

**United Nations Country Team (UNCT)  
Timor-Leste**

**Gender Scorecard**

***Narrative Report***

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## I. Background

The “UNCT Performance Indicators for Gender Equality and Women’s Empowerment” (Gender Scorecard) is a globally standardized rapid assessment of the effectiveness of UN country level gender mainstreaming processes. Designed by the UN Development Group (UNDG), the Gender Scorecard enables the UN Country Team (UNCT) to assess how well gender has been mainstreamed through the United Nations Development Assistance Framework (UNDAF) cycle. The tool is designed to foster adherence to minimum standards for gender equality processes set by the UNDG. The Scorecard is thus focused on the performance of the UN development system as a whole, rather than the achievements of any one agency. By focusing on gender mainstreaming processes at the highest level, the tool highlights the growing importance of UN agency collaboration and coordination to achieve common goals at the country level.

The key objectives of the exercise, as outlined in the “United Nations Country Team (UNCT) Performance Indicators for Gender Equality Users’ Guide” (2008) and as conducted in Timor-Leste, are to:

- Assist the UN to assess the status of gender mainstreaming performance against minimum standards and to stimulate a constructive dialogue within the UNCT about the current status of support for gender equality and women’s empowerment;
- Identify successes and best practices toward fostering gender equality;
- Highlight shortcomings and challenges with achieving gender equality;
- Encourage stakeholder dialogue and deepen understanding of the value of gender equality results; and
- Outline steps to facilitate a more comprehensive mainstreaming approach among UN and partner agencies.

The Scorecard was conducted in Timor Leste April-May 2013 toward the end of the 2009-2013 UNDAF cycle<sup>1</sup>. The UN system was in the process of reorganization and re-definition following the shift at the end of 2012 from a combined development and peacekeeping operation led by the United Nations Integrated Mission (UNMIT) to a development-led operation led by the UNCT. The Resident Coordinator (RC) position was vacant at the time of the exercise. The new RC was expected in June 2013. The timing was good to allow findings and recommendations to feed into the design of the new UNDAF, planning for which was in early stages at the time of the exercise.

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<sup>1</sup> Plans were in place at the time of the Scorecard exercise to extend the 2009-2013 UNDAF into 2014 to allow adequate time for UNDAF planning during the transitional period. Regardless of this extension, the existing UNDAF is referred to throughout this document as the “2009-2013 UNDAF”.

## II. Methodology

The UNCT Gender Scorecard methodology measures gender mainstreaming in UN common programming processes across eight dimensions. The method evaluates processes, rather than results, based on the logic that the UN system is solely accountable for its processes, while results depend on the collective effort of numerous actors and external variables that are beyond the power of any individual entity to control.

The Scorecard works within eight overarching areas of inquiry that encompass 22 indicators to present a holistic measure of gender mainstreaming processes. The eight dimensions center on planning, programming, partnerships, UNCT capacities, decision-making, budgeting, monitoring and evaluation, and accountability.

An international gender specialist worked over a two-week period in April-May 2013 to complete the Scorecard exercise in Dili with support from UN Women. The consultant utilized both primary and secondary data to inform the assessment. Following a review of key background documents, the consultant facilitated interviews, focus groups and participatory group workshops to engage key players to critically assess the status of UN gender mainstreaming processes. Stakeholders offering input included key representatives from the UN, government agencies, CSO, and donors<sup>2</sup>.

The research methodology enabled the consultant to view UNCT gender mainstreaming processes through the eyes of various players, thereby combining both insider and outsider perspectives in the assessment. The consultant assigned a numerical ranking to each indicator in accordance with the criteria prescribed by the scorecard. Details on ranking, evidence and explanations by indicator are included in Annex A. Average scores in each dimension were calculated by combining indicator scores and dividing by the total number of indicators.

Findings and preliminary recommendations were presented for feedback and discussion to representatives from the UNCT and Gender Theme Group (GTG). Minor adjustments were made to scorecard calculations and recommendations following the meeting. It was agreed that the Representative from UN Women will present an abbreviated version of the findings and recommendations prepared by the consultant at the next UNCT meeting (planned for June 2013). Presentations and discussions around scorecard results were designed to move beyond the scores to facilitate a deeper understanding of strengths and weaknesses, and how to move forward.

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<sup>2</sup> See Annex D for full list of stakeholders consulted.

### III. Findings

The findings presented below reflect the average score in each dimension. Scores were based on a 0-5 rating system, with five representing the highest rating and zero representing the lowest. Universal target for all dimensions is four or above. A rating of four is defined as 'meets minimum standards'. Some dimensions have as many as five indicators, so average scores may conceal variability within dimensions. All average scores have been rounded to the nearest one-tenth. Refer to Annex A for full explanation and rating of each indicator.

