review of the PEAP, UNICEF could be strategic and target, along with partners, GE capacity development of those in charge of finalizing the PEAP in the Ministry of Finance.

In general, leadership within UNICEF was perceived as key in defining UNICEF’s changing priorities and focus over time, and seen as having important potential for strengthening UNICEF’s gender work in Uganda.

VI  GENDER EQUALITY RESULTS AND GOOD PRACTICES OBSERVED

The Evaluation Team noted multiple examples of good practices related to increasing gender equality in UNICEF’s country programme and among UNICEF’s partners. The partner programmes included the following:

Good Practices of GE Initiatives at National Level

Consultation with stakeholders indicated existence of good practices on gender mainstreaming in development efforts in some sectors. The practices were in the forms of development of gender responsive sector policies, guidelines or training materials. Indeed with support from some donors (DFID, Sida, Dutch donors) many government Ministries are fairly advanced in GE strategy formulation, capacity development and research.

The following are some of the examples of good practices in gender equality programming in Uganda:

- **Ministry of Finance 2007**: Budgeting for Gender Equality
- **Ministry of Finance 2006**: Gender Inequality in Uganda: The Status, Causes and Effects: Discussion Paper II
- **Royal Netherlands Embassy**: Capacity Building of Women Councillors
- **Ministry of Education and Sport**: Creating a gender responsive learning environment: A handbook for Teachers: A conceptual framework for the mentoring teachers in primary schools.(Draft, support from UNICEF and partners)
- **Ministry of Education and Sports 2006**: Gender Concerns in the ESSP A Commentary: Consultant for Development of Gender and education Policy and Gender Mainstreamed Workplans
- **Republic of Uganda, Ministry of Gender, Labour and Social Development 2007**: The Uganda Gender Policy
- **Republic of Uganda/ UNFPA 2007**: Compendium on Publications and researches on Sexual and Gender Based Violence and Adolescent Sexual Reproductive health and Rights
While there is a detailed analysis of good practices related to increased GE promoted by UNICEF, the Evaluation Team also wanted to highlight some programmes that stood out from the perspective of achieving significant GE results.

Overall UCO has contributed significantly towards interventions in the area of women’s and children’s rights, and those of girl children, in particular, within a overall programming approach that has chosen to “focus on the most vulnerable children and women in the most disadvantaged districts”. Thus the Evaluation team observed many interventions and related results in the area of improving the lives of women and girls. However, these were often ad-hoc and scattered owing to a lack of an overall GE strategic results perspective.

In spite of this, given the national context, the CO has made huge strides in the critical areas of girls’ education and in raising national awareness on the importance of maternal mortality. Establishing girls’ education and maternal mortality as domains requiring official national attention- right down to the community/IDPs camp level is a huge achievement. A critical factor in the view of the Evaluation Team was the high dedication and innovative leadership of programme staff in these areas. These results documented by the Evaluation Team have not been analysed in this particular manner or reported in this way previously.

In the field of girls’ education UNICEF and partners have brought this critical developmental area to the forefront in Uganda. This has been achieved through a combination of innovative strategies and initiatives such as UNGEI, the United Nations Girls Education Initiative. Some innovative strategies include using multi-stakeholder involvement, working in partnership with government, NGOs, Women and Youth groups, parents and teachers, soldiers, religious and faith-based organizations, and girls and boys. Strategic alliances between adolescent boys and girls have been encouraged through the GEM, Girls’ Education Movement. Pro-active strategies to target girls most at risk of dropout such as adolescent mothers and returned abductees. The Evaluation team were able to observe adolescent girls involved in the former programme attending school with their babies.

UCO and partners have been part of a changed national response to what till a few years ago was an ‘invisible’ policy issue of maternal health, given high maternal mortality and previous unmet needs of services. Innovative strategies included starting with generating credible evidence for policy makers in partnership with Columbia University and using an evidence-based advocacy approach. Further in partnership with John Hopkins University a practical support package was developed for government service-providers on the ground. Strategic advocacy was used to bring high visibility to

76 The working definition of gender equality results used by the Evaluation team is any effect of a project or programme supported by UNICEF that reduces gender disparities regardless of whether gender equality was systematically integrated into the documented programming or related results framework. The results highlighted and analyzed are results observed by the Evaluation team rather than evidence-based.
these issues and this was taken “all the way right up to the President”. Community
dialogue was also used as a key advocacy strategy where village elders, religious
leaders and existing community networks of communication were used to spread
awareness of these issues. In the view of the Evaluation Team, this is a model good
practice where UNICEF functions as a catalytic leader to initiate social transformation
without doing everything by itself. This is best captured in the view that “We have made
a difference to maternal health without buying any equipment, we have leveraged the
system”.

VII CONCLUSIONS & RECOMMENDATIONS

Based on the indicators developed as a part of the Institutional Assessment Framework,
the Evaluation Team has assessed the Uganda CO's status in terms of UNICEF’s
gender policy implementation as being at the semi-integrated stage of gender policy
implementation.

In the long term, to implement UNICEF’s gender policy more systematically, the UCO
could examine strategies it could use to work towards the processes described in the
right hand column of the table below. The recommendations outlined are designed to
assist with this process at the UCO level. Recommendations that target the RO and HQ
levels will be addressed in the final report.

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

It is recommended that the UCO:

1. Develop an overall country-based gender equality strategy for its programmes. The Gender Focal Point and Monitoring and Evaluation Officer could potentially work together to help monitor the implementation of this strategy.

2. As a part of this Gender Equality Strategy, undertake regular GE Situation analyses for each sector focus area to support and inform all of its programming and planning and leading up to the Mid-Term Review of the 2007-2011 programming cycle.

3. Enhance programme staff gender capacity by developing a systematic GE training programme in collaboration with other members of the UNCT where appropriate, starting with adding gender equality as part of its professional skills development process for 2007.

4. Work more closely to support CEDAW reporting for Uganda and incorporate major CEDAW Committee recommendations into UNICEF country programme design.

5. Strengthen the documentation of GE in programmes, particularly with regard to objectives and gender equality results statements, gender equality results anticipated and achieved, monitoring indicators and lessons learned. Key documents on which to focus include the CPD, CPAP, AWP, IMEPs and Annual reports.

6. Include strategies to sensitize men and women, boys and girls in communities as part of the overall GE approach within programme strategies.

7. Have programme strategies work more closely with the UCO communications team to strengthen GE evidence-based policy advocacy and ensure greater and more strategic visibility of gender-related challenges in Uganda (See Maternal Health good practice below as a model strategy for advocacy and change).
**Uganda: Reference Materials Used and Documents Reviewed**

**UNICEF Research and Surveys**


**Other References**


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78 UNICEF, Kampala Uganda


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Republic of Uganda, Ministry of Gender and Social Development/UNFPA 2007a: Guidelines for Mainstreaming Gender into Adolescent Health

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61
Republic of Uganda, UNICEF 2003b: Hygiene for the Girl Child in Primary Schools: What Parents and Teachers Need to Know


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UNICEF Uganda 2007a: Annual Work Plan: The Right of All Children to Education (TRACE)


Uganda ------CAP Mid Year Review.
I. INTRODUCTION

The Mali Country Office (CO) was one of the six countries to participate in the global evaluation of UNICEF’s gender policy implementation. The evaluation of the Mali CO is expected to add a valuable dimension to the evaluation in terms of capturing how UNICEF’s Gender Policy is understood and applied in the West African region. The global evaluation seeks to identify institutional constraints encountered by country offices in implementing gender policy, analyse strategic partnerships and document the type and scope of gender results achieved. In addition, it also aims to determine where good practices exist, and how these could be replicated in other programming and geographical areas of UNICEF’s operations. The evaluation strives to make practical recommendations to enhance UNICEF’s gender policy implementation.

The evaluation mission Mali took place from September 3-15, 2007 including a field trip to Segou from September 9-11, 2007. The evaluation process consisted of a review of key programme documents, individual semi-structured interviews and focus group discussions (FGDs) with participants from the programme sections of the Mali CO, government partners, UN agencies, NGOs, donors, and beneficiaries. In Bamako, a total of 56 interviews were held including with (2) senior UNICEF Mali management, (14) programme staff, (29) government partners, (3) UN agencies, (8) donors, and (13) NGOs. Ten FGDs were conducted with diverse beneficiary groups of three UNICEF’s programmes in Bamako and Segou; and a site visit to a local NGO in Bamako was also undertaken on September 6, 2007. The site visits included the (a) Yangasso CSCom where respondents included medical staff, community management and ‘relais’ members as well as female and male beneficiaries of the community health centre, (b) Yangasso CDPE included FGDs with the management committee, the ‘mother teachers’, and female and male beneficiary groups, and in Segou (c) Bagadaji School where focus group discussions took place with the management committee and parents, and (d) l’Académie involved a meeting with the ‘Parlement d’enfants’ and with staff and administration.

Upon arrival, the evaluation team was also able to ask for additional interviews with the Embassy of the Netherlands, Save the Children, SNV, Plan Mali, Oxfam GB, The Office of the Verificateur General, the Danish Embassy and USAID. It was not possible to hold meetings with Plan Mali, the French Embassy and USAID. Of the three UN agencies scheduled for appointment, it was only possible to meet with the UNDP and the World Food Programme. At present, UNIFEM is represented by UNDP in Mali.

The two programmes identified by UNICEF Mali as their flagship programmes were: “Child and Girl Friendly Schools” a component of the 2003-2007 Education for Life
programme; and “Early Childhood Survival” one of three components of the 2003-2007 Child Development and Survival programme.

II. GENDER POLICY IMPLEMENTATION IN THE MALI COUNTRY OFFICE

National context

Mali presents a challenging context, especially in terms of the local understanding and interpretation of gender equality. This presentation of the country context is intended to highlight elements of the situation that influence the implementation of UNICEF’s gender policy in Mali. Some of the factors outlined are common to the region, some are unique to Mali and others represent common challenges found in many countries related to gender equality.

The context is determined by several key elements:

- Extreme, widespread chronic poverty: Mali ranks 174th out of 177 countries on the 2005 UN Human Development Index (HDI) and 136th/140 countries on the Gender-related Development Index (GDI). According to the latest PRSP, 59.2% of the population live under the poverty line,82 with the highest percentage being in rural areas. The Poverty Reduction Strategy Paper (PRSP) reports 83 suggest that growth in the Malian economy is reducing poverty.

- The Observatoire du développement humain durable (ODHD) report shows how the reduction in the national average is due to changes in the urban centres, principally in Bamako. At the same time poverty in rural areas and for the vast majority of the population has actually increased. This is in part attributed to strong traditional authorities that reinforce and promote social and cultural norms and attitudes that preserve gender inequalities and which are often damaging to girls and women.84

- Weak application of existing international conventions, which are only known or understood by a minute proportion of the population, and least of all by women.

- Patriarchal ideologies permeate through Mali’s norms, customs and traditions to the point that women are expected to remain obedient to their husbands and suffer in silence.

The alarming education gaps among girls and boys at all levels of the education systems, both in terms of enrolment and retention rates have led to low female literacy rates. The school dropout rate is reported to be higher for girls than boys and starts at a young age more likely due to early pregnancies.

Girls are often subject to harmful practices such as being forced to marry very young and therefore bearing children early, or to undergo other dangerous practices such as Female Genital Mutilation/Cutting (FGM) or ‘gavage’, a process of force-feeding which

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84 Gender Assessment Mali, The World Bank, Page 10
85 Progress report on the implementation of MDGs, Republic of Mali & UN, 2004, Page. 16
starts with young girls to accelerate their growth and facilitate early marriage. Such practices perpetuate their already vulnerable state, and contribute to their remaining illiterate and marginalized.

There is fragile reproductive health among women and girls and this is linked to high mortality rates, gender-based violence such as FGM and other unsafe practices such as lévirat et sororat 86, humiliating and degrading widowhood practices, domestic violence, and sexual abuse and exploitation. Violence against women is considered a private matter and not a public problem that would hinder development.

There is inadequate documentation of women’s full contribution to the economy in national statistics, either because most of their work is in the informal sector or household level. There is also a young and weak civil society, especially in its abilities to challenge government. This is compounded by the under-representation and weak participation of women in the public domain, due to socio-cultural prejudice against women, heavy workloads that leave little extra time for women to participate in community and political activities, or to develop financial capacity and self-confidence. There is also insufficient recognition by leaders of the need to address gender equal representation. Both men and women have limited access to their human rights, but the situation for women and girls is significantly worse.

Mali is a signatory of many international conventions including CDE/CRC (1989) and CEDEF/CEDAW (1979) and the Millennium Development Goals. The Ministry for the Promotion of Women, the Family and the Child was created in 1996 and produced a five-year action plan (Plan d’action pour la promotion des Femmes 1996-2000). The UNDP/HCDH mission to Mali in 2000 remarked on two phenomena affecting rights: (a) the arsenal of legal instruments promoting rights and (b) the “numerous obstacles to enjoying those rights”. A legal framework called the Code de la Famille (Family Code) has been drafted to advance women’s rights so that they match those of men more closely, especially with regard to inheritance, land ownership, divorce and the transmission of nationality. However, this Bill has been stalled since early 2000 due to pressure from traditional and religious leaders questioning the issues of polygamy and the proposed girls’ age of marriage.

The concept of gender equality and equity has had a difficult history in Mali and does not translate easily into local ideas of relationships between men and women. Many people find the concept to be foreign and see it as one that is being imposed on them. They also perceive it as an approach that promotes opposition between men and women. Somewhat aggressive presentations about women’s situation have helped to raise the issues, but have also offended many people and made the word “feminist” an entirely pejorative term. Although FGM has become part of public debate, many other issues affecting women remain outside of open discussion and are difficult to engage in, and are sometimes referred to as socially “taboo”.

UNICEF Mali – Programming Strategy

86 Sororat refers to a man marrying his deceased wife’s sister whereas levirat is when a man marries the widow of his deceased brother. These instances appear to treat women as the property of men without control over their bodies or their relationships.
The programme strategy of the Mali CO reflects a good understanding of the difficult context in which it operates, as demonstrated by its four programming focus areas. Due to the country’s relative stability, much of Mali CO’s focus has been on development initiatives. There is an ongoing “silent emergency” of chronic malnutrition and UNICEF intends to increase its response to this through a partnership with the WFP. In terms of its approach to gender, most programme and project documents state a clear intent to address the immediate and long-term development priority needs of the country. To that end, the Mali CO has taken initiatives to integrate gender-sensitive approaches to its programming, which to a certain extent have enabled it to address practical needs and strategic interests. While commendable, these attempts have been inconsistent in nature and therefore not effective in establishing systematic gender programming processes. This is more visible in their education and health interventions where the targets are girls and women. Nevertheless, the evaluation noted some important differences in understanding of gender in these teams. For this reason, it appeared sometimes as if the CO had taken a more Women in Development (WID) approach in redressing some of the existing gender imbalance in literacy rates. It is also worth noting that because key programming in UNICEF COs is guided by the international conventions it supports, there is an inherent tendency to design programmes that allow blanket targeting of ‘children’ and women in line with the spirit and objectives of the CRC and CEDAW.

III. ANALYSIS OF INSTITUTIONAL STRENGTHS AND WEAKNESSES

To analyse institutional strengths and weaknesses, the team relied on semi-structured interviews and assessed the findings in accordance to the Institutional Assessment Framework (IAF). The latter also called for a thorough review of programme documents. The IAF is based on four categories of analysis: 1) Commitment; 2) Accountability; 3) Capacity; and 4) Funding.

The following pages provide a summary of the analysis and rating for the Mali CO for each indicator in the four categories mentioned above. The findings and ratings indicated in the four tables below were validated by the country office following a wrap-up meeting. Each indicator is scored on a scale of 1 to 4, with 1 being at the lowest end and 4 at the highest. A summary analysis of each category is then provided in order to explain the varying levels of ratings in a category, as including average scores for each category would not provide a fair assessment.

The responses at the CO level bring out the strengths and weaknesses at both institutional and personal levels, as expressed by programme staff. As such, presenting the challenges below exposes the areas of opportunity for UNICEF.

(a) Commitment

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87 UNICEF Mali has four key strategic programmes: Child Survival, Basic Education and Equity, Protection of Children, Promotion of a culture of Rights. A decision was made during the development of the 2008-2012 country programme to mainstream HIV/AIDS and gender equality into these four focus areas.


89 An approach that focuses primarily on women and girls as opposed to analyzing the underlying gender-related causes of why they are particularly vulnerable in a specific context.
Representative demonstrates active & visible leadership of GE issues in CO, although GE is not integrated in all programmes

Representative has participated in gender analysis/awareness training in past 5 years.

Highest level of authority of staff with significant responsibility for GE = Representative.

Gender Focal Point = JPO = P2

Rating scale: 1-Low, 2-Fair, 3-Good, 4-High.

Overall, the Mali program has a strong commitment to working on gender issues. The high profile support of the Representative; the creation of a Gender Task Force; the leadership of the Task Force by the Deputy Representative and the drive of the Gender Focal Point all contribute to a high level of commitment to gender work there. The Mali CO also actively sought to participate in this evaluation so that they could further examine and improve their gender approach.

“To change the status of women, it will be necessary to engage and work through men.”

“Il serait nécessaire de passer par les hommes pour changer le statut des femmes.”

Interviewe. Malian line ministry

The high degree of participation by staff in evaluation meetings was one indicator that gender issues are taken seriously in the country office. The level of discussion during presentation meetings, individual interviews and feedback meetings also suggested a high level of understanding of gender concepts.

(b) Accountability

Lines of accountability for gender equality inputs exist, but not enforced systematically.

No staff, except GFP, have promotion of increased gender equality as one of their annual key assignments.

No one’s job descriptions include relevant tasks related to gender equality

M&E reports include little assessment of programme effect on gender equality, and it is not applied consistently.

Limited evidence that UNICEF holds its partners accountable for reporting on increased gender equality in the programmes funded.

Programme documents do not systematically require management sign-off on
the gender equality inputs before they are approved.

Gender Focal Point does not have clear TORs.

Rating scale: 1-Low, 2-Fair, 3-Good, 4-High.

“Mainstreaming sometimes means that everybody’s business becomes nobody’s business.”

Senior Management, UNICEF Mali

Workplans and PER reporting do not include specific references to gender equity work or special indicators on gender work. Job descriptions are based on generic UNICEF versions and do not, therefore, contain specific requirements related to promoting increased GE.

The Gender Focal Point is formally of a low status (JPO, P2) but has strong support from senior staff and has been working actively to increase the attention paid to gender work within the Mali office.

There is also a difficulty caused by an assumption that everyone knows how to “mainstream” gender within an institution. In fact, although there is an understanding of what mainstreaming should mean, there is little shared knowledge of what actions need to be carried out to achieve it and who is responsible for doing so.

ToRs for research are also weak on gender analysis. For example: the key piece of research on attitudes to child rights did not ask that consultants examine attitudes separately for men, women, boys and girls or the implications of these differences. The situation analyses in program documents and the design of monitoring and evaluation are also not systematic with regard to gender considerations.

Overall, although there is strong leadership in gender in the Mali CO, the level of accountability for integrating gender in programming could still be strengthened significantly. The Malian context also contributes to a general unease about working on gender issues for UNICEF programme staff. In particular they find difficulty addressing the overall expectations of them in their programme work (based on multiple mandates) and what is expected of them in terms of improving the integration of gender quality issues in their work.
(c) Capacity

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<tr>
<td>Staff are aware of UNICEF’s gender policy, but staff have limited knowledge of gender equality concepts to apply to their work.</td>
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<tr>
<td>Qualitative gender analysis is either not included in programme planning or only on ad hoc basis.</td>
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<tr>
<td>Some programme planning documents include GE inputs or objectives. Some planning decisions are based on prior qualitative gender analysis.</td>
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<td>There are few technical experts in gender equality that staff can call upon within UNICEF.</td>
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<td>Gender quality results are not clearly defined, measured or tracked, with the main focus on sex-disaggregated data.</td>
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<td>No formal systems exist to capture and document internal knowledge on gender equality, particularly good practices.</td>
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<td>Few staff have knowledge and skills they need to advocate effectively on key gender issues with partners.</td>
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<td>Staff have not been provided with gender analysis and advocacy training.</td>
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<tr>
<td>Most staff do not yet have the capacity to conduct qualitative gender analysis to support their work.</td>
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**Rating scale:** 1-Low, 2-Fair, 3-Good, 4-High.

There are important weaknesses in the application of gender approaches in program work within the Mali CO. First there are difficulties with shared and common understanding of gender issues and staff tends to have different interpretations of the issues and how they should be addressed. UNICEF’s gender policy is largely unknown and only one staff member had received any gender training in the last five years. It was also reported that gender equality is not included in the Senior Leadership Training for executive management.

The UNICEF policy is not known partly because it only exists in English. The frequency with which only English is used in UNICEF documents is a common complaint among staff who find it hard to see why a UN agency should not provide material appropriate for a Francophone country, particularly given that French is one of the UN’s official languages. They also observed that the gender policy is a very large document and does not provide simple instruction on how programs should be designed and run in order to ensure a sound gender approach.

Overall there has been a tension between the desire to work well on gender (refer the high scores in Commitment) and the means to promote improvements in gender work.
Debates on gender issues have not always been effective because some of the difficulties with the words and ideas have not been made explicit. For example; the negative connotations of the word “gender” and the lack of local alternative words or phrases have not been adequately discussed. This has tended to make it harder for staff to turn their good intentions in gender into good program work. In particular, the gender vocabulary in French does not fit with the local understanding of gender issues. The phrase “gender equality” is also not used consistently by staff in the Mali office. The programs in education, HIV/AIDS and health include elements promoting the position of women, which reinforces a feeling that gender work promotes opposition between males and females.

There is also an overall sense that staff is uncertain of how gender work should be planned and carried out. Programs where activities are focussed on women or girls tend to have good analyses of the position of women and monitoring is effectively disaggregated. However, programs where the focus is not so obviously on one sex tend to be weak with regard to gender analysis and many have monitoring and evaluation plans that are not sex-disaggregated at all.

**(d) Funding**

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<td>It is not possible to track the amount of funds spent to achieve specific gender-equality results without modifications to financial reporting tools.</td>
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<tr>
<td>Resources to support the achievement of gender equality results are not systematically included in every programme/ project.</td>
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*Rating scale: 1-Low, 2-Fair, 3-Good, 4-High.*

Throughout the program, initiatives are focused on issues facing children and women but not on gender equity as an aim separate from improving health, education or protection. There is only one “gender” project in the entire country program that carries this name. For this reason, and as the UNICEF standardized financial codes do not have a separate code for gender, it is not possible to identify funding committed to gender equality.

**Summary of Institutional Assessment**

Mali CO Programme staff clearly articulated the strengths and assets that have enabled their programme to make notable gains in gender equality. These include:

Specific measures in education programme target both girls and boys  
An integrated health programme designed to improve maternal health and therefore reduce maternal mortality Application of a Human Rights Based Approach (HRBA) and Results Based Management (RBM) to programming  
Improved efforts to collect data disaggregated by sex and age UNICEF’s leadership in advocacy to change attitudes promoting harmful practices (e.g., FGM)
The programme staff also felt that there are some constraints that limit their efforts. These include:

- Lack of awareness of UNICEF’s gender policy
- Unclear instructions on how to implement the gender policy. For example, staff have participated in an elaborate training on HRBA, which they felt increased their understanding and implementation of the tool. They noted that a similar training on gender would be helpful.
- Confusion about what UNICEF’s mandate should be, whether as programme staff they should focus on children’s rights only or also on women’s rights
- Lack of skills on how to implement gender equality programming and track gender results.
- Little or no access to relevant key directives and programme documents in French.
- Awareness that the pressure to produce “concrete” results and respond to Objectively Verifiable Indicators (OVIs) in logframes puts more emphasis on countable observations and reduces the ability to comment on qualitative indicators such as changes in attitudes.
- Limited understanding of what are important indicators of increased GE.

IV PROGRAMMING PROCESSES

The last CCA\textsuperscript{90} for Mali was conducted in 2001. In the following years, the UNCT relied on the two PRSPs adopted by Mali, the first in May 2002, and the “second generation” in December 2006. The first PRSP was considered to present a weak analysis of key poverty issues, including those that exacerbate gender inequalities. The outcome was therefore frustrating to the UN family, which at the time was debating whether to update the 2001 situational analysis and/or the CCA before the next country development framework could be elaborated. In the end, it was deemed more effective to support the Malian government in strengthening the PRSP to better address MDGs, human rights, and social economic reforms. It is against this backdrop that UNDAF 2008-2012 was drafted and finalized. The latter and the ‘second generation’ PRSP served as platforms for the development of UNICEF Mali’s 2008-2012 Country Program Document (CPD).