The results reveal that the UNCT in Timor-Leste is currently stronger with gender mainstreaming processes in the areas of programming and decision-making. There is room for improvement in planning, partnerships and quality control and accountability. Weakest areas were UNCT capacities, budgeting, and monitoring and evaluation. A synopsis of key findings by dimension is highlighted below, starting with areas that scored more strongly and followed by areas that received a weaker score in the analysis.

#### Strengths

**Programming.** The UNCT scored a 3.3, near the minimum standards level on programming, due in part to the existence of the “MDG-F Joint Programme on Gender Equality”, which was in place over much of the UNDAF period. The UNCT was also involved in a multi-country joint programme (JP) on women, peace and security, and the team demonstrated efforts to mainstream gender in other JPs. The UNCT worked collectively to undertake joint advocacy and awareness-raising initiatives around issues such as Gender Based Violence (GBV) and international women’s day. Despite good results against this dimension, gender equality programming has been limited by weaknesses in other areas including staff capacities, budgeting, and monitoring and evaluation, as detailed below.

**Decision-making.** The score of 3.5 is close to the minimum standard of 4. The score reflects the fact that the Coordinator of the GTG (UN Women Country Representative) sits on the UNCT, and can therefore bring key gender issues to the attention of the heads of agencies as needed. A review of meeting minutes from the UNCT from January 2011 – February 2013 revealed that gender was discussed approximately one-third of the time. Gender topics raised were primarily informational, centering on notifications of upcoming gender reviews or initiatives. While the notes indicate that the issue is on the table to a degree, there remains a need to more deeply engender discourse at the highest levels with concrete

commitments and allocation of adequate human and financial resources for gender mainstreaming to translate the concept more successfully into practice<sup>3</sup>.

## Weaknesses

**Partnerships.** The 3 score in the partnerships dimension reflects reasonable performance across three indicator areas that measure UNCT relations with the national gender machinery, women's/gender CSO and marginalized women. The women's machinery (SEPI) is engaged in UNDAF processes, including monitoring and elaboration. While women/gender CSOs are valuable UN partners, their role in UNDAF elaboration is not clear, and they often function more as implementers, rather than full partners in consultative processes. Marginalized women are not clearly identified in UNDAF analysis and targeting. They have not, as distinct groups, been engaged in UNDAF processes but they are targeted as beneficiaries in some key programs and may therefore be represented by proxy in some processes. Recommendations # x and x include steps to better integrate partners into UNCT processes, especially around UNDAF design and elaboration.

**Planning.** The average score of 2.9 indicates a need for deeper attention to gender mainstreaming in UNDAF planning processes. The score reflects a weak analysis of the country context related to gender equality and women's empowerment in the 2009-2013 UNDAF. While gender equality is mentioned in one of the three outcome areas, the outcome is not phrased in a manner that clearly articulates how gender equality will be promoted. Approximately one-fourth of outputs are framed in a gender sensitive manner, falling short of the minimum standard of at least one-third of outputs articulating tangible improvements to gender equality. Deeper analysis reveals that gender sensitivity in outputs varied broadly between outcome areas as follows, highlighting the importance of consistency in gender mainstreaming:

- Outcome 1 (democratic institutions) - 24 percent of outputs gender sensitive
- Outcome 2 (sustainable livelihoods) – 0 percent of outputs gender sensitive
- Outcome 3 (health and social protection) – 41 percent of outputs gender sensitive

The Scorecard establishes as a minimum standard that one-third to one-half of indicators should be gender sensitive and able to track progress towards gender equality results. The 2009-2013 Timor-Leste UNDAF managed gender sensitivity in only 18 percent of output level indicators (27 out of a total of 148). The monitoring and evaluation framework includes 34 percent of gender sensitive baseline data,<sup>4</sup>

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<sup>3</sup> Refer to recommendations 3 and 5 for prescribed steps to operationalize gender mainstreaming at the highest levels of decision making down to lower level processes.

<sup>4</sup> The baseline indicator analysis was calculated based on figures that excluded all baseline data that was either not available or not conducive to gender sensitivity or sex disaggregation (e.g. number of health centers, crop yields). This left a total of 71 qualifying indicators. Twenty-four out of 71 qualifying indicators were gender sensitive; 47 were not, translating to 34 percent gender sensitive

far below the minimum standard of 100 percent baseline data disaggregated by sex. The collective findings on gender mainstreaming in UNDAF point to the need for a more rigorous focus on mainstreaming throughout the next UNDAF design process.

**UNCT Capacities.** With an average score of 2, UNCT capacities to mainstream gender emerged as an area requiring attention. The score reflects the nascent stage of the Gender Theme Group (GTG), and the lack of TOR, work plan or accountability system at the time of the exercise. The score further reflects the absence of mechanisms to develop system-wide capacities for gender mainstreaming. The UNCT Timor-Leste does not have a central gender expert's roster, and agencies vary in their ability to access other agency-specific regional or global rosters.

**Budgeting.** The low score of 1.5 in this dimension reflects constraints in current budgeting capacities within the UN Resident Coordinators Office (RCO) to capture system-wide budgetary data for planning and monitoring purposes. A growing number of individual agencies have instituted the gender marker system, but the RCO and the UNCT have yet to consider either the means or analytical applicability of tracking gender equality expenditures at the highest level. Stronger tracking via gender responsive budgets (GRB) would serve as a powerful monitoring and an advocacy tool for encouraging deeper investment in gender equality programming.

**Monitoring and Evaluation.** The monitoring and evaluation dimension garnered a 2, revealing significant weaknesses in this dimension. This is due in large part to a failure to systematically mainstream gender in the UNDAF M&E framework and a subsequent failure to operationalize the M&E framework due to the complexity of the tool and lack of planning for data collection. This assessment holds important lesson for the next UNDAF to target clearly and realistically with baseline and indicators that are gender sensitive wherever possible. The UNCT has not carried out a separate gender evaluation or audit during the five-year UNDAF period, although gender-specific data was captured in annual reviews.

**Quality Control and Accountability.** Quality control and accountability earned a somewhat hazy score of 3 due in part to a lack of verifiable information on the processes that were undertaken to mainstream gender during the design phase of the 2009-2013 UNDAF.<sup>5</sup> According to different institutional memories, the UNCT was assisted in UNDAF preparation by a delegation from UNIFEM. Reader's Group comments and quality review templates could not be located, so it was not possible to gauge with certainty the extent to which those mechanisms helped guide the country team to mainstream gender. Based on the assessment of the final product,

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baseline indicators. Gender mainstreaming in baseline data varied across outcomes, with Outcome 2 notably showing weak gender sensitivity. Even some data that is readily available in disaggregated form (e.g. enrollment rates, drop-out rates) was presented in aggregate form at the baseline level across outcomes.

<sup>5</sup> The design of the current UNDAF took place in 2007 – 2008.

it is safe to say that quality review processes were, at best, uneven with respect to gender mainstreaming.

#### UNCT Timor-Leste Scorecard Results<sup>6</sup>

Scorecard Dimension	Timor-Leste Score	Global Average
1 Planning	2.9	3.3
2 Programming	3.3	3.7
3 Partnerships	3	3
4 UNCT Capacities	2	3
5 Decision-making	3.5	3.4
6 Budgeting	1.5	2.5
7 Monitoring and Evaluation	2	2.8
8 Quality Control and Accountability	3	2.7

#### IV. Timor-Leste Context

The environment in Timor-Leste presents rich opportunities for the country to take decisive steps to move forward toward gender equality. The close of the UNMIT-led combined peacekeeping and development operation at the end of 2012 marks the start of a new era of development for the country. The UNCT has both an opportunity and a mandate to ensure that gender equality and human rights stay central to all initiatives in the new era. Furthermore, the introduction of a new Resident Coordinator and the start of planning for a new UNDAF cycle in the latter half of 2013 are critical junctures for the UNCT to fully ensure that gender is prioritized and mainstreamed comprehensively into UNCT systems. The good interpersonal relations (both formal and informal) between UN agencies working in Dili also offer a solid foundation for cooperation to achieve gender equality results.

#### Challenges

Despite factors noted above that create an enabling environment for gender mainstreaming, there persists amongst some stakeholders a perception that gender mainstreaming is about women-focused programming. This influences a pattern by which some actors look to specialized agencies to deal with gender issues, rather than seeking to fully mainstream within sectors. The failure by some internal and external stakeholders to fully grasp the concept and advocate for change inhibits

<sup>6</sup> Timor-Leste results have been presented alongside average global results for comparison purposes. Average global results are from draft analysis of first 30 countries to undertake the Scorecard exercise (UNDG Task Team on Gender Equality and the Empowerment of Women 2012). Comparison reveals average or above average performance in five dimension areas, and below average performance in three dimension areas (UNCT Capacities, Budgeting and M&E).



wider application of gender equality principles. Efforts must be made to deepen understanding of gender issues, and thereby to quell a tendency toward oversimplification that hinders broader realization of human rights and gender equality.