From UNDAF to UNICEF Country Programme

PRSP (2007-2011) to UNDAF

Although gender was treated as a crosscutting issue in the ‘second generation’ PRSP, there was a lack of systematic integration of gender equality throughout the document. This was especially evident in the lack of gender-sensitive indicators. The analysis of challenges affecting women and girls, and to some degree, boys in education and men in rural areas was also relatively weak. Overall, the PRSP is based in the idea of promoting economic growth, but with inadequate attention paid to how the benefits of growth will be shared.

\textsuperscript{90} The last CCA in 2001 was conducted parallel with the SITAN, which brought together various stakeholders and were both led by UNICEF and the Mali Government. UNICEF’s 2003-2007 programme was subsequently based on the 2001 SITAN.
A key challenge the PRSP process faced was the lack of reliable data systems. Even where data was provided, it was only disaggregated by sex for some indicators and the narrative did not provide any analysis of this data. The document generally states that gender should be an integral part of the development process, and apart from giving some brief examples, it does not follow through with this statement elsewhere. This set a poor foundation for integrating GE in the UNDAF, and none of the five (5) identified results for the country address gender equality explicitly. Consequently, the stated results are broad and vague. UNDAF 2008-2012 mentions women and children under its human rights and education sectors but presents a gender-blind analysis and set of expected results for its five-year plan.

From UNDAF to CPD/CPAP
The linkages between UNDAF and the current CPD are evident, mainly because the UNDAF framework allows UN agencies to develop country programmes consistent with their mandates. While it is true the CPD builds upon the UNDAF, this is only extends to the general thematic areas. When it comes to gender equality, the CPD provides a much clearer gender awareness and targeted initiatives compared to UNDAF, even if this is limited to programme or project areas that call for gender-specific results (e.g., Education and Equity, maternity health care, FGM related advocacy initiatives).

Prior to its approval, the Dakar Regional Office called for a slight revision of the CPD to include measures against gender-based violence, specifically against FGM/C and to integrate HIV/AIDS into all programme sections. The amended CPD, subsequently approved, shows a concerted effort to ‘mainstream’ gender in all its programs but does not do so systematically. It was not possible to assess to what the extent the Country Programme Action Plan (CPAP) would follow the same pattern, as it was still being developed at the time of the evaluation.

A review of key programme documents such as annual workplans, MPO, annual reports and monitoring and evaluation plans found that gender analysis was present or more evident in programmes that primarily target women and girls. However, even then, it was not sustained throughout the documents, resulting therefore in inconsistent recognition of gender differential impacts or in the use of gender-blind indicators. Overall, programme documents explicitly made references to MDG3.92

(b) UNICEF Internal Programming Processes

Guidance from the Regional Office
In general, the Mali CO receives strategic programme related support and advice from the Dakar RO. However, only the senior management recalled obtaining some form of guidance related to gender equality. This is mostly within the framework of a forum held by the RO on a variety of development issues, where if a gender related issue is

91 Gender blind refers to any statement, document, policy or programme that assumes that all interventions will have an equal impact on women and men, boys and girls and does not take their different conditions into account. There is also a tendency to use aggregate terms such as children, people, communities, etc. and not distinguish between male and female target groups or stakeholders.

92 Refer to Annex 3 for lessons re integrating GE in the CPAP and other key programme documents in the future.
Gender equality issues are very important in a country like Mali, more important than HIV/AIDS, because the statistics on FGM and other discriminatory practices are more critical. But donors do not see these inequalities, especially in reproductive health.

A member of the donor community, Bamako [Translation from French interview]

The programme staff noted that the visibility of the RO was almost non-existent with regard to their receiving support related to gender equality. In fact, very few officers could indicate what kind of resources were available or could not confirm whether a gender specialist or a gender unit existed at the RO level. Only two programme staff knew the name of the RO GFP, who has in the past sent out to the CO key publications on gender equality. Other than that, they could not remember either requesting or receiving any guidance related to gender mainstreaming in programming.

The Use of Guidance in Programming

Given the limited timeframe of the evaluation, it was not possible for the evaluators to collect a comprehensive list of sector-by-sector guidance used by the programming unit. However, most programme staff reported that they rely on programme directives developed by or for each section. They also ask the current GFP for supplementary support to help them integrate gender inputs into programmes and projects. Staff interviewed could not confirm how often or at what point of the project cycle they sought the GFP’s input or advice.

Other references on gender equality routinely used consist of:

- Executive directives³³ posted on the intranet of UNICEF
- PPPM⁹⁴ (P. 8, Chapter 6, Section 20) – This was considered to be useful to a limited extent, particularly in the planning phase of a project/programme
- MTSP⁹⁵ (para 54-67 - Gender, and para 98-112 – Human Rights)
- The resource pack on Gender and HIV/AIDS, Operational Guide Fact Sheets⁹⁶
- Websites of other UN agencies, namely UNIFEM and UNFPA.

Despite the availability of key documents on the intranet and internet, a persistent problem encountered by programme staff which presents a serious challenge to the national country staff is the lack of access to French language resources on gender equality. Programme staff noted that most gender equality related documents on lessons learned and good practices on the intranet are available only in English.

V. STRATEGIC PARTNERSHIPS

Donor and Partner Perceptions of UNICEF

Mali is characterized by a strong donor presence but a weak regulatory framework, particularly with respect to gender equality. Even though there is a government organ, the Ministry for the Promotion of Women, the Child and the Family (MPFEF) with the responsibility of promoting

³³ Interview with Representative, Deputy Representative, UNICEF Mali
³⁴ Interview with M&E Officer, UNICEF Mali
³⁵ Interview with Representative, Deputy Representative, M&E Officer
³⁶ Primarily used by the HIV/AIDS Officer, this resource pack was received from UNAIDS
women’s rights, it is also mandated to foster the well-being of children and families. This is one reason contributing to the fact that the Ministry is yet to develop a national strategy on gender equality. A proposition has been drafted for a national gender “mechanism” which contains a range of initiatives to push practical progress in gender work by government bodies. However, resources for the initiatives have not been identified and at the same time the Ministry has been deliberating on its mandate97 and vision. The result has been a vacuum where the donor and aid communities have been responding mainly according to their respective mandates and priorities related to gender programming. It is therefore not surprising to find some donors who are highly interested and influential in promoting and supporting gender equality initiatives while others remain visibly absent. Those interviewed noted that at least two or three donors have little or no interest in supporting gender equality98, possibly because measurable results take a long time to show. The aid community has attempted to remedy this situation by setting up an informal committee of donors and international aid agencies working on women’s development and gender issues known as COFED99. Its purpose is to harmonize donor initiatives related to gender equality.

Within the COFED circle, UNICEF’s contribution to gender equality or support to women’s development does not seem to be widely recognized. There is also no consensus on which organization had a clear leadership in gender equality in Mali as each person interviewed named a different agency, e.g., USAID, UNDP and CIDA and one interviewee felt it was his own organization because of its elaborate gender policy and implementation guidelines. There was confusion about the mandate of each UN agency with regard to GE within COFED and some COFED members noted that there was poor coordination among each UN organization, resulting both in inefficiency and possible duplication of efforts. UNICEF’s gender policy appears to be also largely unknown among donors and partners100.

How UNICEF is perceived at the local partnership level is in stark contrast to the donor viewpoint. Here partners and programme beneficiaries perceive that UNICEF is playing a strong leadership role with regard to children’s rights advocacy. Some partners in education and health also see UNICEF as a leader in gender equality. This may be explained by the fact that UNICEF’s visibility in gender is apparent in areas where its primary targets are women (maternity related interventions) and girls (girls and boys’ school enrolment and retention gap reduction programmes). There were also instances where partners related UNICEF’s solid experience in advocacy to having contributed to the advancement of women’s

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“Gender equality between men and women is neither social nor cultural cosmetics; rather it is an economic, political and democratic necessity.”


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97 The MPFEF, whose mandate is seen to be too broad by many, is debating whether to focus on promoting women’s rights or gender equality. In a nation where gender equality has adversarial connotations, it is critical for the Ministry to engage a large number of stakeholders and the public in order to ensure the vision it would define would meet the needs of women, men, girls, and boys.  
98 Subsequent interviews with some of these donors also confirmed their lack of knowledge of any key gains or setbacks, or of who the key players are in gender equality in Mali.  
99 COFED is currently chaired by CIDA, its members include bilateral organizations such as embassies of the Netherlands, the USA; the Cooperation of the French, Swiss, Swedish; GTZ, USAID, SNV, CECI, and the following UN organizations: UNDP, UNCDF, UNFPA, UNESCO, UNICEF, FAO, IFAD.  
100 According to the COFED current chair, the association has just called for each member organization to share information on its gender policy in a bid to improve coordination of efforts.
status in Mali. They recounted the organization’s support related to CEDAW and notably the “Code de la personne et de la famille” (Family and Persons Code), which has yet to be adopted by the National Assembly.

Examples of Good Practises in Gender Policy

In keeping with the Evaluation TORs and to foster the sharing of lessons learned, the Evaluation Team made concerted efforts to collect information related to good practices in gender equality by both UNICEF and its partners. The following are examples of initiatives taken by organizations other than UNICEF in Mali. They clearly indicate that much of what is being conducted around gender equality is done in isolation of each intervention, with little coordination amongst the organizations concerned.

Danida:
- requires its staff to complete a gender training offered online. It takes 3 - 4 days and must be completed within three months of being hired.
- carries out a thorough analysis of the institutional, political and social situation and of the best indicated methods for working in an equitable way with men and women in the chosen programme areas.
- sets out a clear rationale in its corporate gender policy for addressing gender issues, some practical considerations for implementation and stresses the importance of local ownership and local “rooting” of work on gender.
- CIDA: Capacity building support to the MPFEF – a gender specialist\textsuperscript{101} has been providing in-house training to the Ministry since 2006.
- Ongoing discussion among key stakeholders in HIV/AIDS: Possible inclusion of men in the PMCT HIV/AIDS initiative, to reduce the stigma felt by women and increase understanding among men on the importance of not breastfeeding in cases where the mother is HIV positive.
- A gender equality assessment (April – June 2005) financed and led by the World Bank involved civil societies that now serves as an advocacy tool for civil society and gender interest groups.
- A World Bank initiative targeting girls who have dropped out of school through support of remedial courses. This work features as part of the UNICEF model in the programme with homeless girls and young women in Bamako.
- WFP School Feeding Programme where families who send their daughters to school are provided eight litres of oil every three months. They reported that this initiative has improved the attendance rate of girls.
- WFP Mali has two GFPs: the lead GFP is normally a woman and the alternate GFP is a male programme officer. This way they can both share the workload and ensure that there is representation of both a male and female perspective.

VI GENDER EQUALITY RESULTS OBSERVED

Given its country context the Mali CO has designed programmes that address gender equality from both a practical needs and strategic interests perspective. For purposes of this evaluation, these results are only observed. Most of the gender-specific results are

\textsuperscript{101} Suzanne Ménard is a gender expert based in Bamako under an agreement with the Canadian Government.
already documented in the CO’s annual reports and some were identified through the interview process.

There were also some measures newly introduced by the CO and others that staff did not necessarily perceive as contributing to increased gender equality, but which in the view of the Evaluation still represented good practices. A summary of all of these are outlined below:

The establishment of the Gender Task Force (GTF) at the Mali CO is an innovative approach as it strives to distribute the responsibility borne by the current GFP across all the major sections of the CO. This idea stemmed from similar initiatives for HIV/Aids and Communications, where it was deemed necessary to create a committee drawing focal points from the programme and operations sections. The GTF, headed by the Deputy Representative and coordinated by the current GFP includes members from seven sections, including Communications and Human Resources. The task forces mandate seeks to promote a management culture that supports gender equality and diversity at the administration level, and to improve the implementation of gender mainstreaming approaches. The committee has met once since it was established in July 2007, and aims to meet at least 2-3 times per year.

The Mali CO is supporting measures against gender-based violence and has recently teamed up with SIDA to set up a national commission to combat FGM practices. Child trafficking in Mali occurs within the country as well as across international borders. The children affected are for the most part young girls who run away their rural homes and find themselves working in low and often exploitative situations in urban areas. UNICEF Mali is working to combat child trafficking through its Protection programme and is also collaborating with the Belgian cooperation in this area.

Mali is known for its extensive set of laws and regulations. However, almost all of these documents are in French and their understanding is also made difficult by the use of judicial terminology. UNICEF has supported the vulgarization of some legal texts that are relevant to its mandate, namely the Constitution, the CRC and CEDAW.

The Mali CO supports the work of the MPFEF in various ways. For example, it has just provided institutional strengthening support to the Ministry by assisting them to develop their 5-year action plan, as well as provides other forms of capacity building support. Advocacy on the elaboration and approval process of the ‘Code de la Personne et de la Famille’.

VII CONCLUSIONS & RECOMMENDATIONS

Using the rating system of the Institutional Assessment Framework, the Evaluation Team concluded that the Mali CO is at the semi-integrated mainstreaming stage of gender policy implementation.

The Mali CO has succeeded fairly well in gender integration at the planning, implementation, and monitoring stages. This is particularly evident in gender-specific programmes where the primary targets are women and girls. However, it would be

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102 The first common destinations for international child trafficking include Ivory Coast, Guinea, Burkina Faso, and Senegal.
useful for the CO to also adapt to a more systematic approach so that the same level of attention is accorded to gender issues in all programmes. The table below indicates two scenarios for the Mali CO, the first one depicting its current status with regard to gender mainstreaming and the second (right-hand side) outlining what else it needs to do to implement a more seamless and consistent gender strategy. The recommendations outlined below pertain to the CO level only. The larger scale institutional recommendations that need to be directed towards the RO and HQ will be integrated in the final evaluation report.

<table>
<thead>
<tr>
<th>Current Status: Mali CO Semi-Integrated Gender Policy Integrated Stage</th>
<th>Future Ideal: Rights and Results-Based Gender Policy Implementation</th>
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<tbody>
<tr>
<td>• There are some findings and results of gender analysis in some programme design, implementation, and monitoring</td>
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<tr>
<td>• Gender analysis not applied consistently, or if so, not well documented in annual work plans</td>
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<td>• Some baseline data, disaggregated by sex but not applied systematically in the analytical process of planning</td>
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<tr>
<td>• Indicators are not always gender sensitive (both in intent to collect and to report)</td>
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<tr>
<td>• Restricted level of accountability for addressing gender equality in programmes.</td>
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<tr>
<td>• Gender analysis used to identify priority gender equality and rights results needed</td>
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<tr>
<td>• Resources to achieve GE results integrated into programme design.</td>
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<tr>
<td>• Clear results indicators and baseline information established at the beginning of planning process</td>
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<tr>
<td>• GE indicators monitored throughout implementation and evaluated at the end of programme to determine actual results achieved.</td>
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<tr>
<td>• The CO and staff are held accountable for the achievement of these results.</td>
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</table>
(a) Recommendations for Mali CO

Review of mandate within the UN System in Mali. The Mali UN group needs to examine overlaps and gaps in its mandates related to gender equality as part of the ongoing global reform of the UN system.

This reform in general work is already underway but has not yet developed a great deal of momentum as the global reform is taking a long time to show results. In Mali the reform also does not yet focus on gender as each of the UN agencies has a gender policy and there may be a presumption that gender has been “mainstreamed” and does not require additional attention. UNICEF management could start with sharing the results of this evaluation with other UN agencies in Mali and then lead a discussion on the best approaches to gender equity work in the Malian context.

1. **New definitions of gender**
   There is a need to develop a new language to describe gender equality and equity in French and within the Malian context that will provide greater clarity about the meaning of these concepts and which will not be so closely associated with the now unfortunately negative connotations of feminism.

   There is potential in starting new office-wide discussions around local concepts of complementarity (e.g., ngogon dafa, in Bambara). This concept includes understanding of the different roles but equal importance of men and women in society. The discussions could explore the differences in positions of men and women in society to develop areas of support to women that make sense in programming work and in the Malian context.

2. **Training opportunities**
   UNICEF Mali could explore the possibilities of organizing joint gender training initiatives with other UN organizations in the country, e.g., there are opportunities for UNICEF and WFP in Mali to find common gender related areas of interest (support to school canteens, nutrition programmes).

   This training should not be carried out as an end in itself, but should be linked to immediate use of the training. It also needs to use different learning strategies such as workshops, online training tools, discussion groups, etc. so that different learning styles can be supported and learning shared within the office. The timing of the evaluation fits with planning of new country strategy and plans and the plans could be addressed directly after receiving training.

3. **Program work on Recognition of Rights**
   The UNICEF program needs to take a more direct role in the diffusion of legal texts related to gender equality in local languages.

   This would directly address the ignorance of legal instruments that offer protection of rights and promote discussions of the meaning of “rights” within the Malian context. The work would require several stages: translation and abridgement of legal texts into short texts in plain language; translation of simple text into local languages; design of
The development of simple texts needs to be regularly tested at community level and should be integrated with other work that is in close contact with local authorities and communities. UNICEF is in a good position to carry this out with its integrated programs and committed program staff.

4. **Greater attention to a more gender-sensitive life cycle approach**

There is a need to target adolescent girls and boys, who have dropped out of school and may not have access to social services and resources.

Discussions on education issues with parents and committees highlighted a persistent problem facing adolescent girls and boys who leave school for various schools. This concern was also raised in the context of higher illiteracy rates among women in Mali.

5. **Systematisation of gender in program documents**

All program and project documents need to be assessed for gender approach and special attention paid to work within community, family and government contexts so that the situation of women is addressed as part of a more holistic approach.

Work with women and girls should not be continued in isolation from changes going on in households, institutions (e.g. schools) and society (e.g. local government, NGOs, etc.). An immediate tool would be the replacement of all neutral nouns with gender-specific nouns. This may be resisted as tedious but should allow more penetrating analyses of the current situation. It would also facilitate the identification of gender-sensitive monitoring and evaluation methods including specific indicators.

6. **Accountability of gender in management**

Senior management needs to require each program team to show how it has enlarged its approach to involve more gender-sensitive approaches and to hold individual staff accountable for this during their annual performance evaluations and in the annual report.

There may be less work required to reach this point in education and women’s health than in HIV/AIDS and other programs. Initially there would need to be extra supervision of routine procedures in design and monitoring and evaluation to ensure a more consistent and systematic integration of gender equality approaches. UNICEF staff in the Mali CO currently do not seem to want to be assessed on gender work as part of their PER. This could be more accepted if each officer had gender elements specified in their Annual Work Plans. However, as this evaluation has shown and has been feared in many areas of international development, mainstreaming has not been successful in itself and needs to be supported by specific gender specialist inputs and making all staff responsible for the gender approach in their work.

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103 There are attempts to do develop simple and illustrated texts in Mali (for example: SNV, UNICEF, OVG, etc.) but it would be a good idea to look for the very best quality work and perhaps examine some samples from Associates in Research and Education for Development – [ared@enda.sn](mailto:ared@enda.sn) (ARED) in Dakar, Senegal.
7. **Access to gender specialists**
The Mali CO could develop a roster of local gender specialists to help programme staff work actively to conduct gender analyses as a regular part of the programme planning process.

Annex 1 below contains more detailed suggestions re recommendations 6 and 7.

**Detailed Suggestions for Integrating Gender Equality in the Future**

**Country Programme Action Plan (CPAP)**
- Need for stated results to include more gender explicit goals in all the five programme areas
- Participation rates to be broken down by sex (and by age where applicable)
- Track if existing baseline information contains sex-disaggregated data to allow for better tracking of gender-explicit results
- Update LFA such that results indicators are clearly linked to stated objectives
- Allocate adequate resources to achieve stated results and to enable proper monitoring and evaluation of results during implementation and at the end of the project cycle
- Explore practical ways of holding programme staff accountable for the achievement of stated results (eg. Explicit responsibility to integrate gender equality input)

**Annual Workplans**
- Gender explicit objective to be integrated in the project objectives for each year
- Need for explicit number of male and female target groups

**Integrated Monitoring and Evaluation Plans**
- Project objectives could be strengthened by the inclusion of an explicit gender equality objective
- Need for specific qualitative and quantitative indicators to measure project effects on gender equality
- Need for general project indicators to be gender-sensitive (e.g., include numbers of female and male beneficiaries reached)
- Targets to be disaggregated by sex where possible and appropriate
Mali: Reference Materials Used & Documents Reviewed


AA.b. Le COFED. Information sheet on association. Mali.

AA.c. L’état d’avancement de la situation des droits humains des femmes et des filles au Mali et la mise en œuvre de la CEDEF. Internal report, UNICEF, Mali.

AA.d. n.d. SNV. Le point de vue malien sur l’équité; la femme et l’homme se complètent.


AA. 2007f. Presentations from NGOs and Associations met during the evaluation mission. Mali.


MPFEF. 2007. Note Technique, Mise en Place de Mécanisme Genre au Mali, Mali.


UNICEF. 2007c. Executive Board, Annual session 2007, 4-8 June 2007, Item 9 (a) of the provisional agenda, Draft country programme document. Mali.


UNICEF. 2006. Atelier de Formation des Formateurs/trices des régions de Kayes, Ségou et Mopti, Ségou, 10-14 Juillet 2006. Synthèse des fiches d’évaluation de la formation remise par les participant(e)s.

UNICEF. 2006. Fiche de suivi des CDPE. Mali.


I. INTRODUCTION

Nicaragua is one of the six countries that participated in the global evaluation of UNICEF’s gender policy implementation. The general purpose of the case study is to:

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

Two members of the Evaluation Team participated in a ten-day evaluation mission to Nicaragua from September 2 to September 14, 2007. The following findings are based on semi-structured interviews and focus group discussions (FGDs) with stakeholders from the Country Office (CO), UN agencies, government counterparts, NGOs, donors and beneficiaries, along with review of key documents. The Team interviewed 81 respondents, including seven programme staff from the Nicaragua Country Office (NCO); senior NCO management (2); government (9) and NGO partners/allies (10); four members of the United Nations Country Team (UNCT) from UNDP, UNFPA, UNIFEM and UNICEF; three donor agencies, including the Swedish International Development Agency (SIDA), the Embassy of the Netherlands, and Denmark; and project staff and beneficiaries from five UNICEF projects. The mission included project site visits and meetings in the capital city, Managua, and outside, in the Departments of Estelí and Chinandega. The Team met with children and adolescent beneficiaries of the programmes in these Departments to discuss the projects, who presented their recommendations through focus groups discussions.

This report highlights the challenges to promoting gender equality within the country’s political context; it identifies good practices within the UNCT for strengthening institutional capacity in gender equality, and it stresses the importance of integrating this approach into emergency assistance. This is very important, as the country is highly vulnerable to natural disasters.

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104 See Annex 13 List of Persons/Organisations Interviewed
105 See References Used and Documents Reviewed
106 Allies are institutions and organizations that contribute to the implementation of UNICEF’s programmes/ projects.
107 Details on the methodology used are included in Annexes 5 -10
108 While the Team carried out the evaluation, Hurricane Felix hit the Caribbean Coast of Nicaragua. As a result of this emergency, most of UNICEF programming staff had to travel to the affected area. In this situation, it was not possible to maintain the original agenda. Most of the meetings had to be rescheduled to the second week. However, the mission was able to obtain most of the information required under this compressed agenda.
The NCO selected its largest flagship programmes for the Evaluation Team to review. These included: Friendly and Healthy Multi-Grade Schools, the “Los Cumiches” Communication and Social Mobilization Association, Adolescent Clubs, Potable Water and Sanitation Committees, Maternal Centres and the Nicaraguan Association of Persons Living with HIV/AIDS (ASONVIHSIDA).

The evaluation team held a debriefing at the end of the mission with senior management and a wrap-up workshop for programme staff that was also attended by the Representative and the Deputy Representative. The Team members presented, discussed and verified their findings and received valuable input from staff on recommendations for the future that are included in the report.

II. GENDER POLICY IMPLEMENTATION IN THE NCO

National Context:

The way gender policy has been integrated into the programme by the NCO needs to be viewed and understood within the national context and significant development challenges faced by Nicaragua. Nicaragua is the second poorest country in Latin America.\(^{109}\) The country’s vulnerability to natural disasters makes it more fragile still. In 2005, the Committee on the Rights of the Child reiterated in its observations the need to combat regional disparities in access to health, high rates of malnutrition in children, and low access to health care in rural and remote areas. Of indigenous children living on the Caribbean coast, 33% of Miskito children and 100% of Rama children are affected by chronic malnutrition.\(^{110}\)

Poverty and family survival are the main factors causing children to drop out of school. Twelve percent of children 5-17 years old are working.\(^{111}\) Boys, in particular, are expected to start working at an early age and many of them cannot complete elementary school. In Nicaragua more girls than boys complete primary school (grade 6): with 45% percent of girls graduating in comparison with 37% of boys.\(^{112}\)

Children’s right to a name and a nationality is also a great concern. Approximately 35% of children are not legally registered.\(^{113}\) This is seen as a gender issue as there is a high rate of abandonment of children by their fathers and having the father’s name registered can help the family get access to child support. This situation is exacerbated by male migration to seek work which leads to many women being left behind to become sole-support parents. Currently 31% of households in Nicaragua are headed by single

\(^{109}\) In 2004 Nicaragua became one of the countries approved for debt relief through the Heavily Indebted Poor Countries (HIPC) Initiative and the Multilateral Debt Relief Initiative (MDRI).
\(^{110}\) CCA 2008-2012, p.30
\(^{111}\) Ibid, p.26
\(^{112}\) Ibid, p.33
\(^{113}\) Ibid, p.15
mothers. In response, a responsible parenting law has recently been presented to the National Assembly.

The percentage of children born from adolescent mothers is 28%, one of the highest rates in Latin America. The maternal mortality rate is high at 87.3 deaths/100,000. However, there has been some decrease in recent years. A significant problem is that adolescents make up 1/3 of maternal deaths. Access to health services is particularly limited for indigenous women and 57% of Miskito women living in the Caribbean Coast do not deliver their babies in medical facilities.

Family violence and sexual abuse within and outside the family is rampant in the country resulting in severe injuries, rape and suicides. A step forward was the creation of the National Commission on Violence Against Women, Children and Adolescents and of the Women’s and Children’s Police Stations. Both male and female children are also victims of sexual exploitation and trafficking. HIV/AIDS infections are increasing among adolescents with 7% of new HIV/AIDS infections occurring among adolescent boys and girls. The epidemic also increasingly affects girls and women with a ratio of 2.4 women to 1 man being infected.

Nicaragua ratified CEDAW in 1981, but has not integrated the Convention in the national laws, improved the participation of women at political levels, or ratified the optional protocol. The 2007 CEDAW Committee observations urged the National Assembly to approve the proposed Family Code and the Law of Equal Rights and Opportunities. The country does not have a gender equality law and policy. The Nicaraguan Women's Institute (INIM) does not have the rank of a Ministry, nor does it have the authority required to implement its mandate or the resources. The creation of the two Special Ombudspersons for Children and Adolescents and for Women are a positive step, but they are also under-resourced.

In Nicaragua there are groups of men addressing masculinity and other gender equality issues, particularly gender-based violence and HIV/AIDS. More work needs to be done, particularly on responsible parenting, to address not only legal aspects but also a change on gender roles and stereotypes. The Puntos de Encuentro (Common Grounds) Foundation does research on masculinity issues. The Centre for Popular Education and Communications CANTERA (Quarry) runs a course on Masculinity and Popular Education. The Association of Men Against Violence, raise men's awareness on issues of gender equity, masculinity, power and gender-based violence.

Government and religious groups’ conservative policies have had a direct effect on women's sexual and reproductive rights and the promotion of gender equality. In 2005, the Nicaragua Episcopal Conference expressed its opposition to gender equality. Prior

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115 Ibid, p.34
116 Ibid, p.36
117 Ibid, p.36
to national elections in October 2006, the National Assembly reformed the Criminal Code to criminalize therapeutic abortion with the support of the Catholic Church and other religious groups.\textsuperscript{118} As a result, women with pregnancy complications cannot access emergency obstetric services. The Nicaraguan Women’s movement and other civil society organizations are contesting the law and addressing its impact on the MDGs.\textsuperscript{119}

A UNDP assessment of the likelihood of Nicaragua meeting the MDGs considered that there was a low possibility of achieving most of them, with the exception of eliminating gender disparity in access to education at all levels.\textsuperscript{120}

The NCO has addressed these different issues by using a combination of a practical needs and strategic approach. Some of their GE programme components address basic needs issues and others focus on changing social attitudes. Where they find a challenge is in advocating with their government partners on sensitive political and religious issues. “There is resistance to gender issues in the country.”\textsuperscript{121} In these instances, sometimes the NCO’s approach has been to promote increased gender equality in a less explicit way by simply stating that they will be working with children and mothers\textsuperscript{122}/women. They also take a strong rights-based approach and always promote women’s participation.

III. ANALYSIS OF INSTITUTIONAL STRENGTHS AND WEAKNESSES

The evaluators conducted an assessment of the NCO’s institutional strengths and weaknesses related to gender equality by comparing the data collected from the programme staff interviews and a review of programme documents with the indicators previously developed for the institutional assessment framework outlined in Annex 6. This framework is based on four primary categories of analysis: 1) Commitment; 2) Accountability; 3) Capacity; and 4) Funding. The 2002-2006 cycle was selected for the analysis based on a common set of criteria for the case studies. However, improvements on gender integration on the 2008-2012 cycle are commented in on item IV Gender Equality Results Observed.

The assessment and rating for the NCO for each set of indicators for the four categories are summarized below. The ratings for each indicator range from a score of 1 that represents a low level of institutional achievement for this area, to 4 at the high end of the scale. Each of the four categories of analysis starts with a summary assessment of the key assessment indicators outlined in the Institutional Assessment Framework. The ratings for each category have been aggregated to give an overall sense of the NCO’s status in this area. A brief analysis is then given of any notable strengths or weaknesses for the category as a whole.

\textsuperscript{118} CCA, p.41. Therapeutic abortion was re-criminalized in the new penal code on September 13, 2007 (La Prensa, 13 September 2007).

\textsuperscript{119} See Grupo Terapéutico 2007 and Asociación de Mujeres Profesionales et al. 2006.


\textsuperscript{121} Interview with Country Representative

\textsuperscript{122} Interviews with Donors (Embassy of Royal Netherlands), UNFPA and teleconference with SPO
In the following section the Evaluation Team outlines its analysis of the institutional constraints that underlie these weaknesses in the integration of GE policy in programming, implementation and results. They found that many of these appeared to beyond the control of the country office and therefore need to be viewed within a national and global UNICEF context. The Team were also told that day-to-day institutional guidance on gender equality comes more from the PPPM and the RO, than from the formal Gender Policy. Overall the capacity and understanding of GE in the CO is varied.

(a) Commitment

<table>
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<tr>
<th>Description</th>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
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<tbody>
<tr>
<td>Representative and SPO well informed about key gender issues that affect their area of work (high).</td>
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<tr>
<td>Senior Managers support staff with interest in promoting GE, but do not provide systematic direction to all programme staff (fair).</td>
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<tr>
<td>Highest level of authority (SPO) with significant responsibility for GE including GFP Note: High level of individual staff commitment to promotion of increased GE also observed (high).</td>
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<tr>
<td>CO and SPO have participated in gender analysis/awareness training in past 5 years. Note: CO member of UNICEF female leadership network, SPO GE championship in UNICEF Bolivia (high.)</td>
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<tr>
<td>Some evaluation TORs include gender equality tasks, all TORs include knowledge of GE in qualifications (fair).</td>
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<tr>
<td>Some links made between priority GE inputs in CCA and UNDAF and CO programmes (good).</td>
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<tr>
<td>UNICEF not perceived as having leadership role related to GE within UNGTG &amp; UNCT (low).</td>
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Note: Rating scale: 1-Low, 2-Fair, 3-Good, 4-High.

The Representative demonstrated visible commitment to GE and to increasing men’s participation in GE approaches. When she took over her position she appointed a man as a GFP to send a message that GE was everyone’s responsibility. The Team also saw gender-balanced documents/posters in terms of images and inclusive language regarding women and men, boys and girls. One staff person indicated in her interview that this is one of her responsibilities, although it is not explicitly in her job description. The CO has also recently increased the level of the GFP which was formerly the responsibility of the Monitoring & Evaluation Officer (NO-B2). The SPO will take over the GFP next year, as well as the leadership of the Interagency Group and is also committed to develop the TORs for the GFP position. However, there is a concern that
gender does not have a HQ or RO strong incentives structure as do other themes, such as financial issues (e.g. audits, financial reports).\textsuperscript{123}

The NCO management has a strong GE background and knowledge of the main GE issues of the country. The Evaluation Team was also made aware of the dedication of the programme cluster staff very clearly. Their overall review found that the weak implementation of UNICEF's gender policy appears to owe more to a lack of a systematic approach to its implementation, a need for a clearer strategic vision, a gender equality mandate, and a programme-based gender equality strategy, than to a lack of commitment of programme cluster staff or senior management in the NCO.

“Our mandate with CRC (Convention on the Rights of the Child) is very clear. The RO provides guidance to integrate CRC in programming and we have a well-defined accountability with the CRC Committee, but this is not the case with CEDAW. We don’t have this level of guidance from HQ for the GE policy, which is a controversial issue in Nicaragua.\textsuperscript{124}"

Staff also noted that they do not have clear direction from HQ and also lack guidance from the RO and HQ on GE issues. They also find themselves limited by a low GE priority in the government’s agenda and the influence of traditional religious sectors opposed to GE.

(b) Accountability

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<tr>
<td>Lines of accountability for gender equality inputs exist, but not enforced systematically (fair).</td>
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<tr>
<td>No staff, except GFP, has promotion of increased gender equality as one of their annual key assignments (low).</td>
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<tr>
<td>No one’s job descriptions include relevant tasks related to gender equality (low).</td>
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<td>Some evaluation reports include assessment of programme effect on gender equality, but mainly for flagship projects (fair).</td>
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<tr>
<td>UNICEF holds partners accountable for promotion of GE to a limited extent (fair)</td>
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<tr>
<td>Programme documents technically require management sign-off on the GE inputs before they are approved but this process is only enforced on an ad hoc basis (low)</td>
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<td>TORs for Gender Focal Point only includes a vague phrase (low)</td>
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\textsuperscript{123} Interview with NCO management
\textsuperscript{124} Interview with NCO management
The overall score for the accountability section rests between fair and low, owing to the weak institutionalization of GE in the NCO, attributed by senior staff to the weak institutionalization in UNICEF as a whole. This is a challenge that the entire UNICEF system appears to be facing. While the NCO management has a clear sense of accountability on GE issues, they are required to follow UNICEF’s institutional processes as outlined in the PPPM and to follow guidelines approved at the Headquarters or policy papers provided also by Regional Office (RO) level. Also the leading document providing programming guidance to the COs, the MTSP, has relatively little reference to gender equality issues and approaches.

In the NCO, the integration of programming remains ad hoc and none of the programme staff reported having a gender-related assignment in their PERs, with the exception of limited accountability for the GFP. This responsibility was stated just with one sentence, in part because of the limited structure of the PERs to report on GE assignments. Documents presented to the RO, mainly the Country Office Annual Report —COAR (as noted by management staff), are reviewed by the Regional Adolescent and GE Advisor, but a systematic sign-off approval procedure for GE is not in place at either the CO or RO level. The inconsistency in integrating GE in programming and reporting is also carried over to UNICEF’s partners.

This analysis of the NCO also must be understood in the context of the multiple challenges facing COs which are grappling with the implementation of Results–Based Management, Human Rights-Based Approaches and the UN Reform process all at the same time. Within this context, the strong commitment of senior management to GE and the appointment of the SPO as a GFP are important steps forward.

(c) Capacity

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<tr>
<td>Staff has knowledge of basic GE concepts, gender mainstreaming processes and UNICEF’s gender policy (fair).</td>
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<tr>
<td>Lack of inclusion of GE content in programme planning documents (fair)</td>
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<tr>
<td>No gender-specific results or activities, gender-sensitive indicators or risk analysis; some sex-disaggregated indicators (low)</td>
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<tr>
<td>Limited number of GE indicators are measured and progress is tracked (fair)</td>
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<td>Some sex-disaggregated data and gender analysis in research and evaluation reports and a few gender-specific reports written (fair)</td>
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<tr>
<td>Limited reporting with gender analysis (fair)</td>
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<td>No formal systems exist to capture and document internal knowledge on gender equality, particularly good practices (low)</td>
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<td>Emergency programming designed to take the specific vulnerabilities and priorities/needs of girls and boys, male and female adolescents and men and</td>
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women into account (good).

Staff has limited access to local gender expertise through external consultants and occasionally consult with GFP (low).

Most staff has some knowledge and skills to advocate on key gender issues with partners (good)

Staff has not been provided with gender analysis and advocacy training (low).

Over 40% of staff has skills to do basic gender analysis related to programme, but need more skills in complex gender analysis and mainstreaming suitable for their programmes (good).

The overall ratings of staff capacity are between low and fair. They are mainly the result of personal initiatives and not of institutional training. According to the staff interviews, some factors that explain the commitment to independent capacity building are the staff’s high level of gender awareness, recognition of deep gender inequalities in the country and the fact that gender equality issues are highly politicized in Nicaragua. Recognition of the importance of gender equality issues is also high within the NGO and Civil Society Organization (CSO) community in general. It is important to highlight that there are some GE capacity efforts at the country level. Last year the UNCT carried out a GE workshop in preparation of the 2008-2012 CCA, UNDAF and CPD. As well, UNDP staff is attending a compulsory GE training programme that will have university accreditation, a good practice documented in this study.

The results of the analysis also mean that there is a good foundation at the NCO to take GE analysis and integration to a more systematic and strategic level. In this respect the NCO also has the asset of GE expertise at a management level. The SPO has conducted GE training and has worked as an expert on GE indicators. Her experience is an asset that the NCO should make more use of it.

It is important to note that the CCA and UNDAF 2008-2012 cycle documents have specific sections on gender and a guiding gender analysis focused on unequal power relations, which is reflected in the other sections of the documents. The NCO is also working to develop a strategy to integrate gender equality into the CPAP 2008-2012. According to Management Staff there is a new draft of the CPD 2008-2012 with improved GE content that the Evaluation Team was not able to obtain.
(d) Funding

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<td>There is little or no funding to support the achievement of gender equality results from core funding (low)</td>
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<td>It is not possible to track the amount of funds spent to achieve specific gender-equality results without modifications to financial reporting tools (low).</td>
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<tr>
<td>Programmes do not have gender equality results and allocation of resources to GE aspects is not specified. (low)</td>
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A small amount of resources has been approved from the annual budget for activities to advocate on gender equality with the Interagency Group. Management staff noted that some activities have been designed based on these resources, to address gender equality as part of the programmes. UNICEF’s existing financial reporting systems (PIDB coding) do not currently facilitate the tracking of expenditures on GE inputs to projects and programmes. This makes it difficult to assess the degree of spending related to gender components of programmes.

IV PROGRAMMING PROCESSES

a) Policy evaporation

“Gender is everywhere but nowhere.”

UNICEF staff

There is very little attention to gender equality in UNCT guiding documents (CCA, UNDAF) or in the UNICEF programming documents that correspond to the 2002-2006 period. CCA and UNDAF only consider gender as one of several social gaps without developing any in-depth analysis. The UNICEF documents address gender slightly, primarily in terms of infant-maternal health, HIV/AIDS and education.

The NCO does not currently have a gender equality strategy. As a result, there is no guiding statement that provides a gender analysis of its programming with sex-disaggregated data or which maps out gender equality objectives, results, and indicators, either as a separate component or to be pursued through existing programmes/projects. Gender equality results have been observed by staff, as well as by the evaluation team, but there are no gender equality results outlined in the programme documentation, and only a few gender-sensitive and sex-disaggregated indicators. The NCO is concerned about this situation and is working to develop a strategy to integrate gender into the CPAP 2008-2012. Management staff noted that

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125 The Evaluation Team did not have access to these programming documents.
“given that it is not required to have a gender equality strategy, it is very hard for any country office to have one.”

(b) From CCA to UNICEF Country Programme
The main gaps are in the process of gender policy implementation in formal programme planning, management, monitoring, and reporting. The following document analysis focuses on the previous cycle (2002-2006). This is followed with a comparison with the 2008-2012 cycle.

The first step of preparing the CCA was a one-day workshop on gender and the CCA organized by UNIFEM.

The CCA was developed according to three reference points. It was based on a commitment to contributing to meeting the goals of the Strengthened Poverty Reduction Strategy (ERRP in Spanish). Its human rights approach reflected the seven core rights outlined in the global Human Development Report of 2000, and the causal analysis reflected the 2002 UN Guidelines for CCAs and UNDAF (Nations Unies 2002).

Within its multi-dimensional approach to poverty analysis, reducing gender gaps was considered a crosscutting issue, and was lumped together with other “gaps:” age, socio-economic, and ethnicity, among others. Furthermore, these gaps are identified at the “immediate” level of causes of the “poverty system,” not at the deeper levels of “underlying” or “structural” causes of poverty (UNICEF 2000, 227).

Based on this framework, there was no specific attention to gender equality, either a gender analysis or a guiding general statement that could then be applied to each dimension. There was only a small sub-section on the economic dimensions that explored women’s unvalued contributions to the economy. Sex-disaggregated or women-only data were also provided in reference to: violence against women, maternal mortality causes, and desired births. However, there was no sex-disaggregated educational data.

The gender equality objectives included focused on sexual and reproductive health for adolescents and adults; responsible motherhood and fatherhood; maternal health; institutional strengthening and resources regarding violence against women and children; and strengthening and funding for the Nicaraguan Women’s Institute (INIM) and the Special Ombudspersons for Children and Women.

From CCA to UNDAF (2002-2006)
The UNDAF has been done through a participatory process; however, the document does not indicate who the participants were. Feedback on the first draft was received

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126 Input from SPO
127 The four structural causes of the poverty system identified were: an excluding economic model, the absence of a culture of rights and responsibilities of all persons, weak institutionality and incipient rule of law, and a culture of violence (UNICEF 2000, 227).
from civil society organizations, but not from the social cabinet (which includes the Ministry of the Family and the INIM). The TORs of the consultants (1 man, 1 woman) were not accessible for review by the Evaluation Team. The document did not mention any specific gender issues or needs of women, girls, men, or boys. For example, not even the analysis of women’s unvalued economic role which was found in the CCA, and was reflected in one of the economic objectives of the same CCA, was included in the UNDAF. There were also no gender-specific results or indicators outlined.

From the seven dimensions of poverty outlined in the CCA with their respective objectives, the UNDAF identified four action areas, whose objectives were not the same as the CCA’s. One goal for one of the areas, “rights and duties of the person,” reflected the multiple gaps, including gender and age, identified in the CCA, as did one of its objectives. Other objectives referred to human rights; public policy for children, adolescents and women; sexual and reproductive health; infant and maternal mortality; and sexuality. This area represented over 60% of UNICEF’s programming budget (RR and OR combined).

The area of “rule of law, democratic governance and institutional development” had as its goal “universal, unrestricted, quality access to justice” with an objective reflecting “improve[d] access to justice for the most vulnerable groups” but gender is not specifically mentioned; juvenile justice is part of another goal, but is not sex-disaggregated or gender-sensitive and it does not have a specific indicator. One objective in this area referred to “the most vulnerable groups.”

Only one indicator was sex-disaggregated (sex and age of participants in environmental sustainability education activities), but it did not refer to a gender-equality result such as “gender gap.” Almost all of the indicators were quantitative.

**From UNDAF to MPO (2002-2006)**

The UNDAF’s area of “rights and duties of the person” is the largest of UNICEF’s programming, and is reflected in UNICEF programming either directly (through attention to policy, legislation and the Special Ombudsperson and the INIM) or indirectly (e.g., through the education and child labour programme/projects). In this way the Master Plan of Operations (MPO) contributes to the CCA and UNDAF’s approach to gender, i.e., reducing the multiple gaps, including gender and age. Although the CCA and UNDAF had a gender analysis of the economy, this was the only one of the four components to which UNICEF did not contribute.

There is extremely little sex-disaggregated data or gender analysis. Public policy and protection programming mentions data of domestic violence against women and children (not gender-disaggregated) and women-headed households and poverty, health programming addresses breastfeeding, fertility and maternal mortality, though there is no gender analysis for either programme. The only gender-related indicators address CEDAW- and CRC-based revision of laws and public policy, auditing for women’s and children’s rights and women’s knowledge of preventing HIV/AIDS and maternal-infant transmission.

Gender is more evident in the education programme, both in an analysis (without providing data) of girls having slightly higher enrolment and performance rates though
the education system reinforces traditional gender stereotypes and in the only gender-
disaggregated indicators in the MPO, which address drop-out and child labour. Thus
there are no indicators or results related to the brief gender analysis.

Comparison of the 2002-2006 and 2008-2012 cycles

There was considerable difference between the previous CCA-UNDAF-MPO cycle
(2002-2006) and the upcoming cycle (2008-2012), where gender equality is more
integrated in the CCA 2006 and upcoming UNDAF. The UNICEF CPD (2008-2012), by
contrast, has little gender content. It includes a general comment that all programme
components will have an explicit gender perspective, but this is only reflected in the
education component and improving gender- and age-disaggregated statistics.
Management staff noted that only responsible parenthood is stated as a result it will
contribute to."

The improvement in the 2008-2012 CCA/UNDAF is due to the following factors. The
2006 CCA process involved an in-depth training process for UNCT staff (see Section II -
Good Practices) and human rights and gender specialists accompanied the process.
The focus of the CCA and UNDAF is on the MDGs, with special attention to MDG 3.
Whereas there was scant attention to gender in the 2002-2006 CCA and UNDAF, the
2008-2012 cycle documents have specific sections (a specific outcome with own
outputs) on gender and a guiding gender analysis focused on unequal power relations,
which is reflected in the other sections of the documents. Few other outputs and
outcomes have a gender perspective though. Nevertheless, the 2008-2012 UNDAF still
has few sex-disaggregated quantitative indicators or baseline data, and no qualitative
indicators to reflect gender equality issues and results statements.

There is also a short 2007 CPD (5 pages). In the background this document indicates
that "emphasis will continue to be placed on ensuring the full inclusion of a gender
perspective in all programme documents

C) UNICEF Internal Programming Process

The NCO’s programme documentation does not reflect any explicit gender equality
results in its general programmes or any gender- or women/girl-specific projects in its
country programme. There are also few gender equality or sex-disaggregated indicators
on which to report. Most indicators are quantitative and pertain to participation,
especially in water and sanitation communal committees. Management staff noted that
there are no official orientations/guidelines/compromises on how UNICEF should
address gender equality. What results the NCO should be aiming at. How the NCO can
contribute to them, How UN agencies would contribute to Gender Equality.128

On the positive side, the NCO’s projects and programmes do have gender equality
components in practice. There is a general concern with equal participation of both boys
and girls, women and men in all programmes, which aims at changing gender roles.
Some programming also has specific gender equality content, e.g., the revision of
textbooks and separate toilets for boys and girls in the Friendly and Healthy Schools;

128 Input from SPO
inclusive language and images; discussion of gender equality issues in communications materials; and changing attitudes towards gender roles and building self-esteem and leadership for girls and boys, women and men, particularly in projects with children and adolescents and in HIV/AIDS programming.

Situational analyses have also been done in some projects which include sex-disaggregated data and provide varying levels of analysis of gender issues. Inclusive language is used systemically in all programming documents. There is often attention paid to domestic and sexual violence, either in the contextual analysis or in research and evaluation reports. There are sex-disaggregated data in most documents, but it is not systematically analyzed.

The Team considers that part of the weakness around explicit GE programming relates to the fact that a results-based management (RBM) approach is not fully integrated into programming, although UNICEF staff did receive RBM training in the past.\textsuperscript{129} Staff are still struggling with this approach to some extent and results are not broken down – with their respective indicators – into impacts, outcomes, and outputs. There is also some confusion between results and indicators. Some staff therefore also find it challenging to integrate gender into an RBM approach and framework.

Another factor is that staff has received very little official guidance from other UNICEF sources such as programming guidelines or policy orientation from the HQ and RO. Therefore the gender components have been integrated based on staff's own resources, training, and experience.

The NCO has received recommendations in the past from Sida on how to improve gender equality in programming, particularly through developing and implementing a gender equality strategy.\textsuperscript{130} Management staff noted that, they are just starting to act on these for the new CPD.

The NCO staff indicated that they are concerned with finding a way to integrate GE in programming more systematically, particularly with regard to the CEDAW, and using an approach which encompasses both children’s and women’s rights. For example, they want to improve breastfeeding components of their programming so that they reflect infants’ right to exclusive breastfeeding, while balancing it with mothers having working conditions that make this feasible.

The development of a gender strategy and more explicit GE programming, including a focus on responsible fatherhood, are planned for the upcoming cycle (2008-2012).

d) Monitoring and Reporting

There are some sex-disaggregated data outlined monitoring reports and generally minimal gender analysis. However, there are some gender-specific and other reports which provide a good or even high level of gender analysis, which needs to be incorporated in planning and programming.

\textsuperscript{129} Sida evaluation 2005.
\textsuperscript{130} Sida evaluation 2005 and UNICEF 2005 “Informe de Reuniones”.