A more accurate understanding of gender mainstreaming will also work within the contextual reality of limited financial resources facing the UNCT in Timor-Leste. Some actors continue to view gender programming as an add-on to regular budgets, failing to understand how gender sensitive programming can function as an investment that increases program effectiveness and sustainability. This angle remains poorly understood by many key stakeholders in Timor-Leste, thereby missing an important means of advocacy for the UN and partner agencies to move forward the agenda with the understanding that well-targeted financial investments in gender mainstreaming are a critical strategy for achieving results and reaching the most vulnerable members of society.

## V. Recommendations

The recommendations for the UNCT Timor-Leste were designed to address weak areas within the eight dimensions outlined by the scorecard in order to meet minimum standards established by the UNDG. The recommendations take into consideration the complexity of the UN machinery whereby each agency has a particular culture that is driven by the mission and vision of the institution, and shaped by the people who comprise the organization at a given point in time. At the same time, the UNCT has a collective obligation to coordinate its efforts in line with the visions laid out in UNDAF and the principles of “Delivering as One”. By working collectively, agencies can increase both the scope and quality of their programming, thereby more effectively working with partner agencies to reach targets and build gender equality within broader human rights based approaches.

### #1 Prioritize GM in Next UNDAF

**Primary Dimension Target: #1 Planning, #2 Programming, #3 Partnerships, #7 M&E, #8 Quality Control**

The new UNDAF design and implementation process offers UNCT Timor-Leste a critical opportunity to learn from identified strengths and weaknesses with gender mainstreaming in the 2009-2013 UNDAF, and to move forward decisively for stronger gender results in the next UNDAF cycle. Better mainstreaming in the next UNDAF design requires full commitment of key stakeholders to a step-by-step approach to gender integration at strategic stages as outlined below:

1. Form GTG UNDAF GM task force to oversee process. Task force will be comprised of 3-4 key members of the GTG.

2. Visibly and comprehensively integrate gender into the UNDAF roadmap<sup>7</sup>;
3. Mainstream gender fully in mid-term review or complimentary assessment;
4. Advocate for one outcome area to focus on GE while mainstreaming in others.
5. Ensure in-house sectoral specialists with gender expertise sit on each outcome group and have clear guidelines for GM in UNDAF<sup>8</sup>;
6. Build screening process for GM in early draft stages of complete UNDAF (screening to be done by GTG UNDAF GM task force);
7. Specify requests to UNDG to provide technical reviews of gender as a cross-cutting theme within quality review processes<sup>9</sup>.

**Timing:** The timing for each step is dictated by the larger UNDAF planning process as laid out in the roadmap. The roadmap is not yet finalized due to the absence of RC at the time of the scorecard exercise.

**Responsibility:** RCO to oversee; UNDAF Internal Planning Committee to operationalize; GTG to provide technical support.

**Resources:** In-house resources.

## #2 Prioritize GM in all Joint Programmes (JPs)

### Primary Dimension Target: #2 Programming

JPs offer simultaneous strength and flexibility to allow agencies to contribute to a larger goal by working in their particular niche area in coordination with partner agencies. Joint programming can address gender equality issues by involving a broad base of stakeholders, and increasing the likelihood of including stakeholders who are well attuned to gender issues in a particular sector. This pattern is particularly, but not exclusively, evident when UN Women is involved. As one of the primary conduits for enabling the UN to deliver as one, JPs should play a central role in building capacities and realizing GE results across agencies if gender is mainstreamed effectively from the start of all JPs.

UN Timor-Leste has no clear procedure in place to screen for gender and other cross-cutting issues in JPs. The planning stage of any program is arguably the most important juncture for mainstreaming gender due to the strong potential for positive flow-on effects of effective mainstreaming. It is imperative that the UNCT focus its GM efforts on JPs from design forward to operationalize GE/WE commitments in a unified way. Suggested steps:

<sup>7</sup> Refer to Annex B for detailed strategy to be integrated into roadmap with oversight from GTG.

<sup>8</sup> Tools should be adapted and tailored from existing UN resources including “Resource Guide for Gender Theme Groups” that includes UNDAF/CCA planning tools and checklists.

<sup>9</sup> The UNCT TL must guide the quality control processes instituted at higher levels to ensure that processes fully address GM beyond a single outcome area. The UNCT must specify requests to UNDG to provide technical reviews of gender as a crosscutting theme within quality review processes.

1. Ensure at least one member of the JP design team from among participating agencies has sector-specific gender expertise and is provided with clear guidelines to ensure GM in the program from the start and throughout the cycle.<sup>10</sup>
2. Establish an internal screening process (gender review) of early drafts to be adjusted for GM. Internal screening process should involve GTG and M&E WG.
3. Ensure that annual reviews mandate thorough assessment of gender-specific results so that adjustments may be made along the way as needed.