98
One factor contributing to the general lack of attention to gender equality in reporting appears to be the lack of an integrated RBM approach to programming. In particular, the IMEPs consulted (2005-7) consist only of a list of activities to be carried out. Another is that there is not currently an incentive structure, from HQ down, to promote GE reporting. Since staff have limited time for reporting, they prioritize the other aspects which are required.

There is, however, reporting on specific gender components of some projects with the use of some sex-disaggregated data. This is accompanied by discussion in response to a set of directed questions in reporting formats.

V. STRATEGIC PARTNERSHIPS

Donor and Partner Perceptions of UNICEF

Overall, the donors interviewed expressed a positive opinion of UNICEF in Nicaragua (including Sida, DANIDA and the Royal Netherlands Embassy). The interviews and focus group discussions with UNICEF government counterparts, NGOs/allies and UN entities confirmed this perception. Donors praised UNICEF’s leadership work with children and mothers, while government counterparts praised UNICEF’s work with them at the local level. NGO partners/allies highlighted UNICEF’s leadership on children’s human rights and its work with adolescents. However, most people interviewed agreed that UNICEF does not provide leadership on gender equality in Nicaragua. On the positive side, donors noticed that the CO and SPO are bringing gender equality to the table. Partners also pointed out that UNICEF is achieving gender equality results in the field, but these are not systematized and lack visibility. Sida’s monitoring report of UNICEF’s country programme was very critical of the lack of systematization and explicit gender equality results and indicators in programming.

There is a general perception that UNICEF has a low profile on sexual and reproductive health issues and on sexual abuse against children and adolescents, which is one of the main problems in the country. There is an expectation that UNICEF should have more visibility on gender equality as as Coordinator of UNCT’s thematic group on HIV/AIDS, not only regarding vertical transmission, but also the rapid increase in the number of male and female adolescents infected.

UNICEF’s selection of partners has been strategic in terms of their capacity and commitment to integrate a gender approach in programmes/projects. Most of the partners interviewed exhibited a high level of gender awareness, knowledge of gender equality terminology, an understanding of gender roles and stereotypes specific to the country, and are addressing gender equality issues in their programmes. However, they expressed the need to receive monitoring and training from UNICEF and to have instruments to report on gender equality results.

Nicaragua is one of the pilot countries for UN harmonization and both donors and partners voiced the need for harmonization of international cooperation in terms of work, mandates and reporting procedures. In 2005, the National Plan for Harmonization and Alignment was developed and adopted by the government and donors. However, input

131 Sida evaluation 2005.
received indicated that more needs to be done. Feedback received from donors and government partners recommended UNICEF focus its work on technical assistance, strengthening partners’ institutional capacity and ensuring sustainability when funding ends. Donors also pointed out the need for the UNCT to develop a coordinated strategy on gender equality, especially given the reduced opportunities to work with the government on these issues at the present time and the continuing weakness of the Nicaraguan Women’s Institute (INIM).

VI. GENDER EQUALITY RESULTS OBSERVED

Although there is generally little documentation of GE results by the NCO and no gender equality results programmed, from a results perspective UNICEF’s gender policy in programming has “condensed” as opposed to evaporated. This is because GE results are found in practice even when they are not explicitly planned. These results were both observed by the Evaluation Team during their mission and UNICEF staff and partners are also fully aware of them.

The most obvious GE result achieved in most of the programming is equal participation of boys and girls, women and men. Participation of women and men of different ages has also been achieved in decision-making bodies, e.g., the Potable Water and Sanitation Committees (CAPS); and student governments linked to the Healthy and Friendly Schools Initiative (IEAS). Participation in these bodies and other project activities which promote gender equality have led to changing gender roles and increased participation in other community organizations and decision-making bodies. Both of these projects have been identified as good practices.

Other GE results observed are related to changing gender roles, attitudes, the development of greater self-esteem, increased empowerment, knowledge of rights, and leadership. These results have been promoted in different ways in many projects with different partners, e.g., Young Entrepreneurs develops businesses where everyone takes turn in all roles. Management staff noted that the NCO is in the process of developing training material on gender equality. The women living with AIDS who are members of ASONVIHSIDA have developed literacy skills, self-acceptance, and leadership skills through their participation in the project, particularly through giving talks with medical professionals and community members. Los Cumiches, a children’s and adolescents’ communication network, have received training, produce a weekly radio show which regularly integrates a gender perspective and children’s rights, and give workshops to adolescents, parents and other community members in several communities. They have learned about gender equality issues, research and discuss them on their radio show, and then teach them to others.

These results have been achieved partly due to UNICEF’s contribution and those of other donors, but also because of partners’ own commitment and experience with gender equality, particularly civil society organizations (CSOs). (see Section III for a detailed breakdown of good practices leading to increased gender equality in programmes promoted by the NCO)

At the same time, staff, partners and beneficiaries have identified limitations to these results, e.g., women’s and girls’ increased participation does not always lead to men also taking on different gender roles, as in the case of the Water and Sanitation Committees (CAPS). The adolescents who participate in Los Cumiches also do not all
enjoy more equal gender roles in their homes because the rest of their families have not received training or sensitization.

In the emergencies the needs of vulnerable girls and boys, women and men are included from the initial response, following UN emergency guidelines. The Team was able to confirm this fact with the emergency supplies sent by UNICEF to the victims of Hurricane Felix. Interviewed staff who did the emergency rapid assessment indicated that they use UN emergency check lists to identify the needs of vulnerable groups by sex. They were also aware that gender-based violence needs to be addressed in emergency shelters, however the staff pointed out that this is difficult because research has shown that people of the eastern autonomous regions do not stay in shelters for more than a few days. In addition to taking into account practical needs in the immediate response, a gender analysis was also being incorporated into human interest stories being written and planned for in education and other post-hurricane work. Donors interviewed were confident that gender is included in emergency work according to UNHCR emergency training, but indicated that they do not assess if gender has been included in a more consistent way in the medium-term emergency plans or longer-term emergency interventions. The Evaluation Team was not able to assess the emergency plan, as the emergency kept the staff extremely busy. Since UNICEF’s role in emergencies has been very visible and there is a high degree of coordination within the UNCT and with the central and regional governments, the parties involved could build on this coordination and incorporate the new conditions so as to strengthen existing programming, including with new initiatives that will address the strategic gender interests of girls and boys, women and men from an inter-cultural and diversity perspective.

VII. CONCLUSIONS & RECOMMENDATIONS

Based on the indicators developed as a part of the Institutional Assessment Framework, the Evaluation Team has assessed the Nicaragua CO’s status in terms of UNICEF’s gender policy implementation as being at the semi-integrated stage of gender policy implementation. The NCO approach to gender equality demonstrates some characteristics of the initial stages of a country programme that has semi-integrated UNICEF’s gender policy in that some of its programme documents include quantitative gender equality indicators and relevant sex-disaggregated data, but mainly at the level of participation. However, it is also important to note that there is a lack of guidelines from HQ and RO and that NCO has been working in a very difficult political and religious context where there are considerable challenges to promoting gender equality. This may partially explain why in many cases gender equality results are not explicit in the programming documents, but achieved in the actual implementation of programs and projects, particularly at the local level.

The NCO is in an excellent situation to strengthen gender integration in programming. It has very committed senior managers with GE expertise and staff with capacity to implement GE in programming. The GFP has been placed at the SPO level. She is working to develop a strategy to integrate gender equality results and indicators into the CPAP and Annual Work Plan. In addition, the NCO has developed strategic partnerships with counterparts and allies who have strong GE knowledge. They are achieving GE results on programs/projects funded by UNICEF, as the good practices documented in this study demonstrate. Much of the GE results observed appear to have been the product of personal commitment, self-led capacity building and the informal exchange of
experiences that need to be strengthened with the appropriate strategies and implementation mechanisms. Management staff noted that the lack of policy orientation and guidelines as the fundamental reason for why they are not doing enough.\textsuperscript{132}

In the long term to implement UNICEF’s gender policy more systematically the NCO could examine strategies it could use to work towards the processes described in the right hand column of the table below. The recommendations outlined are designed to assist with this process. They focus at the NCO level as recommendations directed at the RO and HQ levels will be addressed in the final evaluation report.

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<tr>
<th>Current Status: NCO at Semi-Integrated mainstreaming</th>
<th>Future Ideal: Rights and Results-Based Gender Policy Implementation</th>
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<tr>
<td>• Findings and results of gender analysis evident in some aspects of programme design, implementation, and monitoring and in institutional decisions</td>
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<tr>
<td>• However, the results of this gender analysis have not been applied at all levels systematically.</td>
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<tr>
<td>• Limited degree of formal accountability for integration of gender equality in programmes.</td>
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<tr>
<td>• Gender analysis used to identify priority gender equality and rights results needed</td>
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<tr>
<td>• Resources to achieve GE results integrated into programme design.</td>
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<tr>
<td>• Clear results indicators and baseline information established at the beginning of planning process</td>
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<tr>
<td>• GE indicators monitored throughout implementation and evaluated at the end of programme to determine actual results achieved.</td>
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<tr>
<td>• Organization and staff are held accountable for the achievement of these results.</td>
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Management staff noted that the first statement of Future Ideal “is to ample, we can not address all gender inequalities. We need guidelines on this issue”

**Recommendations for NCO**

“There is a risk that UNICEF sees mothers as a means and an instrument for children’s rights. Women have their own rights. CEDAW is our framework of action, not just a document to refer to. However, this has not been internalized in UNICEF. We need a policy for the organization with steps to take.” (Senior UNICEF Programme Officer)

It is recommended that the NCO:

1. Develop an overall gender equality strategy for its programming, validated by UNICEF partners and stakeholders and supported by the UNCT. This strategy should be based on a gender equality situation analysis that includes political and religious challenges and gender equality outputs and outcomes.\textsuperscript{133} It needs to also serve as an instrument for promotion, lobbying and negotiations with

\textsuperscript{132} Input from SPO
\textsuperscript{133} Management staff noted that the only clear reference is in the MTSPs where gender issues are related to participation and distribution of gender roles for parenting.
government partners. The development of the strategy would require a specific allocation of human resources and funding. The GFP\textsuperscript{134} and the Monitoring and Evaluation Officer could potentially work together to monitor its implementation.

2. Develop a sustainable gender equality and diversity approach for the eastern autonomous regions (RAAN and RAAS) that addresses poverty issues. This would involve strengthening local capacities on gender equality for both regular programming and emergency situations, as well as using local gender expertise and targeting indigenous and Afro-descendent populations. These regions are not only the poorest area of the country and have great ethnic diversity, but they are also isolated and particularly vulnerable to hurricanes, such as the devastation caused by Hurricane Felix.

3. Conduct a participatory gender analysis of each major programme focus/area. The analysis should then be integrated to both the internal and external processes of the programming cycle, as partners also contribute to plan, implement, monitor and evaluate programmes/projects.

4. Strengthen documentation of gender equality in programming and of good practices in programming and create a system to share these good practices and have them available. It is particularly important to document objectives and gender equality results anticipated and achieved, monitoring indicators and lessons learned to make adjustments and determine the way forward after each programme cycle. Documenting good practices would also provide a knowledge base for promoting gender equality, lobbying with government partners and making visible the CO’s contribution to reducing gender inequalities.

5. Work in collaboration with other UNCT members (where appropriate) and the RO to ensure that programme staff have access to a hands-on gender equality training programme and work with the RO and HQ to ensure access to alternative training options. The training program should be mandatory for all programme staff, be linked to the RBM and HRBA approaches and include practical measures and guidelines for applying gender equality to current programming.

6. Develop guidelines and tools to increase partners’ capacity to monitor and report on gender equality results. Programming staff should accompany partners in this process by providing advice and replicating the training received for monitoring and reporting.

7. Strengthen the inclusion of men as fathers and address the specific needs of boys and men in local development programs. Work in this area is incipient and requires involving fathers (not just mothers) in programme activities. It also requires outreach strategies that address the fact that community work has been traditionally a female-dominated field. The challenge is to achieve not only equal participation, but to change attitudes and behaviours held by both men and women related to traditional gender roles in a way that could lead to increased gender equality.

\textsuperscript{134} The SPO will assume the GFP in January 2008. Currently the M&E Officer is the GFP.
8. Explore developing relationships with other governmental entities than can further gender equality, in addition to continuing work with the Nicaraguan Women’s Institute (INIM). When there is a diversity of channels through which gender equality is promoted, the results are increased and the impact of the Nicaraguan Women’s Institute low profile is mitigated, all while continuing to strengthen the Institute.

9. Work more closely with UNCT partners to develop a more unified approach to promote GE with government partners. Part of this strategy would need to include an analysis of partner capacity to plan for and monitor and report on gender equality results.
Nicaragua: Reference Materials Used & Documents Reviewed


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I INTRODUCTION

Nepal is the last of the six countries that participated in the global evaluation of the implementation of UNICEF’s gender policy\(^{135}\). Nepal is the only country selected by the global evaluation mission from Asia.

Two members of the Evaluation Team participated in an eleven-day evaluation mission in Nepal from September 18 to 28, 2007. The findings and recommendations of the evaluation mission pertaining to the Nepal case study are presented in this report. These findings are based on semi-structured interviews and focus group discussions (FGDs) with stakeholders from the UNICEF Nepal Country Office,\(^{136}\) other UN agencies, government counterparts, NGOs, donors and participants in UNICEF programmes\(^{137}\), along with a review of key documents\(^{138}\). The Team interviewed and met with respondents in the country, including: NCO staff – senior NCO management (5), programme staff (8), field staff from the zonal offices (10); UNICEF’s Regional Office for South Asia (4); government officers (11); NGO partners (7); members of the United Nations Country Team (UNCT) and of the UN/donor Gender Theme Group including the World Bank (10); donors such as the Norwegian Royal Embassy (2); and leading women leaders and gender specialists in Nepal (3).

The NCO selected the Decentralised Action for Children and Women (DACAW) as its cross-cutting flagship programme for the Evaluation Team’s review, as well as the education and protection sector specific projects. The mission visited four (of the 23) districts where the DACAW was being implemented: Chitwan, Nawalparasi, Morang, and Kavre, representing the Central, Western and Eastern regions of Nepal. The Team held focus group discussions with approximately 194 women/men/girl/boy participants of the DACAW community organisations (mixed), paralegal committees, federations/cooperatives (women), life skill training and adolescent children’s clubs (girls/boys).\(^{139}\) Members of the District (DDC) and Village Development Committees (VDCs) as well as teachers at a village school were also consulted.


\(^{136}\) The Evaluation Mission is extremely grateful to the NCO staff, partners and community women, men, girls and boys who shared their insights. The Mission is also grateful to the Country Representative and Gender Focal person for all their support.

\(^{137}\) See Annex 6 List of Persons/Organisations Interviewed

\(^{138}\) See Annex 7 References Used and Documents Reviewed

\(^{139}\) Details on the methodology used are included in Annex 2.
II GENDER POLICY IMPLEMENTATION IN UNICEF’s NCO

National Context
To understand the extent to which the UNICEF’s gender policy is being implemented in the Nepal Country Office (NCO), it must be viewed in the context of deeply discriminatory gender and social relations in Nepal, regional disparities, as well as the last ten years of the Maoist insurgency. The fragile Comprehensive Peace Agreement which was signed with the seven party alliance and the Communist Party of Nepal – Maoist in November 2006 was under threat during the beginning of the Evaluation mission, with the Maoists walking out of the constituent assembly.

UNICEF’s Situation Analysis of Children and Women in Nepal 2006 notes:

Nepali girls and women are at a disadvantage in terms of access to decision making, productive resources information, education, health, training and other opportunities. Mortality rates for children aged one to five are higher among girls than boys, fewer girls than boys attend school, and girls generally have a heavier workload at home than boys. When she marries, a daughter forfeits her rights to inherit her parents property, though she acquires right to half of her husband’s inheritance. For women, many civil rights are only ensured through marriage, making unmarried women (single, divorced, or widowed) highly vulnerable to violations of their basic rights. Discrimination is compounded for girls and women who are part of the socially excluded groups. (Pg 5 of Summary)

Women’s and girls’ lack of access and control is reflected in the Nepal’s position at 15 places lower on the UN’s Gender Development Index than the Human Development Index\(^{140}\). The prejudiced attitudes feed into discriminatory practices throughout society and are then reflected in the absence of women’s views, needs and leadership in policy making, legislation and implementation in the country. A 2005 study identified 85 laws that discriminate against women, providing a culture of discrimination for those who engage in discriminatory behaviour. The rates of marriage registration are low and the present laws allow for bigamy and polygamy\(^{141}\).

Although these discriminatory laws affect all Nepali women, women from particularly disadvantaged groups live in a rural area and come from the Dalit (lowest caste), Janajati (indigenous groups), Madhesi or Muslim groups.\(^{142}\) The Dalit and Janajati women are the most disadvantaged due to their low caste and gender disparities as they have the lowest poverty and human development indicators (literacy rates of 11% as compared to 46% on average\(^{143}\)). They have very limited access to information and healthcare, leading to high maternal and infant mortality rates, uterine prolapse, malnutrition, stunting and low body weight, among other issues. Thousands of girls are

\(^{140}\) The GDI takes the same measures as the Human Development Index and gives a value for the differences in indicators between men and women. UNDP Human Development Report 2005.

\(^{141}\) CCA, 2007, Pg 43

\(^{142}\) Dominant classes such as the Brahmin, Chhetri and Newar women are generally better off, but they too are seriously disadvantaged if they live in the mountains and Terai of the Mid-Western and Far Western hill districts. CCA, 2007, Pg 42

trafficked to India every year or are held in as virtual slaves working as domestic servants in richer households in Nepal, among other atrocities. All women, and in particular Dalit, Janajati, Madhesi, Muslim and single women, suffer from gender-based violence. Leadership roles for these women need to be particularly strengthened.

Apart from Pakistan, Nepal is the poorest country in the South Asian region. The Maoist insurgency resulted in widespread violations of human rights including loss of life, displacement and mass abductions including those of children. Widows have suffered greatly due to the lack of property and inheritance rights. However, the Maoists attracted many followers with a pledge to end discrimination against indigenous people, dalits and women, who have been overwhelmingly sidelined in Nepal's patriarchal society. Often referred to as “the people’s war”, the insurgency sought to redress the social exclusion and marginalisation of the lower castes, and their inequitable access to the benefits of development and high level of deprivation amongst them.

Both sides in the conflict have been accused of raping women and girls and orphaning children. It is estimated that a large number of children were used by the Maoist forces (as well as government forces) as soldiers and suicide bombers but also as cooks, porters, messengers and government informers. Watchlist on Children in Armed Conflict has observed that large numbers of women and girls sometimes join voluntarily. Also of note is that an unintended consequence of the insurgency has been the strengthening of women’s participation in public spaces and ability to promote legislation towards gender equality. In April 2006, women played a significant part by coming onto the streets in huge numbers to demand a more inclusive democratic system of government. Their protests did much to ensure that gender equality and justice were placed on the national agenda. In 2006, certain laws were reformed to address this discrimination including nationality and citizenship. This new emphasis on equal rights resulted in the passage of legislation which requires 33 per cent of women's representation at all levels of the state structure and, for the first time, allowed for the right to citizenship to be passed on through the mother not just the father. In January 2007, among the 73 Maoists sitting in the new Interim government, 37% are women.

The violent conflict disrupted the state, reduced state revenues, diverted resources reduced the access to basic needs for a large portion of the population in Nepal. Although there are considerable variances between regions, ethnic groups and urban-rural areas, an overview of the level of deprivation in Nepal includes:

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144 Other cultural mistreatments including being accused of practicing witchcraft, being blamed for adverse events, excluded from households during menstruation and being kept in a state of seclusion, and as bonded labour. CCA, 2007, Pg 42
145 CCA, 2007, Pg 5
146 UNICEF NCO uses the term “Children Associated with Armed Soldiers and Armed Groups” (CAAFAG).
147 Nepal records the highest numbers of child casualties caused by victim activated explosions. CCA, 2007, Pg 6.
148 Watchlist on Children in Armed Conflict, Caught in the Middle: Mounting Violations Against in Nepal’s Armed Conflict, 2005
149 Jones, Rochelle, Political Reforms brings hope of renewed hope for women in Nepal, in Association for Women’s Rights in Development, June 16, 2007
150 Many Nepali men migrate to India and other parts of the world in search of work; or may have been dead, in refuge camps or in jail due to the Maoist insurgency.
• Hunger – 30-40% of Nepali population suffer from hunger\textsuperscript{152}
• Malnutrition – 45% of children are underweight; 43% record stunted growth\textsuperscript{153}, more girls than boys are malnourished with regard to height and weight for age indicators, while the reverse is true for weight by height indicators\textsuperscript{154}
• High maternal mortality – 539/100,000 live births\textsuperscript{155}
• High infant mortality – 59/1,000 live births\textsuperscript{156}, slightly higher for boys due to biological reasons\textsuperscript{157}
• High child mortality – 76/1,000 live births\textsuperscript{158}, slightly higher for girls in the age 1 to 5 years due to gender discrimination\textsuperscript{159}
• Lower rates of full immunisation of girls than boys 48% for poorest girls, when compared to 56% for poorest boys\textsuperscript{160}
• High school drop out rates and low completion rates especially for girls
• Early marriages – median age 16.6 years for girls – many marry 4-15.\textsuperscript{161}
• High rates of depression and suicide for women and adolescent girls– second highest cause after mortality amongst women\textsuperscript{162}

Nepal is on course to meet MDG 1 (Target 1) for poverty, MDG 4 for under-five mortality; and with sustained effort, is likely to reach it’s target for reducing hunger (MDG 1, Target 2), for maternal health (MDG 5) and malaria (MDG6, Target 8).\textsuperscript{163}

**NCO’s Approach to Address Gender Gaps and Concerns**

Through its innovative\textsuperscript{164} multi-sectoral\textsuperscript{165} strategic approach in DACAW (refer to Nepal good practices in Section III and national sector support outside the DACAW, the NCO has attempted to break the cycle of discrimination by targeting both socially marginalized and excluded groups and women and girls within them. The project appears to have generated significant gender equality (outlined in the section of the case on GE Results Observed). This programme stands as both an example of a good

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\textsuperscript{152} Common Country Assessment (CCA) for Nepal, 2007, Pg iv  
\textsuperscript{153} CCA, 2007, Pg 30  
\textsuperscript{154} SITAN p 114.  
\textsuperscript{155} Sitan Summary, Pg 11  
\textsuperscript{156} UNICEF “Short Duration country programme document”, Nepal. IMR/CMR rate for 2004, Pg 2.  
\textsuperscript{157} SITAN, p63 main document. Biologically, infant mortality rates are higher universally for boys than for girls.  
\textsuperscript{158} Ibid.  
\textsuperscript{159} SITAN, p 63, main document  
\textsuperscript{160} SITAN p 64 main document  
\textsuperscript{161} Sitan, Summary, Pg 9  
\textsuperscript{162} Findings based on studies by NGO “Saathi”  
\textsuperscript{163} CCA, 2007,  
\textsuperscript{164} The NCO’s innovation includes supporting awareness building on child and human rights and a platform for the public to discuss day to day adolescent issues through its radio programme “Chatting with my Best Friend” and TV serial “Catmandu”. These programmes attempt to rise to the challenge of identifying role models for changing the cycle of discrimination through good parenting and appropriate adolescent behaviour  
\textsuperscript{165} UNICEF, 2007e
practice and represents an effective strategic approach to the integration of gender equality in programming.

DACAW mainly focuses on women and children as the target beneficiaries, but takes a gender integrated approach which addresses important basic and strategic needs at the community level. It also takes a multi-sector approach\textsuperscript{166} and works to support basic needs in the areas of reducing child and maternal malnutrition; improving maternal and infant morbidity and health; providing basic and informal education; improving psychosocial and cognitive development of children; increasing access to sanitation facilities and water supply; and increasing HIV/AIDS awareness. Most (but not all) of the field level components of the education, water and sanitation, emergency response and protection sector are implemented through the DACAW programme, while the national sector support of these sectors are implemented independently.

The DACAW has targeted disadvantaged groups and Village Development Committees since 2004. The DACAW programme consists of three components, namely the community action process (CAP) to raise awareness and demand for services, the strengthening of government institutional capacity to meet increase in demand for services, and promoting decentralized governance in favour of women and children. It partners with the District Development Committees (DDC), sectoral departments and Department of Women’s Development at the district level to implement the programme.

DACAW’s community level work is supported by interventions at the national level, such as NCO successful support of strategic gender issues such as the enactment of the Bill against Trafficking and the adoption of a formal gender strategy by the Department of the Education on mandatory enrollment of girls in primary schools. Basic education, especially girls from disadvantaged groups, has been encouraged through the “child friendly school” advocacy campaign, training of teachers, support to the national government through a Sector Wide Approach programme (SWAp) in education, and informal schools for child workers. As such, the programme also takes a strategic approach to gender equality and works in a holistic manner ranging from the community level to related national advocacy initiatives.