**Timing:** Timing is dictated by the wider JP planning process; steps are integrated into wider systems.

**Responsibility:** RCO to oversee, joint teams for each JP to operationalize; GTG and M&E WG to provide technical support.

**Resources:** In-house resources.

### #3 Empower the GTG to Facilitate Coordinated Delivery on GM

**Primary Dimension Target: #4 UNCT Capacities, #5 Decision-making and cuts across all dimensions**

The GTG is in the process of restructuring from an UNMIT-led group to a UNCT group. The GTG lacks a clear terms reference, membership base, accountability mechanism and work plan. Training and participatory workshops were held with the GTG as a part of the scorecard exercise to facilitate the group development (refer to draft TOR in Annex C). To further this process, all GTG representation should be formalized with an appointment letter, and HOAs should ensure members are appraised against their performance. The leadership model should be expanded from a single agency head to a co-chair model, which retains UN Women as the head, and rotates in other agencies as co-chairs every two years.

1. Finalize and endorse GTG Terms of Reference, which includes appointment process, leadership model and communication strategy.<sup>11</sup>
2. Outline a GTG workplan that prioritizes key activities, building on those activities outlined in the TOR and the preliminary exercises done at the GTG UNDAF GM training conducted as part of the scorecard exercise.

As a working group with broad responsibilities for facilitating the UN 'delivering as one' commitment, the GTG should be enabled with core discretionary funds from all UN Agencies to improve work efficiency. This will not take the place of intermittent

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<sup>10</sup> Tools should be adapted and tailored from existing UN resources including "Resource Guide for Gender Theme Groups" (2005).

<sup>11</sup> Appointment process, leadership model and communication strategy as laid out in the TOR in Annex C are designed to encourage and facilitate full involvement of all UNCT agencies in the GTG while recognizing that agencies will participate at greater or lesser levels depending on resource availability. Membership is recommended on the GTG from all UN Agencies and the RCO.

requests from agencies for large initiatives, but will give the GTG flexibility to act quickly on small seed activities and other inputs without expending time and resources to engage in extended negotiation processes. The commitment of core funds to the GTG from each agency represents a buy-in at the highest level, and an indication that the UNCT is serious about delivering as one for GE results. Agencies should demand results from their investment of core resources, and hold the GTG accountable. Benefits to this model include:

- reduced piecemeal transaction time and costs for small initiatives;
- enabled wider GM initiatives (e.g. targeted capacity development, joint advocacy/communication, process-oriented tools development);
- increased flexibility for GTG to act quickly on strategic inputs;
- increased program accountability and system-wide ownership.

The GTG should request the in-coming RC and the UNCT to place 'gender' as a standing agenda item for UNCT meetings. This will help ensure that the GTG has an institutional mechanism in place to involve leadership in its strategies and to garner the needed broad-based support across agencies to operationalize gender mainstreaming.

<b>Timing:</b>	Immediate and on-going.
<b>Responsibility:</b>	RCO and UNCT HOAs to oversee; GTG to implement.
<b>Cost:</b>	Approximately USD 20,000/year, (USD 1000 – 2000 per agency).

#### #4 Engender UNCT Monitoring & Evaluating Processes

##### Primary Dimension Target: #6 M & E

Weaknesses in gender-specific monitoring must be understood within broader M&E weaknesses in the UNCT. The Timor-Leste M&E theme group functions essentially as three inter-linked groups (one for each outcome area) that gather and report on UNDAF results yearly. The group does not have a clear TOR or broader functions. Members are appointed. The annual UNDAF review (combined for 2011 and 2012) did capture some gender-specific data against outcomes, but the procedure was not systematic due, in part, to the complexity of the 2009-13 UNDAF M&E framework and the fragmented structure of the M&E group.

The following actions are recommended for redress in the next UNDAF cycle:

- Develop M&E WG TORs that include gender mainstreaming in UNDAF and JP M&E frameworks;
- Include broader agency representation on WG and legitimize M&E focal point role with appointment letter; ensure all members are appraised against their role in performance reviews (draw from GTG model);

- Build capacities of M&E WG to mainstream gender in UNDAF and JP M&E framework (training, tools provision and experiential learning);

**Timing:** Immediate.  
**Responsibility:** RCO to coordinate; M&E WG to operationalize with support provided by GTG.  
**Cost:** In-house resources.

## #5 Develop UNCT Strategy to Foster GE/WE

### Primary Dimension Target: #4 UNCT Capacities and cuts across dimensions

Capacity development is an on-going need within the UN system due to high staff turnover rates and changing national and international standards. A concerted effort is required to broaden country level skills for gender mainstreaming by institutionalizing UNCT gender training targets and monitoring mechanisms. Targeting of system-wide capacity development training should be coordinated under the GTG with committed core agency funds. Targets for training should be strategically geared toward groups that have clearly delineated responsibilities for coordinating and facilitating key mainstreaming initiatives including HOAs, GTG and M&E WG. Precise targets, duration and depth of training should be decided in a consultative fashion.