DACAW has actively worked to involve men and boys in the programme, e.g., adolescent boys in increased contraception use and men in parenting, monitoring nutrition and accompanying women to pre and ante-natal check-ups.\textsuperscript{167} The programme has also targeted girls from disadvantaged groups in its education component\textsuperscript{168}. It has also worked to foster women’s leadership at the community level and Empowerment indicators for women’s leadership will be captured in the DACAW’s

\textsuperscript{166} UNICEF, 2007e
\textsuperscript{167} UNICEF Nepal 2006c (Boys also claimed to have increased condom use during focus group discussions in the adolescent children’s clubs.)
\textsuperscript{168} In 2006, 77% of girls from disadvantaged groups completed the informal schools programme and those that transited to primary school increased by 10%. UNICEF Nepal 2006c
next programming cycle 2008-2010 according to the new but not as yet approved DACAW Results Framework\textsuperscript{169} (refer GE Results Observed section for details).

The DACAW programme provides a range of strategic gender approaches combining practical needs and strategic needs at the community level and involving local levels of government as well as national governments. The Ministry of Local Development is currently seeking to expand the overall DACAW approach into 336 districts and 3,950 Village Development Committees due to its effective response to community needs and within that, meeting the strategic needs of women and children. The success of the strategies used by the para-legal committees set up by DACAW to combat GBV has led to a UNDP plan to replicate them in 400 village development committees. The NCO’s federation/cooperation model for women’s organizations is so well regarded and there was a suggestion of multiple donor buy-in into an “Integrated Community Based Programming SWAp” based on this model.\textsuperscript{170}

However, while DACAW serves as an outstanding model of innovative, gender-integrated programming, in many of the Nepal COs programme gender equality interventions, the outputs and results are not systematically institutionalized within the NCO nor are their impacts fully assessed or captured into its programming and reporting documents. One result of these ad hoc interventions and a focus on “children” as a homogenous group is that some important gender gaps are not addressed, e.g., even within DACAW, the Team found that the protection programme did not differentiate between the gender issues of girl children and boy children in a conflict\textsuperscript{171}, despite its focus on “unreached children” and “disadvantaged groups” as beneficiary groups. The programme also has encountered challenges in reaching and including Dalit women.

III ANALYSIS OF INSTITUTIONAL STRENGTHS AND WEAKNESSES

The Evaluation Team conducted an assessment of the Nepal CO’s institutional strengths and weaknesses related to gender equality by comparing the information collected from staff interviews and review of programme documents with the indicators developed by the mission for institutional assessment outlined in Annex 4. This framework is based on four primary categories of analysis: 1) Commitment; 2) Accountability; 3) Capacity; and 4) Funding.

The assessment and rating for the Nepal CO for each set of indicators for the four categories are summarized below. The ratings for each indicator range from a score of 1 that represents a low level of institutional achievement for this area, to a score of 4 at the high end of the scale. Each of the four categories of analysis starts with a summary assessment of the key assessment indicators outlined in the Institutional Assessment Framework. A brief analysis is then given of any notable strengths or weaknesses for the category as a whole.

\textsuperscript{169} UNICEF Nepal, 2007d
\textsuperscript{170} Suggestion by the World Bank’s gender specialist.
\textsuperscript{171} Girls are most vulnerable stage at the demobilisation, disarmament and reintegration (DDR) stage as they come out of a situation of leaving the “family” of insurgents/armed groups and moving back to civilian families who may no longer exist. The likelihood of girls being trafficked is much higher at this stage. In Watchlist on Children in Armed Conflict, “Caught in the Middle: Mounting Violations Against in Nepal’s Armed Conflict”, 2005
The Evaluation Team also outlines its analysis of the institutional constraints that underlie the weaknesses identified in the integration of GE policy in programming, implementation and results. The commitment of the senior management at the CO level, however, plays an important role in accountability and capacity for gender equality strategies and results.\textsuperscript{172} The Team were also told that overall institutional guidance on gender equality comes more from the PPPM and ROSA, than from the formal global Gender Policy.\textsuperscript{173} However, this guidance is limited with regard to the day to day guidance required for GE e.g., in respect to creating tools for gender empowerment indicators for DACAW.\textsuperscript{174} Overall the capacity and understanding of GE in the NCO is varied, with DACAW and education staff more aware.\textsuperscript{175}

(a) Commitment

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<td>NCO Representative demonstrates visible leadership/ championship of GE issues in CO.</td>
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<td>Senior managers support staff with interest in promoting GE but do not provide systematic direction to all programme staff.</td>
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<td>Gender Focal Point at highest possible level for national staff. There are GFPs in the 3 field offices and in the sectors.</td>
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<td>Staff job descriptions include gender equality responsibility and concerns</td>
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<td>Some links made between priority GE inputs in CCA and UNDAF and CO programmes</td>
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<tr>
<td>UNICEF perceived as having leadership role related to GE within UNGTG or UNCT</td>
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\textit{Note: Rating scale: 1-Low, 2-Fair, 3-Good, 4-High.}

There is a strong commitment within programme staff interviewed to their work in general, and to supporting issues relating to “children and women”. The Evaluation Team observed the dedication of individuals, both at HO and field very clearly.

\textsuperscript{172} View of the evaluation team based on the reasons why the gender mainstreaming process was initiated in 2000. Recommendation of M & E Officer that a gender champion was important and a section head in the gender position.

\textsuperscript{173} Interview with ROSA Chief of Programme Planning/Gender Focal Point confirmed ROSA provided quality assurance and oversight for the country programme. Documents such as the CPD, CPAP, AWP, Annual Report were reviewed to determine how the NCO is performing and one element of the review included gender equality. He said that most people did not know that the Gender Policy existed as gender was not an issue which was in the forefront but everyone was aware of it.

\textsuperscript{174} Interview with GFP

\textsuperscript{175} Opinion of the evaluation team
Between 2001 and 2004, significant efforts was made to mainstream GE at the NCO as a result of the strong commitment and synergy of the country representative, SPO, GFP, staff members and ROSA. This commitment resulted in gender mainstreaming efforts into DACAW targeting women in the disadvantaged groups, scaling up the anti-trafficking initiative to more holistic para-legal committees approach, strengthening the women’s role in the federations/cooperatives and life skills training in the adolescent children’s clubs. A further effort to strengthen results was made more recently.

There was a gradual loss of momentum in the GE mainstreaming process – the RO gender and child protection position was abolished in 2002, a less supportive of GE issues SPO came on board and the GFP became acting head of the DACAW from 2004-2006, reducing the time needed to monitor and support GE in other sectors and areas. The new country representative is particularly committed to supporting a second phase of this GE effort and is awaiting the arrival of the new SPO to champion the effort at the NCO.

Within the UNGTG and UNCT, the NCO is perceived as playing a stronger role in promoting the rights of children than women. All agencies acknowledged that the NCO’s strength lay in its work with promoting GE with government particularly at the district and village levels due to this strong presence in the field. The perception is that NCO does everything but work with men.

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176 There was no mention by staff of any substantial efforts for gender capacity building before this time.
177 Interview with GFP. The gender mainstreaming effort included identifying additional GPs for each sector in the NCO, as well as GPs appointed in the 4 (now 3) field offices. A gender mainstreaming policy was formulated in 1999 and GE checklists created for each sector (other than child protection, water and sanitation, and emergencies). Staff gender training took place at HO and field offices including village facilitators and community mobilisers.
178 Initial meeting with the GFP and M & E Specialist (Project Officer)
179 Process, issues and concern encountered while developing Mainstreaming Gender Framework for DACAW program, undated.
180 Interview with GFP and former ROSA gender specialist, now with UNDP’s Regional Office
181 Interview with M & E Specialist (Project Officer)
182 Noteworthy was the NCO’s recent hiring of two women drivers. The new SPO has been a gender focal point in a previous position and the country representative thinks he will be a strong gender champion.
183 FGD with the UN Gender Donor Group
### b) Accountability

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<tr>
<td>Lines of accountability for gender equality inputs exist, but not enforced</td>
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<td>systematically.</td>
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<td>Senior managers officially do not have gender equality as one of their</td>
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<td>key assignment.</td>
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<td>Only jobs that have a strong focus on GE includes relevant tasks related to</td>
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<td>GE.</td>
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<td>GFP has clear TORs outlining roles and responsibilities.</td>
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<td>Some evaluation reports include assessment of programme effect on gender</td>
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<td>equality, but mainly for flagship projects such as DACAW and education.</td>
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<td>Programme Documents technically require management sign-off on the GE</td>
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<td>inputs before approval but this process is only enforced on an ad hoc basis.</td>
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<td>UNICEF only holds partners accountable for promotion of GE to a limited</td>
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**Note:** Rating scale: 1-Low, 2-Fair, 3-Good, 4-High.

The overall score for the accountability section rests between fair and low, owing to the weak institutionalization of GE in the CO. In the NCO, GE integration in programming remains ad hoc\(^{184}\) and none of the programme staff reported having a gender-related key assignment in their PERs, with the exception of the Gender Focal Point (GFP)\(^{185}\). Knowledge of GE was not considered a core competency requirement for staff\(^{186}\). Gender training was provided to NCO staff in 2000-2002 and many had received training at other jobs\(^{187}\).

Only the job description of the GFP, who is at her highest national staffing level, includes responsibilities for gender equality, where 25% of her responsibilities are allocated to gender\(^{188}\).

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\(^{184}\) Evaluation team’s analysis based on documentation review in Annex 5, field visits and interviews with staff.

\(^{185}\) Interviews with Education Specialist, M & E Specialist, Emergencies Officer/Coordinator of Field Office, Chiefs of Education and Protection sectors, Communication officer, field officers and project officers in the field offices.

\(^{186}\) Knowledge of gender equality issues not on core competencies list.

\(^{187}\) E.g. NCO gender training received by Emergencies Officer and Chief of Field Office Bhiratnagar; training outside NCO received by Education Specialist, M & E Specialist, Education Chief had received gender training before joining NCO.

\(^{188}\) Interview with GFP.
In terms of partnerships, holding the government accountable for gender mainstreaming within various sectors has proven to be very challenging due to their perceived lack of commitment.\textsuperscript{189} To some extent UNICEF has succeeded in gender mainstreaming into some programmatic aspects.\textsuperscript{190} However, the dynamic civil society movement in Nepal has built a high capacity for GE in some NGO partners, enhancing the NCO’s own capacity for understanding and implementing GE.\textsuperscript{191} NGO partners capacity needs to be enhanced not only in collecting sensitive gender disaggregated data, but providing a nuanced gender analysis and results framework.\textsuperscript{192}

This situation, however, may relate less to NCO-specific systems and more to UNICEF’s approach to the institutionalization of gender equality as a whole. Some processes and procedures initiated during early 2000s such as sign-off of documents on GE by the SPO, lines of accountability for GE and regular gender team meetings now lie defunct.\textsuperscript{193} Although HQ has global reporting requirements on gender equality, they are considered to be long and onerous.\textsuperscript{194} Further, they do not address or capture programming processes and issues in gender mainstreaming and do not provide the required guidance.\textsuperscript{195}

\textsuperscript{189} E.g. Education specialist in reference to the Ministry of Education’s reluctance to: making primary education compulsory; reforming the curriculum to make it gender sensitive; hiring more teachers; hiring female teacher trainers; hiring more female teachers (did not hire NCO trained female teachers); increasing the government level of the gender unit and staff level of the gender specialist; staff in gender unit frequently changed or moved around after GE capacity building by NCO. Similar issues were reiterated in other staff interviews.

\textsuperscript{190} E.g with the Department of Education and Department of Women Development (but not gender parity in the institution)

\textsuperscript{191} In FGD with women’s federations and cooperatives in Nawalparasi and Kavre, for example, days where widows are encouraged to wear red as a symbol of their empowerment and re-entry into society from which they are virtually barred

\textsuperscript{192} Interview with INSEC, NGO partner on protection.

\textsuperscript{193} Interview with GFP

\textsuperscript{194} Interview with GFP

\textsuperscript{195} Interview with GFP
### c) Staff Capacity

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<tr>
<td>Staffs have knowledge of basic GE concepts, gender mainstreaming processes</td>
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<td>Gender analysis is included in planning but only on an ad hoc basis</td>
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<td>Some gender analysis is reflected in research and evaluation reports.</td>
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<td>Programme planning documents include GE inputs and include specific GE</td>
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<td>objectives based on prior gender analysis but do not carry these through</td>
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<td>systematically in all sectors (AWP)</td>
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<td>LFA does include some activities designed to support achievements of gender</td>
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<td>equality results.</td>
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<td>There are limited gender specific results statements in a few sectors such as</td>
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<td>Education, DACAW CAP process.</td>
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<td>Emergency contexts have some assessments which include some sex disaggregated data.</td>
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<td>Limited number of GE results are partially measured and progress partially tracked.</td>
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<td>Regular reporting does not include references to gender equality results achieved or an analysis of the key gender issues concerned.</td>
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<td>Unicef staff have access to internal GE expertise on an as needed basis at the CO level.</td>
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<td>Most staff have skills to advocate on key gender issues with partners based on sectoral knowledge of GE</td>
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<td>Knowledge Management, Unicef has some systems and tools in few areas related to GE and are used by at least 50% of programme staff.</td>
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<td>Staff have skills to do basic gender analysis related to programme themselves, but need more skills in complex gender analysis and mainstreaming suitable for their programmes.</td>
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**Note:** Rating scale: 1-Low, 2-Fair, 3-Good, 4-High.

The overall rating for staff capacity in GE is between fair and good. This positive rating reflects future potential of senior programming staff (SPO/chiefs of sections and GFP) interviewed to take gender analysis and integration of GE into programming to a more systematic and strategic level perhaps with the assistance of an external GE and diversity technical expert or a contract staff person. There were variances, for example, in programming and evaluation, where gender integration in protection was weaker and DACAW was good\(^{196}\). Although the new CPD (country programme document) 2008-

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\(^{196}\) An independent evaluation of DACAW was conducted by the donor, Norwegian Embassy and DACAW Update Survey for Seven Districts (2005) outlined many strategic GE results.
2010 and the draft summary matrix both refer to women and children as homogenous participants and lack GE analysis, the new LFA (logframe analysis) shows promise in some areas. Objectives and gender disaggregated indicators need to be better outlined, but its bid to look at empowerment indicators for women as decision-makers is positive and noteworthy. GE analysis and strategies in Protection Issues need far greater attention. This is a result of a more recent effort to renew the gender mainstreaming effort into DACAW and its results areas.

The evaluation team found that programming staff have a sufficient understanding of gender issues but required more targeted gender training to build on for future programming, e.g.: in combining RBM, rights based approaches and gender equality, developing gender sensitive indicators for specific sectors, and gender sensitive tools for communities to monitor their own progress. In addition, staff requested that gender sensitivity training be provided to all non professional staff, and updated information on gender policies of UNICEF be provided through workshops. In general, staff and senior management were less knowledgeable than gender focal person on traditional notions of masculinity, male roles and the application of these issues to strategic programming. The new staff at senior management and other levels were not aware of the 1994 gender policy of UNICEF, while those that had been through trainings offered in 2000 and 2004 were aware of this.

The major partners and NCO staff felt that a concerted effort had to be made by all to address the needs of women and girls in emergencies. There is a perceived lack of GE capacity within these few agencies such as the Nepal Red Cross. As emergencies are by their very nature immediate, GE plans need to be included in disaster preparedness planning. ROSA had no plans as yet for gender training in the new IASC gender guidelines in emergencies.

d) Funding

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197 Girls are most vulnerable stage at the demobilisation, disarmament and reintegration (DDR) stage as they come out of a situation of leaving the "family" of insurgents/armed groups and moving back to civilian families who may no longer exist. The likelihood of girls being trafficked is much higher at this stage.

198 Process, issues and concern encountered while developing Mainstreaming Gender Framework for DACAW program, undated.

199 Interview with the Emergencies Officer/Coordinator of Field Office

200 Interview with the M & E Specialist (Project Officer)

201 Interview with GFP and M & E Specialist (Project Officer)

202 Interview with the Communications Officer

203 The Chief of Western and Central region, UNICEF, Nepal, for example, reported that staff were flooded with emails, and did not have time to read emails which disseminated information on new gender related policies or procedures. It would be better to disseminate such information through periodical workshops.

204 Interview with the Emergencies Officer/Coordinator of Field Office

205 Interview with the Emergencies Officer/Coordinator Field Office – the emergencies in Nepal are related to conflict e.g. in Kapilvastu which started with the evaluation (see Annex 2) and displacements caused by natural disasters such as floods, landslides. The “immediate” nature of the emergencies in Nepal were collaborated by the RO Emergency Officer and reports received from HQ.

206 Interview with ROSA Regional Emergency Advisor
Adequate funding is allocated to support GE results.

It is not possible to track funds for GE results in gender integrated programmes.

Funding for gender equality comes from a balanced mix of core budgets and external earmarked sources.

Resources to support the achievement of GE results are included mainly in programmes in which there are large numbers of female beneficiaries.

There is funding for GE-related activities for societal/attitudinal change and its rarely reallocated.

Note: Rating scale: 1-Low, 2-Fair, 3-Good, 4-High.

The NCO reflects the general findings from the other countries studied that UNICEF’s existing financial reporting systems currently do not enable tracking of expenditures on gender equality inputs to projects and programmes. An interview with M&E staff member indicated that there may be potential ways to track expenditure on GE specific programming such as training of village facilitators and community mobilisers. The large number of gender integrated activities which included men/women and girls/boys rendered an exact costing system financially unfeasible. Each expense line item would need to be tracked and allocated to a GE result based on gender dis-aggregated data. However, it may be possible to use an estimated costing system, roughly based on the percentage of men/women and girls/boys beneficiaries of various sectors in the programme e.g. education, protection, CAP, etc.210

IV. GENDER INTEGRATION WITHIN PROGRAMMING PROCESSES

The Evaluation Mission carried out a gender analysis of the programming process adopted by the UNCT and UNICEF Nepal Country Office. A five point ranking system of gender integration within the programme documents was adopted: none (0), low (1), fair (2), satisfactory (3), and highly satisfactory (4) gender integration. Criteria used for rating are listed in Annex 5, with detailed gender analysis of each programming document.

a) Gender Integration within UN-Wide programming

Common Country Assessment (CCA) Nepal, 2007: The gender (in) equality analysis within the CCA is, overall, ‘satisfactory’. The CCA outlines gender disparities in the sectors of poverty/economy, hunger, primary education, reproductive and maternal health, political participation and gender based violence, supported by sound sex-disaggregated data. Each sectoral chapter also includes an analysis of causes of gender disparities and strategies for addressing the same. In addition, a separate section on gender equality and women’s empowerment, identifies gender specific issues and

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208 Funds for gender advocacy have not been reallocated according to the GFP. Generally, funding for gender related activities are often cut when other needs arise.

209 Interview with M & E Specialist (project officer)

210 Evaluation Team’s analysis.
concerns, as well as attempts to mainstream gender analysis into the other sectoral
sessions. However, there are gender gaps in the sections on environment, water and
sanitation, governance, and peace & recovery; wherein strategic gender interests could
have been better identified. Important health issues like high rates of female suicides
have not received the attention they should. The CCA could have benefited from an
analysis of strengths and weaknesses of gender integration within different UN agencies
and donors in Nepal. The CCA has tended to equate ‘gender issues’ with issues facing
women and girls, and attention to gender issues facing boys and men has remained
inadequate.211

integration within UNDAF is, overall, ‘fair’, and thus weaker than in the CCA. The Nepal
UNDAF (2008-2010) prioritises four priority outcomes for the Nepal UNCT: a)
Consolidating peace, b) Access to quality basic services, c) Expansion of sustainable
livelihoods, iv) Respect, promotion and protection of human rights, gender equality and
social inclusion. Though the UNDAF mentions that gender is a cross cutting concern, in
reality it has given attention mainly in the section pertaining to Outcome 4. The analysis,
strategies and indicators outlined under the sections on strengthening ‘sustainable
livelihoods’ and ‘quality basic services’ is gender-blind. In the section “Consolidating
Peace”, the need for reintegration of displaced girls and boys due to conflict and
enhancing women’s participation in peace process is mentioned but other gender issues
in peace processes are not analysed, such as: sexual violence suffered by women, the
restraining of freedom of women who were involved in conflict when they get back; and
the protection of women widowed due to the conflict.212 On the positive side, the section
on gender equality (part of outcome 4) mentions the need to address gender and sexual
based violence, increase women’s participation in parliament, remove legislation and
policies that discriminate against women, and strengthen institutional capacity to
address gender issues. On the other hand, this section, as well as UNDAF in general,
does not analyse gender inequalities in access to literacy, education, nutrition, health,
productive assets and wages. Only 13% of the total UNDAF budget is earmarked for
Outcome 4 (which also includes human rights).213

Common Appeal (CAP) for Transition Support, Nepal, 2007: Gender integration
within the CAP, 2007 falls somewhere between ‘fair’ (on needs and interests of girls and
boys) and ‘satisfactory’ (on needs and interests of women). The Common Appeal
focuses on issues of food security, health, displacement, children affected by armed
conflict, disaster preparedness, and protection. The analysis and projects pertaining to
these issues recognise the following sex/gender-specific discrimination faced by women
in the context of emergencies: lack of sanitary clothes/kit, unequal access to nutrition,
health care and household decision making, sexual violence and vulnerability to STIs,
and constraints in reintegration (if they were affected by armed conflict). The special
needs of pregnant women as well as women with uterine prolapse in the context of
emergency are also well analysed.214 However, the document provides a weaker

211 UNCT, 2007a, Common Country Assessment for Nepal: 2007, United nations, United Nations,
Kathmandu.
Nations, Kathmandu
213 UNCT. 2007b. op.cit.
214 United Nations/IASC, 2007, Nepal: Common Appeal for Transition Support, Office for the
analysis of gender issues facing girls in context of emergencies. Children and adolescents are lumped in one category in most sections of the report. The CAP report only recognises the vulnerability of girls to sexual violence, as well as the need for sanitary kits in the context of emergency. The impact of emergencies on access of girls vis-a-vis boys to nutrition, education, and rest/recreation could, for example, have been analysed. The impact of emergencies on trafficking and early marriages of girls could have also been unravelled, as well as gender specific disadvantages faced by boys and male youth in emergencies (UN/IASC. 2007).

(b) Gender Integration within UNICEF NCO’s Programme Process

**Situation of Women and Children in Nepal, 2006:** Gender (in) equality analysis in SITAN is ‘satisfactory’. The SITAN provides good sex disaggregated data and analysis of causes of gender inequalities and analyses strengths and weaknesses of UN interventions in the area of immunization, infant and child survival, nutrition, primary and secondary education, and female literacy. Gender inequalities in work load, decision making and property rights are also analysed, though hard data is not made available on these issues. Gender based violence against women and issues faced by women in conflict situation have been analysed well (UNICEF, 2006a). Analysis of role of patriarchy and caste/religion/ethnic norms within the institutions of family, community, and state is good, but analysis of market institutions is lacking. (UNICEF 2006a). Another shortcoming is that data disaggregated by sex and other identities (e.g. sex and community background) is not consistently available. Gender analysis is weak in the area of child protection and children affected armed conflict; wherein children are treated as a homogenous category. Like in the case of CCA, gender analysis in the area of water and sanitation could be strengthened further. The impact of inadequate access of women and girls to water and toilets is well analysed, but not why it is that women have to bear the burden of fetching water or few women are found as masons and plumbers. Gender-specific disadvantages facing boys and men, as well as the influence of ‘construction of masculinities’ (socially accepted ways of being men and boys) in shaping their lives could be given more attention.

**Country Programme Recommendation 2002-6:** Gender integration within CPR 2002-6 is given a rating of somewhere between ‘fair’ to ‘satisfactory’. The section **analysing** the situation of children and women in this document draws attention to gender inequalities in primary education, adult literacy, age at marriage, life expectancy and decision making. It also discusses issues of trafficking of women and girls for commercial sex work, teenage pregnancies, and high maternal mortality rates in Nepal. However, gender gaps in the area of immunisation, secondary education, nutrition and child survival were missing in this document. Issues of how conflicts and disasters affect men/boys and women/girls differently did not receive adequate attention in the document. Analysis of the impact of women’s low economic and political participation on UNICEF’s priority areas could be strengthened further (UNICEF 2000, 2001). The overall **goal** of the country programme is the ‘progressive realisation of children’s and women’s rights’.

Again the term children is not disaggregated –Two of the five **result areas** of CPR 2002-6 are gender-specific, while three are gender blind. However, even the two gender
specific objectives\textsuperscript{215} address mainly practical gender needs, and not strategic gender interests. Like all the documents reviewed so far, the CPR 2002-6 does not explicitly address gender issues facing boys. The CPR (2002-6) strategy is innovative in the sense that it combines decentralised action for (and by) children and women with national level policy support for decentralization and for strengthening capacity of the government in five sectors\textsuperscript{216}. The CPR does not mention gender disaggregated monitoring indicators. It is also not clear from the document how stakeholders have participated in formulating it (UNICEF, 2001).