Gender training must be understood as a necessary but insufficient condition for gender mainstreaming. Training is part of a wider on-going capacity development process that includes hands-on skills development and increasing individual and agency-specific ownership and accountability for mainstreaming processes. In addition to 'training,' there are numerous strategies within these recommendations to build staff capacities by fostering hands-on skills development through engagement in gender-sensitive planning and programming processes (e.g. through engagement with gender sensitive processes in UNDAF and JP planning).

Training may be addressed as a sub-section within a broader UNCT Gender Mainstreaming Strategy<sup>12</sup> (GMS) to fully operationalize gender mainstreaming at the highest country level. The GMS should incorporate the Scorecard recommendations, but it should go several steps further to establish:

- Common vision for standardizing processes to improve GM across UNCT;
- Priority action areas;
- Individual and collective areas of responsibility; and
- Monitoring framework

**Timing:** Immediate and on-going.  
**Responsibility:** RCO and UNCT HOA to oversee, GTG to implement.

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<sup>12</sup> Country teams that have developed a GMS include Vietnam and Kyrgyzstan.

**Cost:** Partial costs are included under discretionary funds for GTG (recommendation #3); additional costs will need to be input by agencies at time of exercises.

## #6 Improve UNCT Gender Responsive Budget Tracking

### Primary Dimension Target: #7 Budgets, #6 M&E

Gender Responsive Budgets (GRBs) are an increasingly important monitoring and advocacy tool for national governments and for the UN system. UNCTs are required through RCOs to track system expenditures by UNDAF outcome area and report yearly to UNDG. Assuming that gender features prominently in at least one outcome area, this offers a rough means of evaluating country level expenditures for GE/WE programming in the immediate term (though it will not capture the extent to which gender is mainstreamed in other outcome areas). UNCT Timor-Leste should utilize the data generated to provide an indication of GRB allocations within the UNCT as a short-term fix to the current lack of higher-level GRB data.

UN agencies are increasingly using the gender marker system as a means of tracking agency-specific expenditures toward gender equality programming.<sup>13</sup> Available data may be compiled by the RCO from these sources to offer an indicative picture of system-wide gender programming expenditures. Ultimately, the UN should globally institutionalize a system-wide gender marker system that allows for analysis of budget allocations toward gender equality across outcome areas, as this will give a more accurate picture of disbursement on gender activities. There are on-going discussions at higher UN levels to introduce such a system globally, but this has yet to transpire.

**Timing:** 2015 on for indicative budgetary gender assessment by UNDAF outcome area.  
**Responsibility:** RCO with support from UNCT HOA.  
**Cost:** In-house resources.

## Recommendations Overview by Scorecard Dimension Area

The recommendations detailed above are designed to impact across dimensions covered by the Scorecard. The inter-connected nature of the eight dimensions means that improvements to gender mainstreaming in one process area are likely to impact on other areas in a synergistic fashion, as highlighted in the below table. Dimension numbers correspond to those laid out in the Scorecard: 1-Planning; 2-Programming; 3-Partnerships; 4-UNCT Capacities; 5-Decision-Making; 6-Budgeting; 7-M and E; 8-Quality Control and Accountability

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<sup>13</sup> At the time of the scorecard, at least four agencies utilized the gender marker system: UNICEF, UNDP, UNFPA and ILO.

Recommendation	Scorecard Dimension							
	1	2	3	4	5	6	7	8
#1 Prioritize GM in next UNDAF	✓	✓	✓				✓	✓
#2 Prioritize GM in Joint Programs		✓						
#3 Empower GTG	✓	✓	✓	✓	✓	✓	✓	✓
#4 Engender M&E Processes							✓	
#5 Develop UNCT Gender Strategy	✓	✓	✓	✓	✓	✓	✓	✓
#6 Implement UNCT GRB						✓	✓	

**Annex A**  
**UNCT Performance Indicators for**  
**Gender Equality and Women's Empowerment**

**Timor Leste UNCT- May 2013**

**Rating**

5 = exceeds minimum standards  
4 = meets minimum standards  
3 = Needs improvement  
2 = Inadequate  
1 = Missing  
0 = not applicable