**Master Plan of Operations 2002-2006\textsuperscript{217}:** Gender integration with MPOP is, on the whole, between ‘fair’ to ‘satisfactory’. The gender analysis of situation of women and children in MPOP is slightly weaker than in CPR 2002-06. Gender inequalities in basic education, literacy, age at marriage and awareness on HIV/AIDS are recognised, but not in child survival, immunisation, and work load which are mentioned in the CPR 2002-06. The overall objective of MPOP is the progressive realisation of rights of women and ‘children’ in nine result areas\textsuperscript{218}. Again, ‘children’ are treated as a homogenous category within the objective. None of the result areas pertain specifically to gender, peace, and emergency (UNICEF, 2002). Interventions in all nine areas are to be implemented through the DACAW approach at local level, and sector support at national level in keeping with the CPR 2002-6.

Gender integration was better with regard to three programmes: DACAW; girl’s education and communication, advocacy and life skills, and weak with regard to women and child environment (water and sanitation), protection, nutrition and health care. Gender integration is stronger in DACAW because it seeks to mobilise women around practical gender needs and strategic gender interests of women and girls, as well as raise awareness amongst men on gender needs and interests of women and girls. Gender integration is considered stronger in education programme and communication/life skill programme because they recognise the gender specific disadvantages faced by girls (life skills programmes also addresses substance addiction habits of boys) and gender specific-barriers in education system (e.g. absence of toilets, gender blind curriculum, few female teachers); and try to address these at policy and programme levels (UNICEF, 2002). Protection programmes (e.g. CAFFAG, work with children in alternative care) with few exceptions\textsuperscript{219} tend to treat children as a homogenous category. Greater sexual exploitation and abuse of girls than boys or higher involvement of boys than girls in armed forces and groups have not been adequately recognised in the MPOP 2002-06 or interventions planned for (UNICEF, 2002). Nutrition programmes do not seek to address nutritional inequalities facing women as women (not as mothers), girls in 4-18 age group (weight by age and height by age) and boys with regard to height by weight. Health programme has focused mainly on MCH, and have not addressed gender, violence and health, or gender and mental

\textsuperscript{215} The two objectives together pertain to improved care of pregnant and lactating women, work load reduction, enhanced health seeking, increased access of girls to education, and enhanced decision making

\textsuperscript{216} The five sectors are nutrition & care, health, education/child protection, child and women’s environment, and communication, advocacy & participation (UNICEF, 2001)

\textsuperscript{217} The Master Plan of Operations (MPOP) for the years 2008-2010 is yet to be finalised, hence the focus is on reviewing gender equality integration within MPOP 2002-06.

\textsuperscript{218} The nine areas include: i) survival, ii) growth and development, iii) good health and adequate health care, iv) clean water and improved hygiene, v) quality basic education, vi) special protection, vii) protection form HIV, viii) information knowledge and skills and ix) non discrimination.

\textsuperscript{219} Some of the child clubs have addressed child marriages amongst girls.
health. Water and sanitation programmes have attempted to strengthen women’s participation in committees and addressed women and girls’ needs for toilets, but not addressed strategic gender concerns like training women as masons or hand pump mechanics.

Gender integration was better with regard to indicators than programme objectives and results for each of the nine areas. Some of the innovative indicators include proportion of men sharing household tasks, proportion of men who believe domestic violence is wrong, proportion of parents who favour girls education and men’s involvement in parenting. Sex disaggregated indicators on immunisation rates, malnutrition, enrolment in primary school, leaders in community organisation and DDC, and (sex of) teachers & Department of Education personnel were included. Indicators were also included on gender sensitivity of legislation and school curriculum, women’s participation in VDC/DDC/other committee planning, and gender sensitivity of the plans (UNICEF, 2002).

**Annual Work Plans (January 2006-June 07):** The gender integration within result statements, activity descriptions and outputs in the Annual Work Plan again is between ‘fair’ and ‘satisfactory’. The CPD (2002-06) was extended by a year, and guided the Annual Work Plan. Gender integration in these three respects and variations in gender integration across sectors is similar to MPOP (2002-6), and will not be repeated. A strength of AWP (2006-07) over the preceding documents is the attention to reaching disadvantaged groups, emphasis on formation of women’s federation and PLCC (ward to district level) in all districts, and emphasis on working with mothers in law and husbands on caring for pregnant daughters in law. However, gaps in the AWP (2006-07) include absence of indicators to monitor progress in reducing gender disparity in immunisation, malnutrition and child survival (such indicators are there on education). A minority of NCO staff\(^{220}\) hold that gender disparities do not exist on these issues, and that SITAN data needs to be revisited. Also missing are output indicators for women’s para-legal committees at ward, village and district levels e.g. the number of cases handled, proportion of gender based violence cases (against women, girls and boys), proportion of cases solved etc and some of the innovative indicators found in MPOP 2002-6. Further innovations seen on the ground are not institutionalised through the AWP like PLCC’s ‘form filling service’ in Biratnagar district courts, women’s federation acquiring licenses for economic enterprises in Kavre and creating a women’s shelter by a federation.

**Emergency preparedness and responsive plans (EPRP), 2005:** The gender integration in the NCO emergency preparedness and responsive plans, 2005 is rated as ‘fair’\(^{221}\). The suggested base line review system within the EPRP includes analysis of the current status of women and ‘children’ (at the time of preparedness planning) and revised status (at the time of planning for a particular emergency context). The overall principle underpinning the document is UNICEF’s global ‘Core Commitment to Children’ which unfortunately does not include principle of addressing gender-specific needs or interests (UNICEF, 2007b). The Sector and Operations plan in EPRP, 2005 seeks to meet a few practical-gender needs in the context of emergencies like maternal feeding, toilets for dignity of women and girls and prevention of MTCT services. The document

\(^{220}\) Interview with Chief of health section

\(^{221}\) With the gender CAP advisor being brought on board the NCO hopes that gender will be better mainstreamed in emergencies.
mentions addressing sexual abuse of women and ‘children’, as well as provision of counselling for victims of sexual abuse (under protection). The document mentions that UNICEF will tie up with UNFPA with regard to provision of condoms. Practical gender needs which are not considered in EPRP (2005) include provision of sanitary kits, clothes that are sensitive to gender codes, medicines for breast feeding mothers who have lost their infants, and provision of female contraception. Strategic gender interests which could have been taken into account include participation of women, girls and boys in disaster preparedness planning and emergency response, protection issues of girls in particular, and protection of single women in temporary shelters (UNICEF, 2007b).

Draft Country Programme Document 2008-2010: Gender integration in the Draft Programme Document 2008-2010 is somewhere between ‘low’ to ‘fair’. The situation analysis, apart from drawing attention to discrimination against girls reported in Concluding Observations of the Committee on the Rights of Children does not analyse gender inequalities disadvantaging women and girls (leave alone disadvantaging boys). Gaps in primary education are mentioned only fleetingly (UNICEF, 2007a), and in other sectors (see SITAN) are not refereed to. The overall goal of CPD 2008-2010 remains the same as the earlier CPR, namely realisation of rights of all children and women. However, unlike the earlier CPR, none of the (seven) key result areas are gender-specific or redistributive (UNICEF, 2007a). While the CPD 2008-2010 pays greater attention to children affected by conflict than the earlier one, gender analysis is missing. Though improving maternal health is part of the intervention, it is not mentioned in the objectives. The CPD (2008-10) strategy continues to combine the decentralised action for children and women (in 23 districts) with national sectoral support. A gender specific improvement is the emphasis on formation of women’s federation of grass roots women’s community groups and women’s para legal committees from ward to district levels. However, a concern is that the health component includes HIV screening of pregnant women, provision of PMTCT services, and treatment of infants who are HIV+ but not the mothers. A criticism levelled by some of the sectoral head/staff of NCOF about the CPD 2008-10 is that the budget allocated for institutional capacity-building of line departments to meet increased awareness and mobilization of women and children is not adequate (UNICEF, 2007a). Like the CPR 2002-06 gender indicators are not included in the CPD 2008-2010 document for monitoring.

Draft Summary Results Matrix - Country Programme, 2008- 2010: This matrix defines key results and indicators in the five areas of the MTSP framed in terms of “women and children”. GE results or gender disaggregated indicators are not outlined. The area with a GE focus is child protection where there is a results area for “national legislative framework for protection of children from violence, exploitation and abuse” aligned with CRC and CEDAW and two indicators for – the number of laws and policies which have been reviewed and revised based on the CRC and CEDAW.

\[222\] The key results include I) New born health care package developed, ii) Increase in proportion of households using drinking water treatment method, iii) the bottom 20% of primary schools in 15 districts are child friendly, iv) increase in proportion of adolescents having correct knowledge of HIV/AIDS, v) reintegration of 15000 children affected by armed conflict, vi) alignment of national legislative framework on protection of children with international instruments, vii) institutional capacity strengthened to promote participation of children and young people in policy.

\[223\] Discussion with Section-Head, Health and Project Officer, Protection Section

\[224\] This version of the framework was received after the evaluation mission.
Internal Monitoring and Evaluation Programme/Logical Analysis Framework (2007-not approved)\textsuperscript{225}: Outcomes and output level results coined mainly in terms of households, socially excluded, women, children, adolescents without addressing any gender differences or gender differentiated impacts on various groups of activities. It is assumed that many of the indicators will be gender dis-aggregated but this is not institutionalised within the IMEP/LFA and therefore there is little in the way of ensuring accountability or qualitative gender analysis as a result. There are output level results statements relating to maternal health for services and in health. For education: an outcome level indicator includes enrolment specifically broken down for Dalit and Janajati girls; and an output level indicator includes that the gender strategy developed is implemented. For DACAW, a good development is a GE focused empowerment indicator: \% of women and disadvantaged "empowered as decision maker" in VCC, DCC and Women Federations.

c) Overall Analysis: Policy Evaporation or Policy Condensation

An overall observation is that the UN country-wide and UNICEF programming process in Nepal makes reference to CEDAW, CRC and Inter-Agency Standing Committee guidelines, but not to the UNICEF 1994 gender policy or the UNICEF PPPM, Chapter 15, Section 6 guidelines on gender integration. Systems do not appear to be in place for dissemination of UNICEF gender policies amongst other UN agencies involved in preparation of CCA and UNDAF, or ensuring that these are considered while drafting CCA and UNDAF. The dilution of gender analysis between the CCA and UNDAF can be attributed to two factors, namely the “ghettoization” of gender into a separate outcome in UNDAF, and the combining of broader issues of human rights with gender equality towards the end of the UNDAF drafting process. According to the UN Gender Theme group many recommendations in the area of promoting gender equality were lost in the process (like for example the need to work with men and boys on gender based violence).

The SITAN, 2006 was drafted by a consultant with some expertise on gender and rights of girls and boys, and its ‘satisfactory’ performance on gender analysis can perhaps be attributed to this factor. The gender commitment of the senior management in 2000/2, that of the gender focal person who continues now, and the technical support on gender from the Gender and Child Protection Adviser of the UNICEF Regional Office for South Asia perhaps explains the ‘fair’ to ‘satisfactory’ gender analysis of the CPR and Master Plan of Operations for the period 2002-06 (UNICEF, 2004). Series of gender trainings that were organised by the gender focal person between 1999/2000 and 2004 which amongst other topics disseminated UNICEF 1994 gender policy may have also contributed to the fair to satisfactory gender analysis of the CPR and MPOP. A gender team was constituted consisting of the then SPO, gender focal persons and representatives from different sectoral sections.

The ‘low’ to ‘fair’ attention to gender integration within CPD 2008-10 can perhaps be attributed to lesser gender-commitment of senior management, the vesting of multiple responsibilities with the gender focal person since 2004, the discontinuation of the NCO gender team meetings since 2005, and the removal of the Gender and Child protection Adviser post in the UNICEF Regional Office. Refresher gender training programmes for staff were not organised after 2004 and staff were not aware of recent additions to

\textsuperscript{225} Ibid.
policies and procedures related to gender. Discussions with new staff of NCO suggest that they were not informed of UNICEF gender policy or procedures. Hopefully, with the recent recruitment of the new (gender) committed NCO Representative and new SPO (yet to join, but reportedly gender sensitive), gender integration within programming would go back to satisfactory level.

But to make the leap to ‘highly satisfactory’ level of gender integration, UNICEF-NCO has to reflect on its gender perspective. Often the NCO swings between working with women as mothers (e.g. women’s groups’ monitoring of well being of children) and as women with their own rights. Strategic gender interests are not consistently identified and addressed in all programmes. Children are treated as a uniform category (i.e., no distinction made between the boy and girl child) in most programmes (other than education). Lastly, a gender perspective is used only to identify disadvantages facing women and (to some extent) girls; gender issues affecting boys and men could be better analysed. Issues of masculinity are taken into account with regard to men as protectors of their pregnant wife, and as fathers who are protectors of children. However, issues of masculinity and gender based violence against girls and women, and high-risk behaviour of men and boys deserve greater attention.

V STRATEGIC PARTNERSHIPS

a) Partnerships and partner perceptions on UNICEF NCO

UNICEF NCO has developed partnerships with three kinds of stakeholders for promoting gender equality: i) national and district government; ii) other UN agencies and donors; and iii) district, national and international NGOs. The Table below summarises details of who the partners are, the areas of partnership, NCO’s contribution to gender-related capacity building of partner or vice versa, perception of the partner on UNICEF NCO’s comparative strengths and their recommendations to UNICEF NCO.

Almost all partners met perceive UNICEF-NCO’s strength to be in promoting gender equality at the district level, in particular mobilizing women and ‘children’ towards girl’s education, gender based violence against women, and women’s rights to justice. The national level NGOs referred also to NCO’s good work on maternal health. UNICEF’s flexibility, innovativeness and understanding of Nepal context were seen as general (non gender-specific) strengths. The UNICEF NCO was seen to have the second strongest (after UNDP) district presence amongst the UN agencies. At the national level, however, UNFPA was perceived to be the lead on gender overall, with UNIFEM (which is not represented in UNCT and does not have staff at the Representative level) playing a strong role mainly on national level gender budgeting and gender and governance. The absence of a full time gender person within UNICEF at senior level was perceived by the UN gender theme group in Nepal to be essential, and necessary if UNICEF-NCO was to play a role at national level on gender equality.

Table 1: Gender Equality Partnerships of UNICEF-Nepal

226 Discussions with Gender Focal Person and Chief of Western and Central Region.
227 Discussions with Chief of Protection Section, NCO. The Chief of Human Resources also observed that as yet new staff where not informed of gender policies when inducted.
228 UNFPA was perceived by government and UN/donor agencies met by the mission to play an important role in sexual and reproductive health, gender based violence, 1325 monitoring and gender mainstreaming in general.
<table>
<thead>
<tr>
<th>Partnership</th>
<th>Important examples of GE partnership</th>
<th>NCO’s contribution to partner capacities on GE</th>
<th>Partner’s contribution to NCO on GE</th>
<th>Partner perception on NCO’s strengths in GE</th>
<th>Suggestions of partner to UNICEF in GE</th>
</tr>
</thead>
<tbody>
<tr>
<td>NCO-Government</td>
<td>Ministry of Local Development</td>
<td>DDC-Periodic development plan on women &amp; children*</td>
<td>Space to work at policy level on gender equality</td>
<td>Girl child rights and education, Women’s rights to justice, Gender based violence</td>
<td>Gender and diversity data analysis, District level gender planning &amp; budgeting, Advocate greater powers for DWD, women’s commission &amp; gender desks, Support for status of women study and gender chapter-interim plan</td>
</tr>
<tr>
<td></td>
<td>Department of Women’s Development (DWD)</td>
<td>DWD-Gender expertise, policies and guidelines</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Ministry of Education</td>
<td>Gender expertise of teachers* and gender policy development in education</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Ministry of Health</td>
<td>Health workers expertise on sexual abuse*</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>NCO-other UN agencies and donors</td>
<td>UNDP (on DACAW)</td>
<td>UNDP’s capacities on forming women’s PLCC</td>
<td>NCO building upon UNDP formed women’s, men’s and mixed credit CBOs</td>
<td>Access of women to justice, Girl child rights, Girl child participation, Mobilization of women, and children</td>
<td>Coordination on issues of donor-overlap, Integrate gender, peace and governance within DACAW, Gender person at section chief level within NCO</td>
</tr>
<tr>
<td></td>
<td>Norwegian embassy (on DACAW)</td>
<td>Gender-inputs into minimum standards for performance based financing of district development committees</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>ADB (on education SWAP)</td>
<td>Gender inputs into education SWAPs</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>NCO-NGOs</td>
<td>Forum for women law and development (PLCC)</td>
<td>Gender, CEDAW and CRC expertise of district level NGOs</td>
<td>National level NGOs have strengthened gender expertise of NCO</td>
<td>Girl child rights, GBV against women, Maternal health, Mobilization of women, and children</td>
<td>Focus within DACAW: - gender and peace - violence and health - female suicides - ward level PLCCs</td>
</tr>
<tr>
<td></td>
<td>SAHVAGI (Girl’s education)</td>
<td>Emergence of new district level NGOs on legal justice</td>
<td>District NGOs outreach to women, girls and boys</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>INSEC</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

229 Including VDC and DDC level MDG targets, that are sex disaggregated
230 UN agencies met by the mission observed considerable overlap between UNICEF NCO’s work on life skills education and uterine prolapse and the work of UNFPA on the same issues. Both UNDP and UNICEF are working on access to legal justice, and several donors work on gender based violence against women. UNDP and UNICEF are attempting joint programming on some issues.
<table>
<thead>
<tr>
<th>CAFFAG</th>
<th>Enhanced standing of district NGOs in the eyes of government on gender</th>
<th>Understanding of Nepal context</th>
<th>Attention to issues of gender and diversity</th>
</tr>
</thead>
<tbody>
<tr>
<td>Save the Children (girls and boys participation)</td>
<td>Enhanced standing of district NGOs in the eyes of government on gender</td>
<td>Understanding of Nepal context</td>
<td>Attention to issues of gender and diversity</td>
</tr>
<tr>
<td>CLRC* (on PLCC)</td>
<td>Enhanced standing of district NGOs in the eyes of government on gender</td>
<td>Understanding of Nepal context</td>
<td>Attention to issues of gender and diversity</td>
</tr>
<tr>
<td>* At district level</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

UNICEF was reported by the organisations concerned to have contributed significantly to building gender capacities - expertise, policies and guidelines - of Department of Women’s Development and Department of Education, as well as district level NGOs. National level NGOs and International NGOs, on the other hand, reported having enhanced the gender expertise of UNICEF notably on gender and education, gender and law, and gender based violence. UNICEF’s reach to the grass root women, girls and boys was only possible through the tripartite collaboration between UNICEF-district government and NGOs.

The ambitious recommendations from partners to UNICEF-NCO pertained to the following:

- **New gender issues** that UNICEF could be working on at district level through the DACAW programme, for example gender and peace, gender and electoral process, gender and female suicides, gender and women’s health and gender and violence;
- **New perspectives** from which UNICEF could approach gender equality, for example gender and diversity, working with men and boys on gender based violence;
- **New ways of working with donors** avoiding overlaps or better coordination on common interventions (joint programming on areas of overlap is being attempted with the UNDP and with the UNFPA);
- **New gender integration advocacy issues**, like strengthening gender and diversity disaggregated data, decentralised MDG setting, enhancing powers of National Commission on Women, Department of Women Development and gender desks in line Ministries, and decentralized gender budgeting and planning; and
- **Renewed gender studies** that UNICEF could support like comprehensive study on Status of Women (last done in 1970s).

### b) Good Practices of Gender Equality Initiatives of partners

Partner good practices on gender equality, as reported to the Evaluation Team, pertained to addressing strategic gender interests of women/girls in a range of sectors (e.g. education, gender based violence) and to gender mainstreaming in different functions (e.g. policy, legislation, capacity building). These are mapped in the Table 2.

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231 Discussion with FWLD, SAHVAGI, World Education and Save the Children Alliance

232 The evaluation mission was informed by the Representative and Gender focal person of the NCO that UNICEF is planning to carry out a comprehensive study on the status of girl child.
The mapping suggests that the good practices have been stronger in the sectors of gender and education, SRH, law, and violence against women, and weakest in the area of gender, peace and disaster. Gender integration in the sectors of poverty and livelihoods falls somewhere in-between. Nevertheless, a good initiative in the area of promoting gender equality within peace initiatives is the donor working group to monitor the implementation of the Security Council Resolution 1325 on women’s role in peace process in Nepal, under the leadership of UNFPA (UNICEF NCO is not perceived to be very active member). The recommendations of this working group have included constitutional and legal reform in favour of women, gender aware post-conflict reconstruction and rehabilitation, demobilisation and reintegration of women combatants into society, prevention and response to gender based violence in the context of conflict, transitional justice from a gender lens, and monitoring and documentation (UNICEF, 2006c) However, few donors reported working at the community level on the issues of gender and peace.
<table>
<thead>
<tr>
<th>Functions - good practices</th>
<th>Good practices of partners in gender equality across sectors and functions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Poverty/social exclusion</td>
<td>Governance</td>
</tr>
<tr>
<td>Research Studies/data</td>
<td>UNGTG: SD data on women's property &amp; labour (2001)</td>
</tr>
<tr>
<td></td>
<td>WB/DFID: Gender and social exclusion</td>
</tr>
<tr>
<td>Budgeting</td>
<td>UNIFEM/ Ministry Finance: Gender budgeting</td>
</tr>
<tr>
<td>Personnel</td>
<td>UNGTG: 33% reservation women in all state bodies</td>
</tr>
<tr>
<td>Innovative programmes</td>
<td>ILO: Gender integration within unions</td>
</tr>
<tr>
<td>Media</td>
<td></td>
</tr>
<tr>
<td>Training manual and guidelines</td>
<td>UNIFEM/Finance: Gender budget guidelines</td>
</tr>
<tr>
<td>Monitoring HR</td>
<td>UNIFEM: Shaming of</td>
</tr>
</tbody>
</table>

233 DFID and World Bank, 2006: Unequal citizens: Gender, caste and ethnic exclusion in Nepal
Beyond the issue of gender and peace, a notable good practice at the strategic interests level worth disseminating globally, is the passing of a gender equality bill in Nepal (2006). This allows women and girls to take legal action if their rights are violated by societal institutions. The successful advocacy (along with Maoists) towards 33% reservation for women in parliament and state bodies is another good practice (UNDP, 2006). ILO’s gender integration within trade unions is again an innovation. Similarly, UNESCO’s work on strengthening female literacy offers scope for strengthening literacy levels of women members of DACAW groups.

Several good practices of partners pertain to gender integration in policies, legislation and budgeting. However, few exist on gender integration in programming, human resource development, and monitoring and evaluation systems. UNIFEM has taken the lead in gender integration in budgeting at the national level, partnering with the powerful Ministry of Finance (UNIFEM, n/d). At the district level, UNDP is piloting gender budgeting and auditing in 10 districts and 5 municipalities (UNDP et al, 2004). Another good practice is the inclusion of gender indicators by UNDP’s performance-linked (of administration and programmes) financing to district development committees (UNDP, 2007)

VI GENDER EQUALITY RESULTS OBSERVED

At national and district levels

At the national/district level the main gender equality results arising from the NCO’s contributions the Evaluation Team observed visited have been:

- Increased gender-parity in primary school enrolment and retention nationally, due to replication of ‘Welcome to School’ campaign by the government;
- Integration of gender issues within the child rights chapter of the latest interim plan (2008-10) of the government
- Enactment of a new bill to address trafficking (in a context where a majority of those trafficked for sexual purposes are women and girls) by the government due to pressure put by the UNICEF NCO along with other stakeholders;
- Drafting of a new Child Act (yet to be passed) due to pressure put by UNICEF and others, which prohibits corporal punishment of children- reported to be higher against boys (UNICEF, 2007a)
- Replication of DACAW in 60 of 75 districts of Nepal (covering 1/3rd VDCs) by UNDP and Ministry of Local Development
- Adoption of a plan on gender equality in girls education by the Department of Education (Ministry of Education and Sports, 2007);
- Adoption by the Department of Women Development of a policy to gender audit programmes with a budget beyond a ceiling amount

\[234\] Four districts visited by the evaluation team, namely Chitwan, Nawalparasi, Morang (Bhairatnagar) and Kavre.
The Evaluation Team also visited Community Action Process (CAP) groups, federations/cooperatives (70% women), adolescent children’s clubs, women’s paralegal committees (PLCC) and the district/village development committees (DDC/VDC). Effectively building the leadership qualities of women and adolescents, these inter-dependent organizations were seemingly effective in reducing gender discrimination at the community level, as well as increasing their role in local level policy making as their capacity to demand for government services increases. Evidence of these gender sensitive processes by these inter-dependent organizations were observed by the Evaluation Team at the community and district levels in the specific areas visited. In the specific areas visited, they are effectively engaged in combating gender discrimination and increasing women’s leadership roles at the community level. For example, the paralegal committees address many cases related to domestic violence including the right to marital support on separation. Police training has also taken place on gender based violence issues and during the focal group discussions, women said that men were now more afraid to indulge in domestic violence due to the presence of the para-legal committees and their connections to the police, VDC and DDC. More girls have taken leadership positions in the adolescent children’s clubs over the years. The VDCs have also started to pay the salaries of the village facilitators from their own budgets. The DDC in Kavre had allocated a budget to various gender specific programmes as a result of lobbying efforts by the women’s cooperative in that area.

However, several important challenges remain at national and district levels. The national gender integration challenges were outlined by partners (p 21). At the district level, opportunities for involving women, girls and boys (especially from marginalised communities) in school committees, health committees, district planning and budgeting are yet to be fully realized. There is still a need to strengthen government services to meet increase in demands from women, men and children in DACAW.

Community/household/individual level

In the habitats covered by DACAW programme, by using a combination of innovative strategies which address both basic and strategic gender equality needs, the NCO has contributed to reducing gender-based discrimination disadvantaging women and

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235 Impacts of the child clubs include: reduced various forms of discrimination against adolescents such as forced marriage and employer abuse involved them into cleaning up the environment and safe hygiene. Adolescents in Bhiratnagar Child Club took up blowing whistles in order to shame community members who would not agree to a defecation free zone.
236 Results may vary in districts not visited.
237 Paralegal club in Chitwan
238 Focus group discussions with paralegal committees in Chitwan and Kavre
239 UNICEF Nepal 2006c. The annual report states that the child clubs have a membership of 46% girls.
240 UNICEF Nepal 2006c
241 This particular women’s cooperative was a model and had an emergency health fund, a nurse on staff, a birthing centre, an ambulance service, a member’s home served as a short-term safe house and a fertilizer franchise, among other things.
242 Discussions with DDC in Chitwan and Kavre, women federation members in Nawlparasi and Kavre, and child club members of Bhiratnagar.
243 Discussion with women’s federations in Kavre districts, Gender wing of the Department of Education, and Chief of Education and Health Section, NCO
Girls in the areas of primary education (enrolment and retention), immunisation, malnutrition (0-3 years) and decision making processes\textsuperscript{244}. It has also contributed to reducing domestic violence against women (in particular the PLCCs), girl-child marriages (PLCCs and child clubs) and increasing freedom of widows to dress in ‘red’ colour\textsuperscript{245} (women’s federations). Another contribution has been the strengthening of knowledge of women and girls (and boys) on HIV/AIDS.

Slow changes in norms on masculinity are visible in the habitats covered under DACAW visited by the mission. Men met by the mission in Kavre district reported helping in housework when women go for meetings, though not routinely. Both women’s and men’s community based organizations visited in Chitwan and Kavre districts were monitoring the immunization, nutrition and education of children. The NCO annual reports mention that 20% husbands accompany pregnant wives during antenatal care visits (UNICEF, 2006c). Some of the adolescent boys who have taken part in life skills education programme of the NCO in Kavre district reported to the mission that they have stopped smoking with the support of peer counsellors.

According to the habitat level women’s groups met in Chitwan district, more couples are adopting contraception (monitored by the groups formed under DACAW), and fertility rate has decreased at community level. However, women report that they bear the burden of contraception. Due to decrease in fertility rate, as well as better access to nutrition, tetanus injections, access to emergency funds, and incentive scheme for institutional delivery maternal deaths were reported to have decreased in field areas visited. Women’s and girls’ access to toilets with water facilities was also reported to have improved by women and girls met by the mission in all the four districts.

Against these positive results, it is a concern that women, men, girls, and boys met by the mission did not report a reduction in strategic areas of need such as trafficking, incest, and eve teasing\textsuperscript{246}, sexual abuse and suicides. None mentioned the reintegration of women, girls, or boys affected by conflicts. Reductions in gender disparity in secondary education, adult literacy, and malnutrition amongst 4 - 18 year olds (and women who were not pregnant) were also not reported. Increase in girls’ and boys’ enrolment has not been accompanied by end of child labour, with child domestic workers in areas visited going to school and engaging in unpaid work (in return for boarding and lodging)\textsuperscript{247}. While birth registration had increased due to NCO efforts, there was no reported increase in marriage registration by the habitat groups interviewed in Chitwan and Kavre districts.

The increased knowledge on spread of HIV/AIDS amongst women and girls, is not necessarily accompanied by greater ability to negotiate safe sex practices. Married women met by the mission in Chitwan district expressed that they could not negotiate

\textsuperscript{244} According to the UNICEF Nepal Annual Report, 2006, 60% of the groups involved in the community action process of DACAW programme are women-exclusive, 46% of the members of children’s clubs are girls, all the para legal committees comprise of women, and over 90% of the village facilitators (attached to VDCs) and community mobilisers are women (UNICEF, 2006c).

\textsuperscript{245} Traditionally widows are either expected to dress in white or in dull colours. Only women whose husbands are alive are allowed to wear red saris.

\textsuperscript{246} The term eve-teasing, as used in the Indian sub continent, refers to sexual or verbal harassment of girls or women, but does not include rape of girls or women.

\textsuperscript{247} Interview with child club members in Biratnagar town
condom use with ‘migrant’ husbands who returned home periodically even though they were aware of its importance. The women reported that if they kept condoms at home their husbands would suspect them, and men did not bother to bring condoms. While adolescent boys who took part in life skills programme in Kavre district expressed that they accessed condoms from the NGO run resource centers supported by UNICEF, the girls did not report such access.

The habitat level community organisation had not made much impact on the economic empowerment of women. It is only under the ‘women’s federation’ model that benefits are seen in terms of women entering commodity markets and or making claims on government’s health/education system. Another challenge is increasing representation of marginalized women—particularly, Dalits and Muslims—in membership and leadership of groups, to which greater attention is being paid under the CPD 2008-2010.

**Overall Comments on Gender Equality Results**

Thus the achievement of UNICEF global gender policy and UNICEF MTSP varies with which component of the policy is being referred to (see Table 3), and results are more impressive at community than national level. Gender disadvantages facing men and boys have been less addressed than women and girls, as well as specific gender issues faced by Dalit and Muslim women. These results are not obvious in the NCO’s reports reviewed and may be due to the lack of a reporting format and knowledge management and specifically a gender equality results framework which captures process indicators and aggregated results. Refer to Annex 6 for summary of NCO’s progress on UNICEF’s global gender policy by programme type.

**VII. CONCLUSIONS AND RECOMMENDATIONS**

The preceding analysis of Gender Equality Policy Implementation by the UNICEF Nepal Country Office suggests that gender policy implementation in the NCO is at the semi-integrated, depending upon which aspect of programming is being assessed. For example, UNICEF has been more successful in integrating gender in its development programming than its emergency programming.

It has been particularly successful in integrating gender equality integration in the DACAW programme and in education sector support, and weaker in the spheres of (of late) nutrition, child and women’s health and water and sanitation sectors. It falls in between with regard to child protection and emergency preparedness (see section iv). Gender analysis in CPD 2008-2010 is slightly weaker than CPR 2002-6, probably because of a slight weakening of institutional capacity with regard to gender between 2004 and June 2007 (again picking up now). The presence of the NCO’s field or zonal

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248 Interviews with women’s federations in Nawalparasi and Kavre districts
249 The UNICEF HQ notes that UNICEF ROSA has done impressive work in the region in the 1990s, including in Nepal, on gender based violence against women and girls and protection from sexual exploitation and abuse. While work on violence against women and girls continues, the work on protection from sexual exploitation is less visible and reported; pointing to the need for knowledge management.
250 Emergency preparedness and response was reported by the NCO staff as one of the focus areas of the NCO, and did not appear to be the most important one.
offices have greatly contributed to GE results in this area as opposed to those of other UN agencies, with the exception of the UNDP.

<table>
<thead>
<tr>
<th>Gender specific targets</th>
<th>UNICEF Gender policy document in which target is mentioned</th>
<th>Progress of NCO towards Global gender policy</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>National/ District level</td>
<td>Community level *</td>
</tr>
<tr>
<td>Improving maternal health</td>
<td>MTSP (2002-06)</td>
<td>High</td>
</tr>
<tr>
<td>Reducing gender gaps in basic education</td>
<td>MTSP (2002-06)</td>
<td>High</td>
</tr>
<tr>
<td>Gender disparity in malnutrition and immunization</td>
<td>MTSP (2002-06)</td>
<td>Low</td>
</tr>
<tr>
<td>Protection of girls and boys from violence, exploitation, abuse</td>
<td>MTSP (2002-06)</td>
<td>Fair</td>
</tr>
<tr>
<td>Addressing needs and rights of women in emergency and difficult circumstances</td>
<td>1994 gender policy</td>
<td>Low</td>
</tr>
<tr>
<td>Addressing needs and rights of children in emergency and difficult circumstances</td>
<td>1994 gender policy</td>
<td>Fair</td>
</tr>
<tr>
<td>Addressing feminization of poverty</td>
<td>1994 gender policy</td>
<td>Low</td>
</tr>
<tr>
<td>Improving legal status of women</td>
<td>1994 gender policy</td>
<td>Good</td>
</tr>
<tr>
<td>Gender integration</td>
<td>MTSP (2002-06)</td>
<td>Good*2</td>
</tr>
</tbody>
</table>

* 1/3rd habitats in 15 out of 75 districts
*2 Education and children chapter in interim plan Good - Fair in others

The table below summarizes the current status of the NCO related to UNICEF’s gender policy implementation.
Current Status:
NCO at Semi-Integrated Gender Policy Implementation Stage

- Findings and results of gender analysis evident in some aspects of programme design, implementation, and monitoring and in institutional decisions
- However, the results of this gender analysis have not been applied at all levels systematically.
- Limited degree of formal accountability for integration of gender equality in programmes.

Future Ideal:
Rights and Results-Based Gender Policy Implementation

- Gender analysis used to identify priority gender equality and rights results needed
- Resources to achieve GE results integrated into programme design.
- Clear results indicators and baseline information established at the beginning of planning process
- GE indicators monitored throughout implementation and evaluated at the end of programme to determine actual results achieved.
- Organization and staff are held accountable for the achievement of these results.

To move gender policy implementation to a rights and results based level of gender policy implementation the Evaluation Team has made the following recommendations, for the NCO, with the understanding that there are many processes involved to achieve these that need to originate at the HQ and RO levels.

Recommendations for the NCO

1. Create a clear mandate of UNICEF-NCO on gender equality issues it wishes to address vis-a-vis other UN agencies and donors, e.g., education and protection of girls and boys, reducing gender based violence against women and girls, and strengthening decision making, improving maternal health and (non-sexual and reproductive) strategic health issues of women, gender and emergency response and working with men and boys on all of the above

2. Engage a senior gender equality technical specialist (equivalent to chief of sections) to ensure that gender equality concerns are systematically integrated into various strategies and programmes, to assist with gender integration with staff and partners, and regular monitoring\(^\text{251}\)

3. Strengthen the institutional capacity of the NCO through the appointment of the new SPO (who has been a gender focal point earlier in another agency) as gender champion, a re-instatement of the gender team meetings, revise, updating NCO’s gender integration policy/strategy and adapt the existing guidelines and checklists to reflect updated research on gender inequities specific to Nepal\(^\text{252}\).

4. Strengthen the gender analysis in SITAN and its’ translation into gender-redistributive NCO policies, strategies, programmes, and monitoring and evaluation indicators.

\(^{251}\) The UNFPA and UNDP have both a gender specialist at the country office and at the regional office level. The UNDP gender focal person handles this gender and diversity mainstreaming on a full time basis. In comparison, UNICEF GFP has 25% of her time allocated to GE and child rights.

\(^{252}\) For example, nutritional inequalities across gender is a contested issue within the Nepal Country Office, and merits a study.
5. Include a more systematic understanding and application of gender equality analysis into staff training, strategies, programmes, M & E and reporting frameworks.

6. Strengthen capacity of partners on disaggregating data, gender analysis and creating gender strategies to enable them to address gender equality systematically within programmes, and in reporting and monitoring requirements.

7. Enhance the strategic advocacy approaches used to provide sector support on gender equality and balance this with the continued integration of all grass roots result areas within DACAW.

8. Work closely with other UN agencies and donors to eliminate areas of overlap and to strengthen partnerships on gender, livelihood and decentralized governance.

Annex 1: Additional Details on Recommendations

Review mandate of UNICEF-NCO on gender equality vis-à-vis other UN agencies and donors in the context of Nepal

It is suggested that UNICEF NCO defines its mandate clearly on gender concerns keeping in mind the gender issues identified in Nepal CCA and SITAN, the global gender policies of UNICEF, and the thrust of other UN agencies and donors working in Nepal. Preliminary discussions of the evaluation mission with selected UN agencies, donors, and NGOs suggest that UNICEF’s niche in the context of Nepal could be the following issues: i) Gender and protection of girls and boys, ii) Gender, survival and well being (health, education, nutrition) of girls and boys, iv) Reducing gender based violence against and improving household/community decision making of women, v) Improving maternal health, and addressing non-SRH issues like high female suicides and violence and health, vi) Gender and emergency preparedness and response (as related to i to v). As gender integration at national level seems to be the mandate of UNFPA and UNIFEM in Nepal, it is suggested that UNICEF restricts its role to supporting these two agencies in strengthening powers of women-specific government machinery. However, UNICEF may play a strong role in gender integration within sectoral ministries relevant to the possible mandates of UNICEF (i to v).

Make definition of gender perspective and equality more inclusive and rights based

It is suggested that UNICEF NCO broadens its implicit understanding that gender equality issues as the focus is presently on issues facing women and girls. While this focus is extremely important, it is suggested, that gender issues facing boys are also analysed and addressed systematically. The tendency to treat children in several sectoral programmes as a homogenous category, of late, may be avoided, and their

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253 Refer to the gender gaps referred to in Section IV and V of the evaluation e.g: examining and including the gendered impact on DRR on girls and boys in the Protection Programme; conducting an analysis of and integrating sensitivity on female suicides into training for PLCCs, VFs, CMs; addressing issues such as property ownership in cooperatives/ federations; examining issues of housing/violence and Dalit/Janjati girls low attendance/early marriage.

254 The Department of Women, Gender Desks within Line Departments and the National Commission on Women.
differentiated needs and interests may be identified and addressed. While it is laudable that UNICEF NCO's goal is to promote the rights of women, this principle may be consistently maintained in all its programmes and activities targeted at women. That is, the tendency in health, community ‘monitoring’, and water and sanitation programmes to work with women primarily as mothers and wives may be avoided. This thrust can be better achieved if UNICEF strengthens its work with ‘men’ on parenting, reproductive work and as teachers involved in early childhood development. The exception to this rule is maternal health, where it is necessary to work with women as mothers. Policies like providing HIV/AIDS treatment for infants but not the mothers may be reconsidered. The diversity amongst women, which is being recognized now in programming is laudable, and may be continued.

Create a Gender Specialist Position
Engage a senior gender equality technical specialist (equivalent to chief) to ensure that gender equality concerns are systematically integrated into various strategies and programmes, to assist with gender integration with staff and partners, and regular monitoring. 255

The GFP is a strong GE resource person who has and has good gender analytical skills but is overburdened. Only 25% of her responsibilities are allocated to gender. However, the GFP was acting head of the DACAW unit from 2004-2007, and her programme management responsibilities made even higher demands on her time and energy. Also, the GFP’s location within one programming sector sometimes limits her potential to adequately have leverage over other programming areas. The GFP is also the Child Participation focal point. The GFP needs an enabling system in the office to support the integration of GE as well as additional external technical support to institutionalise, monitor it periodically, using an iterative approach. Overall, the potential NCO staff GE capacity could be taken to a much higher level if systematically trained and GE institutionalised within the office.

New entrants had not been exposed to an introductory briefing on the country programming, let aside gender training. One of the issues for institutionalisation are debriefings/briefings and proper hand-over notes for all staff leaving and entering the NCO and stronger systems of accountability such as GE in the PERS and employment ToRs. These task could be entrusted to a senior gender specialist to mainstream and monitor on a regular basis.

Strengthen the gender analysis in SITAN, and its’ translation into gender-redistributive NCO policies, strategies, programmes, and monitoring and evaluation indicators.

It is suggested that gender (and diversity) disaggregated data and analysis in SITAN be strengthened in the sectors of protection, water and sanitation, health services and HIV/AIDS. A section on emergencies and decentralized governance could be added. Equally, UNICEF NCO may ensure that the gender analysis in SITAN is effectively translated into gender-redistributive goals, results/objectives, activities, and indicators in CPD, MPOP, Log Frames and Annual Work Plans. It is suggested that a separate chapter on gender, children and emergencies may be added to the Master Plan of

255 The UNFPA and UNDP have both a gender specialist at the country office and at the regional office level. In comparison, UNICEF GFP has 25% of her time allocated to GE and child rights.
Operations (under preparation), in addition to the existing ones on DACAW, nutrition and care, child and women’s health, child and women’s environment, education, child protection, and community, advocacy and life skills. Each chapter must identify and address important strategic gender interests and practical gender needs of women, girls and boys; and norms on masculinities that have to be challenged; with indicators to track progress in these areas.

**Balancing decentralized action with sector support on gender equality, and integration of all grass roots result areas within DACAW**

It is suggested that UNICEF arrives at an optimum balance between raising gender awareness and increasing demand for services through decentralized action and sector support to line departments to respond in a gender (and diversity) sensitive manner. At present the institutional capacity of line departments- education, health, and DDC- to meet the increase in demand (and more so in a gender aware manner) is perceived to be inadequate in districts where DACAW is operational. Yet another recommendation is to strengthen integration of gender and child protection (apart from emergency preparedness and response) into the DACAW component in the districts where it is operational. It is also important that the good practices across districts within DACAW be documented and institutionalized into programming and monitoring/evaluation indicators.

**Strengthen partnerships on gender, livelihood and decentralized governance, and donor coordination on areas of overlap**

It is suggested that UNICEF NCO strengthens district level partnerships on gender and livelihoods with World Bank and ILO (apart from UNDP which it is doing now), and gender and decentralised governance with UNDP (10 districts and five municipalities). In particular, women’s groups need to be linked to livelihood support available through other agencies, and to decentralized gender and diversity planning, budgeting and monitoring processes at DDC and VDC level. UNICEF may advocate with Ministry of Local Development for institutionalising representation and participation of women’s groups and children’s clubs into DDC and VDC structure as well as committees monitoring delivery of government services. UNICEF, through the UN and Donor Gender Theme Groups, may strengthen donor coordination in the area of life skills, safe motherhood, gender based violence, and working with men and boys on gender. As UNDP and Ministry of Local Development are interested in replication of the DACAW programme, it is suggested that UNICEF Nepal evolves and publishes manual on the same, refining the existing guidelines further.
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UNIFEM, n.d, Gender Responsive Budget, UNIFEM, Kathmandu


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References from Government and NGOs


Department of Women Development. n.d. Federations for Force: lessons learned
1. Introduction

It is not intended to serve as an in-depth study, but simply to provide an overview of the key issues and practices related to gender and emergencies. As both gender equality and emergencies are multi-dimensional and 45% of UNICEF’s work is dedicated to emergencies, a full assessment of the integration of gender equality in this work, would require an in-depth, dedicated evaluation of gender integration in an emergency context that constraints of time and space cannot address here.

This case study, based on a document review of emergency operations in a selection of countries where there are significant emergencies, is designed to complement the country case studies which examined all aspects of UNICEF’s programming from a gender perspective. The Evaluation Team was limited to conducting field visits in countries with a level 2 security status. This restricted the type and amount of data the Team was able to collect on gender in emergencies. Therefore to address the issue of gender equality integration into emergencies of a more urgent and chronic nature, the Team has conducted a review of key documents associated with UNICEF’s emergency programming process.

The criteria used by this sample desk review include:

- How UNICEF is addressing the different needs of girls, boys, women and men in emergency contexts
- Whether the interventions reviewed included a focus on supporting the participation of women and boys and girls in the programmes and in decision-making as a means of promoting increased gender equality in an emergency context
- Whether the documents concerned used a women and children approach which simply targets women and children as vulnerable groups that need to be assisted as programming beneficiaries or a gender equality approach which focuses on addressing the underlying causes of gender disparities.

2. Core Documents and Processes

Consolidated Appeal Process

Within the IASC approach to emergencies, the UN has promoted a Consolidated Appeal Process (CAP). The CAP is a tool used by aid organisations to plan, implement and monitor their activities together, as well as to determine the amount of funding needed to address a specific emergency. The UN and its partners at the national level work together in the crisis area or region to produce appeals which they subsequently present to the international community and donors.

Since its inception, it was intended that the CAP become the humanitarian sector’s main tool for coordination, strategic planning and programming. It is viewed as an inclusive and coordinated approach within the programme cycle to:

- Strategic planning leading to a Common Humanitarian Action Plan (CHAP).
• Resource mobilisation (leading to a Consolidated Appeal or a Flash Appeal).
• Coordinated programme implementation.
• Joint monitoring and evaluation.
• Revision, if necessary.
• Reporting on results.

Common Humanitarian Plan
The CHAP is a strategic plan for humanitarian response in a given country or region and includes the following elements:
• A common analysis of the context in which humanitarian action takes place.
• An assessment of needs.
• Best, worst, and most likely scenarios.
• Stakeholder analysis, i.e., who does what and where.
• A clear statement of longer-term objectives and goals;
• Prioritised response plans; and
• A framework for monitoring the strategy and revising it if necessary.
• The CHAP is the foundation for developing a Consolidated Appeal or, when crises break or natural disasters strike, a Flash Appeal.

3. Specific Document Review

3.1 Appeals

The following review of specific appeals demonstrates both the strengths and weaknesses of the CAP from a gender perspective.

AFGH donor update 2007: The latest Government of Afghanistan – UNICEF Programme of Cooperation started in 2006 -UNICEF’s key programme intervention areas are health and nutrition, education and gender equality, water and sanitation and child protection. Emergency activities are an integrated part of each programme and implemented in close collaboration with Government and other UN/NGO partners. Gender equality is compartmentalized and reduced to girls’ education and gender-based violence, often UNICEF-wide.

Child Alert, Afghanistan, October 2007: This appeal used a women and children approach despite the fact that the appeal lists multiple issues affecting girls and women since gender issues in Afghanistan are a significant issue. While it has documented a wide variety of issues affecting girls, it does not analyze the underlying gender-based causes of these problems, e.g. forced marriages of young girls to much older men; a note that the “pace of change is glacial and that men and women still lead separate and disparate lives.

Rebuilding with Children: Recovering from the Tsunami disaster in Sri Lanka (April, 2005 draft): This appeal mentions gender mainstreaming as a programme approach but, still identifies women and children as the mandate. Most key results are expressed as a reduction of gender disparities for women and girls and focus mainly on addressing women and girls’ practical needs such as health and nutrition related to reproductive health, building separate toilets for women and girls, detecting anemia in pre-pregnant girls, etc. Initiatives that target ways to address lower retention rates of girls in school; and empower adolescent girls with life-skilled based education take more of a gender equality approach.

The related ERP was developed within a framework of guiding principles that included conflict sensitivity, rights-based approaches, gender awareness, community participation, and international minimum standards. There has been some use of sex-disaggregated data, e.g., the costs of hiring teachers disaggregated by gender (read sex); and women’s police desks have been established throughout the country.

Humanitarian Appeal, Sierra Leone, 2003: This represents a good practice as women and children issues are not just targeted but strategies to achieve increased gender equality are explicitly outlined. This included gender-sensitive Facts for Life materials for formal and non-formal institutions; advocacy and promotion of human rights of women and children; household food security and women’s group with agricultural inputs; immunization of women of child-bearing age; emergency nutrition support to women to address malnutrition, especially of children; anemia in pregnant women; Vitamin A and iron supplements for pregnant women; a social mobilization strategy to raise awareness of women and children; gardening, food processing and income-generation of 250 women’s groups; as well as a safe motherhood programme.

Short Duration Country Programme document, Sudan, E/ICEF/2006/P/L.23:
This includes an analysis in which the gender disparities are better integrated. The impetus to address gender and regional disparities appears to have come from having to report on the MDGs.

Short Duration Country Programme document, Sudan, E/ICEF/2007/P/L.27:
The finalization of the Sudan Household Health Survey (SHHS) has provided sex-disaggregated data and the target results indicators include women-specific percentages and thus are gender-sensitive.