Dimensions	Definition	Rating
<b>1. PLANNING (CCA/UNDAFs)<sup>14</sup></b>		
<b>1.a - Adequate UNCT review of country context related to gender equality and women's empowerment</b> <b>Source: UNDG Guidance</b>	<b>Exceeds minimum standards</b> <ul style="list-style-type: none"> <li>Includes an in-depth evidence-based analysis of the ways in which gender inequality is reproduced, including the influence of gender relations, roles, status, inequalities and discrimination in legislation and policies, access to and control of resources.</li> <li>The analysis notes links to national legal frameworks, relevant to the promotion of gender equality and women's empowerment, and specific measures for follow up to CEDAW reports and CEDAW Committee concluding comments.</li> <li>All data is sex-disaggregated, or there is a specific reason noted for not disaggregating by sex.</li> </ul>	<b>Rating:</b> 2 – inadequate  <b>Evidence:</b> Secondary data review (2009-2013 UNDAF)  <b>Comments:</b> The UNCT has very weakly met two of the three criteria under “meets minimum standards” so they have been scored a ‘half-tick’ for each, totaling one tick combined. There is just the slightest mention

<sup>14</sup> To be completed once during the CCA/UNDAF period. Countries that don't have a CCA/UNDAF, including conflict/post conflict/crisis countries, should apply these indicators and standards to any other common country planning and programming that the UNCT agrees on. This process will be reviewed on an ongoing basis by the Development Operations Coordination Office.



Dimensions	Definition	Rating
	<ul style="list-style-type: none"> <li>• Critical capacity gaps are identified in the area of the promotion of gender equality.</li> </ul> <p><b>Meets minimum standards</b></p> <ul style="list-style-type: none"> <li>• Includes an analysis of the ways in which gender inequality is reproduced, including the influence of gender relations, roles, status, inequalities and discrimination in access to and control of resources.</li> <li>• The analysis notes links to national legal framework relevant to the promotion of gender equality and women's empowerment, and includes reference to CEDAW reports and concluding comments.</li> <li>• All data is sex-disaggregated, or there is a specific reason noted for not disaggregating by sex.</li> </ul> <p><b>Needs improvement</b> Any two of the above three areas (under <i>Meets minimum standards</i>) are met.</p> <p><b>Inadequate</b> Any one of the above three areas (under <i>Meets minimum standards</i>) is met.</p> <p><b>Missing</b> <b>Not applicable</b></p>	<p>of gender issues in the analysis, and no meaningful gender analysis of gender inequality. There are references to MDG-3 but there are no meaningful references to CEDAW or national frameworks. Disaggregated data is missing completely from the analysis.</p>
<p><b>1.b - Gender equality and women's empowerment in UNDAF outcomes</b></p> <p><b>Source: UNDG Guidance</b></p>	<p><b>Exceeds minimum standard</b> More than one outcome clearly articulates how gender equality and women's empowerment will be promoted.</p> <p><b>Meets minimum standard</b> One outcome clearly articulates how gender equality will be promoted.</p> <p><b>Needs improvement</b> One outcome includes reference to gender, but does not clearly articulate how gender equality will be promoted.</p> <p><b>Inadequate</b></p>	<p><b>Rating:</b> 3 – needs improvement</p> <p><b>Evidence:</b> 2009-2013 UNDAF</p> <p><b>Comments:</b> There is no clear articulation in any of the three outcomes how gender equality will be promoted. Outcome three references women and men as distinct groups without articulating how gender equality will be achieved: "By 2013, children, young people, women and men have improved quality</p>

Dimensions	Definition	Rating
	<p>Gender equality or women's empowerment are given 'token' or minimal attention.</p> <p><b>Missing</b> <b>Not applicable</b></p>	<p>of life through reduced malnutrition, morbidity and mortality, strengthened learning achievement and enhanced social protection." Outcome 2 may intend to imply gender equality with a focus on vulnerable groups, though this is not elaborated in the results or M&amp;E framework under Outcome 2. Outcome 1 is general.</p>
<p><b>1.c - Gender equality and women's empowerment in UNDAF outputs</b></p> <p><b>Source: UNDG Guidance</b></p>	<p><b>Exceeds minimum standard</b> At least one half of outputs clearly articulate tangible changes for rights holders and duty bearers which will lead to improvements in progress toward gender equality and women's empowerment.</p> <p><b>Meets minimum standard</b> Between one third and one half of outputs clearly articulate tangible changes for rights holders and duty bearers which will lead to improved gender equality.</p> <p><b>Needs improvement</b> Less than one third of outputs clearly articulate tangible changes for rights holders and duty bearers which will lead to improved gender equality.</p> <p><b>Inadequate</b> Outputs refer to gender equality or women in passing, but with no logical connection to changes in gender equality.</p> <p><b>Missing</b> <b>Not applicable</b></p>	<p><b>Rating:</b> 3 – needs improvement</p> <p><b>Evidence:</b> 2009-2013 UNDAF</p> <p><b>Comments:</b> 20 out of 82 outputs (24 percent) are gender sensitive. This falls short of the minimum standard. Gender mainstreaming varied significantly across outputs with 41% of outputs gender sensitive in Outcome 3, 13% in Outcome 1, and 0% in Outcome 2.</p>
<p><b>1.d - Indicators to track UNDAF results are gender-sensitive</b></p> <p><b>Source: UNDG</b></p>	<p><b>Exceeds minimum standard</b> At least one indicator at outcome level, and one half of indicators at output level, are gender sensitive, and will adequately track progress towards gender equality results.</p> <p><b>Meets minimum standard</b> At least one indicator at outcome level, and between one third and one</p>	<p><b>Rating:</b> 3.5 – between 'needs improvement' and 'meets minimum standards'</p> <p><b>Evidence:</b> 2009-2013 UNDAF</p>