Flash appeals present a particular challenge with regard to gender analysis as the personnel involved have to collect their data within a very short time period – which can limit the collection and analysis of the kind of qualitative data needed to conduct an effective gender analysis. Some examples of where this was done well from a gender perspective included:
• The Mozambique Floods and Cyclone 2007 Flash Appeal which noted the need to address gender-based violence; the fact that remote areas lack basic services for women and children; provide protection and psych-social environment of accommodation centres in cyclone-affected areas; protection and psych-social support to women affected by cyclones and floods; and the mainstreaming of cross-cutting issues such as HIV/AIDS, gender and environmental issues.

• The Sudan Floods Flash Appeal 2007: LLIN (Long Lasting Impregnated Nets), ITNS (Insecticide Treated Nets) where project beneficiaries were explicitly disaggregated by men, women and children in different parts of the country, except in the Education and Health and Nutrition sectors.

• The Sri Lanka CHAP 2007 Mid-Year Review where separate training was held for men and women on how to improve agricultural activities; training/information programmes on protection and equity issues in camps, raising awareness of issues pertaining to women, children and vulnerable groups, among displaced communities.

• In contrast to this the Indian Ocean Earthquake Tsunami - Flash Appeal 2005 in which UNICEF had a pivotal role, represented a missed opportunity for the organisation to ensure that gender equality issues were integrated in a much more strategic manner. The tsunami was noted for the fact that there was a higher

In general, for Appeals to take a more gender-integrated approach they need to:

Identify all of the primary gender equality issues related to the specific emergency. Currently there is a tendency to focus primarily on gender-based violence and protection issues

• Analyze the underlying causes of the primary gender disparities identified

• Include relevant sex-disaggregated data in the analysis

• Determine which specific groups of women and men and boys and girls are especially vulnerable (i.e., not treat any of these groups as homogenous entities)

• Include initiatives and approaches that will address the gender-based needs of specific groups of men and women and boys and girls within an emergency context, including looking at under-represented groups of men, women, boys and girls as actors who need to be involved in decision-making as opposed to simply vulnerable groups needing services.

3.3 Emergency Response Plans (ERPs)

The Regional Emergency Advisors and emergency personnel interviewed for the evaluation all emphasized that unless a gender analysis is conducted and the results of this analysis used to inform the development of the CO Emergency Response Plans, it is unlikely that gender equality issues will be addressed in a significant way during an actual emergency. This gender analysis also needs to consider both the physical gender issues related to the practical needs of women and men and boys and girls as well as the socio-economic gender issues that come to the fore in an emergency context.

Examples where this was done include:
**Sri Lanka Emergency Response Plan, April 2007:** The plan included references to the need to protect women and girls from violence and abuse; GBV; and included women-specific targets, such as the percentage of women who receive TT vaccine; access to safe havens for lactating mothers; and preparations for women of menstruating age receiving sanitary towels in an emergency context.

**Batticloa May 2007:** integrated gender concerns in design as identified as a gaps in the Water, Environment and Sanitation sector.

**Emergency Preparedness and Response Plans (EPRP), Afghanistan, March 2007:** which included basic services to women and children; monitoring of the status of women and children-maternal mortality and the rapid assessment by CCCs involved the local adaptation of generic checklist and integrated gender-related questions by sector, a process which can be cited as a good practice.

**EPRP, Sierra Leone, July 2005** which included monitoring gender disparities in education and whose gender-based violence component stands as a good practice. It focused on preventing sexual abuse and exploitation of children and women by: (i) monitoring, reporting and advocating against instances of sexual violence by military forces, state actors, armed groups and others (ii) providing post-rape health and psychosocial care and support. Internally, with regards to humanitarian workers and staff it committed to: (i) undertaking to promote humanitarian activities in a manner that minimizes opportunities for sexual exploitation and abuse (ii) having all UNICEF staff and partners sign the Code of Conduct and ensure that they are aware of appropriate mechanisms for reporting breaches of its six core principles.

The other EPRPs reviewed by the evaluator did not pay major attention to gender equality issues, an approach which emergency personnel interviewed is more the norm than then exception.

### 3.4 Situation Reports (SIT REPS)

Situation Reports provide an opportunity for UNICEF to profile specific initiatives and issues that address gender equality issues in an emergency context. A review of 14 SITREPs and related reports found quite varied results, ranging from no mention of gender issues at all, to only a note of women and children as service beneficiaries to those which applied a more gender-integrated approach. The majority had limited reference to gender equality issues. The ones that stood out as good practices from a gender equality included:

The **Sudan Monthly Report, April 2007** which was quite comprehensive and discussed working towards gender parity in getting girls into school; gender issues in Child Protection; gender-based violence; vaccination of pregnant women; provision of treated nets for the protection of women and children IDPs from malaria; ferrous sulphate to pregnant women; Behaviour Change Communication and life-skills based education to women and youth in South Sudan; voluntary testing (HIV/AIDS) women. As such, the report took a fairly strong gender equality approach blended with addressing practical gender needs.

**Sri Lanka Sit Rep, 2004:** All out efforts are being made to ensure an effective response in compliance with the CCCs. Attention is hence being focused on advocacy on the
situation of children and women; providing essential health interventions; providing safe drinking water, sanitation and hygiene; addressing protection and psycho-social needs while ensuring a safe family environment for the children; and, providing child learning opportunities.

The **UNICEF response to the Indian Ocean Emergency, February 2005** which included reference to the Civil Society call for involvement of women in Tsunami response. The Asian Civil Society Consultation on Post-Tsunami Challenges, a two day seminar held in Bangkok on 13-14 February, was attended by more than 70 activists. It highlighted the need to ensure that communities, and especially women, have a right to participate in all stages of planning, decision-making, implementation, and monitoring of all relief and rehabilitation efforts. Participants also stressed the need for transparency in fund use, and that international human rights norms must be respected. It should be noted here that the impetus for this action came from outside UNICEF and that there are many lessons to be learned from civil society organizations regarding how to integrate gender equality in an emergency context.

Also of note are the **Best Estimate Factsheets** produced by the Afghanistan CO. The CO produced Factsheets by Province which helped present key, strategic information for donors and planners that was gender-sensitive and could be absorbed at a glance. These fact sheets included the following types of information:

- Ranking of each Afghan provinces on the basis of some MDGS indicators, including gender indicators, e.g., maternal mortality rates, girls’ attendance of primary schools
- Disaggregated women-specific statistics, including statistics on early marriages,
- Education and reproductive health issues
- Water and sanitation however was not disaggregated by sex

While the factsheets could still be strengthened from the perspective of data disaggregation to include all sectors such as water and sanitation, they did serve as a powerful tool for policy advocacy and programme development from a gender equality perspective in Afghanistan.

The **Consolidated Emergency Thematic Report (CERS): Sudan, 2006** although still needing strengthening in some areas, is also an example of how to apply a more gender-integrated approach in an emergency context. The report starts by stating that gender equality is a goal. To promote gender equality UNICEF is trying to address the specific challenges and opportunities for women and children and the report highlights sexual violence against women and violence against children. It also includes advocacy messages developed to address include sensitive gender-related issues such as GBV, FGM/C, and the abandonment of babies. However, these issues are compartmentalized and are not included in advocacy for child soldiers (e.g., there no mention or analysis of male roles or issues related to child soldiers). The main gender element in the ERP is also a focus on gender-based violence.

Some innovative approaches it outlines include UNICEF’s role in the Juba Peace talks in advocating for transfer of women from Lord Resistance Army, the provision of psycho-
social support for them, training of women in Khartoum camps on psychosocial and livelihood issues, and the provision of support to local media guidelines on how to report ethically on women and children provided. In addition, during the year information was collected covering 21 of the 48 MDG indicators at the national and state levels from the SHHS, disaggregated by age and gender. This data will be the largest single source of information for MDG monitoring in Sudan and will provide a basis for informed decision making, sound policy formulation and planning, including on gender equality issues and initiatives. In the context of Southern Sudan, this major achievement will make reliable data on children and women available to UNICEF and its partners for the first time ever. Another strength of this CER was the fact that its results included gender-specific targets, as well as explicit gender equality results.

For the Situation and Consolidated Emergency Thematic Reports to be more effective from a gender equality perspective, UNICEF needs to work with its humanitarian assistance partners to determine at least minimum standards for reporting on gender equality issues, particularly in each cluster. This would greatly facilitate the collection and subsequent analysis of sex-disaggregated data. These standards should also include reporting on results by sex and on specific gender equality results.

3.5 UNICEF Country Initiatives in a Humanitarian Context

As indicated in Chapter Two on the evaluation’s major findings the different humanitarian assessment reports produced by UNICEF are quite varied in how they address gender equality issues. Again the range is from almost no mention of these issues or the tendency to aggregate groups with no differentiation by sex to some which are quite innovative in their approaches. Again, the majority served fell into the weaker category and where they collected sex disaggregated data failed to do so from the perspective of the socio-cultural and socio-economic dimensions of gender equality.

The ones that stood out from a good practice perspective included the following.

_Report on national assessment of situation of children deprived of parental care institutions in Afghanistan (2003)_: that collected and integrated sex-disaggregated information throughout the assessment. There is strong attempt to analyze and document the socio-cultural discrimination and the low status of girls and women and the overriding of the latter’s human rights in the analysis. This assessment is a good example that UNICEF can build on to inform future programming, provided the gender analysis is further strengthened, as well.

_Caring Practices Formative Research Ghozarah District Community, Herat, Afghanistan (August 2003)_ is an outstanding example of a study on health and nutrition issues, within the critical contexts of socio-cultural practices of Afghan society, so key to gender analysis. Its methodology is comprehensive and it critiques older narrower approaches, e.g. that Nutritional surveys in Afghanistan have mostly focused on physical outcomes such as anthropometric indicators and that very little has been investigated in the field of underlying causes of nutritional status. It notes that in interventions other than emergency nutrition will be difficult to implement without an in-depth understanding of the caring practices at the household level, as well as
motivations and constraints to behaviour change. It notes that technical recommendations based strictly on physiological considerations alone may be culturally unacceptable if they are incompatible with local perceptions. [p.7] It recommends that “the link between maternal and child nutrition, especially adolescent and pregnant women health and nutrition status and pregnancy outcome should be studied more in-depth.” [p.10]

This latter study can be viewed as a good practice in studying health and nutrition from a gender equality perspective, and as such is an important model as health and nutrition as the two areas where the evaluation found that UNICEF’s programming is the weakest from a gender equality perspective.

**Girls’ Education in Afghanistan (UNICEF Afghanistan, Jan 2004 review)** To ensure goals are met, UNICEF has reorganised its structure to provide the capacity to focus on provinces across Afghanistan. Girls Education remains a central focus of the Afghanistan office and actions within all programmes are linked to ensure schools act as centres for change. The cultural, social and physical constraints of the country mean that programming must be brought to household level. UNICEF programmes are therefore designed to reach all families and communities mainly through mobilising strong outreach with key partners, such as school teachers, health workers/immunisation volunteers and religious leaders. To help build a base for these interventions, UNICEF is supporting the development of counterparts and working to improve the environment for children through legal reform and improvements to maternal/child health facilities. Emergency preparedness and response is an integral part of all programming. This programme serves as an example of how to develop an integrated approach to a gender-specific issue that ranges from the household to national level advocacy, and as such, demonstrates a highly strategic approach.

**UNICEF Afghanistan Annual Report, 2006:**

Although confined within a discussion on girls’ education, this annual report provides a detailed gender analysis of why these goals are difficult to reach. The level of analysis is at the depth needed for UNICEF to strengthen its programmatic work in emergencies. It focuses on MDG 2: Achieve Universal Primary Education and MDG 3: Promote Gender Equality and Empower Women. The substance of this analysis is as follows:

A statement of the facts in sex-disaggregated numbers: Afghanistan has one the highest proportion of school-age (7-12) children in the world: about 1 in 5 Afghans is a school-age child. Despite success in sending children to school, trends in gender disparity in education remains worrisome. For instance, the literacy rate for young women (aged 15-24) is only 18 per cent, compared to 50 per cent for boys. The primary school completion rate for boys is 32 per cent versus 13 per cent for girls. In terms of cohort tracking, only 30 percent of girls (age 12 years) reach Grade 5, compared to 56 per cent for boys. (Source: Best Estimates of Social Indicators for children in Afghanistan, 1990-2005).

An analysis of the key factors contributing to gender disparities in education:
According to the AIHRC Report 51.6% of parents mention that the main factor preventing girls from attending primary school is accessibility and security. Other reasons why girls do not attend primary school are that the girls have to work (12.1%), poverty (10.1%) and child marriage (3.7%).

Early marriages are very common; the mean age at first marriage is 17 years according to the 2003 Multiple Indicator Cluster Survey (MICS), the latest data source available on early marriages. The MICS also describes that child marriages account for 43 per cent of all marriages. This plays a part in the gender gap in education, with many associated health and social consequences such as the absence of female doctors/medical personnel that makes access to medical services difficult for women.

Gender discrimination in Afghanistan is due to a combination of factors such as poverty, local traditions and the effects of war. Violence against women has been persistent in Afghanistan and is due to low status of women combined with long exposure to hostilities and conflict. Today, women hold one third (68 seats) of the 249 seats in parliament. This relative high number of women in Parliament is the result of a minimum quota specified in the constitution. The large number of women in parliament will not make a major difference on women’s political participation unless women can also take part in local-level decision-making at the sub-national levels. At present, the Afghan MDG Report states that “women are poorly represented at the sub-national level and in local governance”.

The annual report concludes by noting that Afghanistan is unlikely to meet MDGs 2 and 3 unless further action is taken to bring about parity in education, makes a clear link between increased gender equality and the achievement of these goals and indicates the type of integrated response and set of interventions needed, e.g, for every three boys enrolled in school, five girls will have to be enrolled and that this will require focused and targeted efforts from all actors.

UNICEF personnel needs to take this same approach to gender analysis in all programme areas of their annual reports, regardless of whether the country is operating in a complex emergency context or focuses more on development programming. However, in an emergency context this level of analysis becomes even more important as when there is a need to make a rapid decision, the data and analysis to inform the decision will already be in place. In some cases UNICEF used Multiple Indicator Cluster Surveys to help collect the sex-disaggregated data needed to conduct a related gender analysis.

In general, the annual reports that included gender Equality and gender mainstreaming as an explicit strategy in the CO’s response to emergencies were more effective in addressing gender equality issues overall (refer to Annual Report 2005: UNICEF Sudan: and UNICEF Sudan IMEP MTR 2002-2004).

For example, the Annual Report 2005: UNICEF Sri Lanka highlights gender equality in a separate section and identified innovative key issues for future programming to address the problems of fathers (widowers) left as the primary caregivers after the Tsunami and the low participation of women in government. Women and girls specific programme activities appear in an Annex in the Results Matrices for 2005. Key result areas include
girls’ education – specific monitoring questions for Girls’ Education included. The report also addressed protecting children against violence, abuse and exploitation – family-based violence against women; and the impact of armed conflict on women and children. As such, it represents a model for a well integrated approach to addressing gender equality in an emergency.

Some key weaknesses in the assessments reviewed include:

- Conducting the assessments from a strictly women’s perspective without taking account factors either affecting or influenced by men and boys’ roles and needs
- A lack of priority or focus on gender equality issues in humanitarian response
- No specific assessments of gender-related vulnerabilities or needs brought about by demographic changes
- Lack of lack of participation of affected groups in decisions concerning assistance being given on their behalf
- Insufficient participation of women in decision-making.

These latter points were particularly notable in the 2004 Indian Ocean Tsunami Disaster: (Emergency and Initial Recovery Phase) Evaluation May 2006:

Another challenge is that where monitoring shows that there are limited results related to a specific group of men, women, boys or girls, it is a clear indicator that there was a need for the emergency programme to have conducted a prior gender analysis. For example, The Flooding Emergency in Gaza Province, 2000 KAP study showed that pregnant women were identified as a high risk target group for post-flooding distribution of treated mosquito nets, but that there was poor utilization of nets by the women. The reasons for this may have been similar to those found in the same initiative in other countries UNICEF works in Africa (i.e., use of the bednets by male family members as opposed to the pregnant women). However, without the gender analysis to assess this supposition, it is not possible to determine if there are socio-cultural reasons for the poor results of this anti-malarial control measure and if there is a need to address gender equality issues in order to improve programme success rates or if the problem is attributable to other non-gender-related factors.

It is also significant that in 2003, UNICEF’s Executive Board noted the accountability deficit in strategic-level country programme evaluations. This issue of accountability is particularly critical when promoting the integration of gender equality inputs in an emergency context, as without it, it is clear that key gender equality issues will either be ignored or not addressed beyond targeting women and children as beneficiaries.

Ways to strengthen accountability include ensuring that all evaluation TORs include a clause requiring the evaluators to assess gender equality approaches used and the gender equality impact of the emergency programmes in question. If it is not explicitly spelled out then it will only happen minimally or in an ad hoc fashion, depending upon the particular skills and experience of the evaluators. For example the Review of UNICEF’s Evaluation of Humanitarian Action, November 2005 paid minimal attention in to gender equality and accountability to lives of women and children whereas the
Evaluation of UNICEF Learning Strategy to Strengthen Staff Competencies for Humanitarian Reform 2002-2004, June 2005256 included an analysis of the mainstreaming of emergencies within UNICEF based on gender mainstreaming concepts and integrated gender in relevant sections of the report. This was not, however, in the original terms of reference, but only because one of the evaluation team members was a gender specialist.

The latter report provided a description of the mainstreaming process that could be useful for UNICEF to consider as a foundation to any future strategies designed to strengthen the ways in which it integrates gender equality in an emergency context.

The term “mainstreaming” originates from the gender mainstreaming processes adopted by the UN system over the past two decades. It refers to the shifting of responsibility for a particular set of issues from specialist positions to all staff members within an organization. It means that each person has to have awareness of what his/her specific responsibility related to this issue is. Staff also need to have sufficient understanding of the technical requirements of this issue to implement related work effectively, and they need to be aware of what are the related procedures and processes they have to follow.

Mainstreaming also means that staff is held accountable for being able to integrate this particular issue into their daily work. The issue concerned becomes a strategic and integral part of the organization’s operations and affects the centre of the organization as opposed to remaining on the periphery.

3.6 Gender and IDPs

This is an area where UNICEF particularly needs to focus its gender and emergency work during displacement emergencies. Two particular aspects of displacement, the breakdown of traditional societal norms associated with displacement, and the increased likelihood of female headed households - combine to increase the risk of abuse for girl children and for women in general, along with the risk that program benefits may not reach them equitably. Boy children are also at risk of abuse and vulnerable trafficking or being forced into child labour situations. Recognition of this reality in UNICEF programme design, advocacy and protection efforts, in its family reunification efforts, and in the provision of special accommodation in camps and elsewhere are crucial. While recognizing that women and girls may be particularly susceptible to abuse during displacement emergencies, it is equally important to recognize they have key roles as actors, as sources of community opinion and leadership, as partners in program design, as economic forces in their communities and as providers of services. Mobilizing women throughout the stages of displacement emergencies maximizes program impact.257

3.7 Summary

The documents reviewed demonstrate a clear pattern. This typology was also noted in the evaluation's review of the Emergency Handbook and CCCs and recurs throughout the sample documents on the work of UNICEF in emergencies reviewed below. It has the following characteristics:

- GE is invisible as an overall strategic approach with explicitly stated GE equality results/objectives.
- The most common approach observed is a ‘women and children’ perspective that addresses women and children as vulnerable populations.
- As such, women and children are viewed implicitly as objects of development (to be vaccinated or provided with micro-nutrients, as opposed to their potential role as agents –their roles in decision-making (i.e. IDP camp management) are not always encouraged.
- UNICEF’s gender mandate is often compartmentalized within Girls’ Education or Gender-based Violence.
- Underlying socio-economic norms governing the roles of men and women, boys and girls are insufficiently addressed.
- Addressing the roles of boys, men (especially critical for contexts of armed conflict, child soldiers, etc.) is particularly absent.
- Gender analysis is almost absent (e.g., this is very critical for Land Mine Action to determine different mobility patterns of girls, boys, men and women).
- Even where women and children are targeted as key beneficiaries, the actual intervention is not based on a gender analysis and therefore may or may not have positive outcomes for the identified beneficiary groups.

4. Conclusion

This review of the standard documents UNICEF uses in its emergency programming processes also demonstrates that while there are selected examples of good practices, the way in which gender equality is treated in an emergency is not systematic. The evaluation found that this treatment is even less systematic than similar gaps encountered in UNICEF’s development programming. This is in part due to the nature of emergencies. Their immediacy appears to have led some emergency staff to consider gender analysis as a luxury that would interfere with saving lives.258

The reality is that it is difficult to collect the kind of qualitative data needed to conduct an effective gender analysis in the middle of a hurricane, earthquake or war. However, this data is crucial to ensure that emergency services both reach the most vulnerable populations and that they “do no harm”. This type of prior gender analysis can also be addressed in the Emergency Preparedness Response Plans before the emergency occurs, as well as by adapting the Rapid Assessment questionnaires and other assessment tools designed to address different types and phases of emergencies to include specific types of sex-disaggregated data.

The document review also shows that it is quite possible to do this in diverse contexts and that UNICEF has a solid body of existing work and models upon which it could build. However, the organization will have to make a strong commitment to work actively at all

258 Interviews with Regional Emergency Advisors and CO Emergency Officers.
levels to integrate gender equality more effectively and systematically within an emergency context. It will also require a substantial effort to build staff capacity in this area.

The organization is well positioned to do so in that UNICEF has supported and generated sex-disaggregated data and analysis, documents and reports in many countries where crises occur. UNICEF can accelerate the gains in emergency programming by an improved, rapid utilization of its knowledge base from a gender perspective, while addressing specific data and information gaps related to gender disparities.

UNICEF also has a core document that explains the links between life saving and development, the types of emergencies. Consequently, these links are clear to staff, such as the difference between sudden onset emergencies (first 6-9 weeks) and chronic (longer term) emergencies. As the CCCs are due to be revised in 2008, EMOPS is already planning on revising them to reflect a more integrated gender equality approach. This represents a golden opportunity for UNICEF to address these issues more systematically in its key guidance document.

In addition, although in general UNICEF is not integrating gender equality in an emergency context systematically, if one takes other humanitarian actors as the baseline, then UNICEF has a lot to offer due to its relative strengths in the field and the body of good practices upon which it can draw.

5. Recommendations

Based on UNICEF’s major strengths in emergencies, in the future UNICEF needs to play a more strategic, advocacy role to ensure that the CAP and its other emergency processes address a strengthened gender equality response to different types and phases of emergencies. The key recommendations related to UNICEF’s overall approach to emergencies are outlined in Chapter Two of this report. However, at a more detailed level within emergency programming processes UNICEF needs to:

1. Ensure that each CO conducts a gender analysis of sufficient depth it can be used to inform the development of gender-sensitive emergency response plans relevant for the different types and phases of emergencies likely to occur in each country.

2. Revise the assessment tools used in the different types and phases of emergency to include indicators that will identify particularly vulnerable groups by sex and age (e.g., disaggregate children into groups of boys and girls to determine if there are sex and age specific vulnerabilities and not treat them as homogenous entities).

3. Develop tools and indicators related to gender equality that are applicable for use in each cluster and which identify the key gender equality issues in each cluster that UNICEF staff and national partners need to consider in their emergency work.

4. Ensure that UNICEF guidance requires COs to integrate an analysis of gender issues in all programmes areas in annual reports.

5. Ensure that gender equality and the issues and opportunities facing women and girls and men and boys in emergencies are integrated into all the five stages identified in the CAP guidelines.
6. Ensure that CAPS both identify the primary gender equality issues for both sexes within the context of specific emergencies and analyze the underlying causes of the primary gender disparities identified so that appropriate initiatives can be addressed. In this process, UNICEF needs to look beyond gender-based violence as being the primary gender equality issues that needs to be addressed in an emergency context.

7. Develop and provide guidance and tools to field staff on ways they could incorporate a rights-based approach in service delivery from a gender equality perspective, e.g., encourage the use of initiatives and approaches that look at men, women, boys and girls as actors who need to be involved in decision-making in emergency processes as opposed to simply vulnerable groups needing services.

8. Document good practices in the integration of gender equality in the different emergency processes (CAPS, CHAPs, SITREPs, CERS, Assessment and Evaluation Reports, etc) and disseminate these widely to both UNICEF staff and UNICEF’s partners in humanitarian assistance.

9. Revise the CCCs so that they integrate gender equality issues more explicitly, particularly within each cluster. The revised CCCs should be accompanied by the development and distribution of generic checklists and integrated gender-related questions by sector.

References for this case study are listed in the report Annexes under Emergencies