Dimensions	Definition	Rating
<b>Guidance</b>	<p>half of indicators at output level, are gender sensitive, and will adequately track progress towards gender equality results.</p> <p><b>Needs improvement</b> No gender-sensitive indicators at outcome level, and less than one third of indicators at output level are gender sensitive.</p> <p><b>Inadequate</b> Token reference to gender equality or women in indicators.</p> <p><b>Missing</b> <b>Not applicable</b></p>	<p><b>Comments:</b> One indicator at outcome level is gender sensitive (Outcome 1). This meets the minimum standard. However, less than one-third of indicators at output level are gender sensitive, so this needs improvement (and explains the score that falls between two levels of the scoring scale). Twenty-seven out of 148 output indicators were framed in a gender sensitive manner, totaling just 18% of indicators. Outcome 2 was especially lacking gender sensitive output indicators.</p>
<p><b>1.e - Baselines are gender-sensitive</b></p> <p><b>Source: UNDG Guidance</b></p>	<p><b>Meets minimum standard<sup>15</sup></b> All data is sex-disaggregated, or there is a specific reason noted for not disaggregating by sex.</p> <p><b>Needs improvement</b> Some data is sex-disaggregated but sex-disaggregation is not systematic.</p> <p><b>Inadequate</b> There is token sex-disaggregation of data.</p> <p><b>Missing</b> <b>Not applicable</b></p>	<p><b>Rating:</b> 3 – needs improvement</p> <p><b>Evidence:</b> 2009-2013 UNDAF</p> <p><b>Comments:</b> Excluding baseline data that was not available or not conducive to gender mainstreaming (e.g. percent forest cover, number of institutions), 34% of baselines are gender sensitive or sex disaggregated (27 out of 71 qualifying baselines). Outcome 2 was particularly weak with gender sensitive baselines.</p>
<b>2. PROGRAMMING</b>		
<b>2.a - Gender perspectives are adequately reflected in joint programming</b>	<p><b>Exceeds minimum standard</b></p> <ul style="list-style-type: none"> <li>Promoting gender equality and women's empowerment is reflected in long-term programming consistent with the opportunities and challenges identified in the UNCT's background analysis of gender inequality and women's rights situation (e.g., in CCA/UNDAFs, MDG report, etc.).</li> </ul>	<p><b>Rating:</b> 3.5 – between 'needs improvement' and 'meets minimum standards'</p> <p><b>Evidence:</b> GTG workshop; HOA interviews; government interviews; secondary data</p>

<sup>15</sup> It is not possible to exceed the minimum standard in this case, because the indicator refers to an absolute value (all data).

Dimensions	Definition	Rating
<b>Source: ECOSOC 1997, 2004, 2005, 2006, TCPR 2007, World Summit Outcome 2005</b>	<ul style="list-style-type: none"> <li>• UNCT joint initiative(s) (e.g., advocacy and other initiatives) in support of gender equality and women's empowerment exist.</li> </ul> <p><b>Meets minimum standard</b></p> <ul style="list-style-type: none"> <li>• There are detailed, practical and adequately funded programmes addressing the problems and challenges identified in the background analysis of gender inequality and women's rights situation.</li> <li>• UNCT joint initiative(s) in support of gender equality exist.</li> </ul> <p><b>Needs improvement</b> Meets either one of the two areas above (under <i>Meets minimum standard</i>).</p> <p><b>Inadequate</b> Token reference to gender equality in programming.</p> <p><b>Missing</b> <b>Not applicable</b></p>	<p><b>Comments:</b> There are some initiatives to work together as a UN team to address gender inequality, but efforts are not linked to collective prioritization or background analysis in the UNDAF as this was lacking. UNCT joint initiatives include support for international women's day, 16 days of activism against VAW and support for the National Plan of Action for GBV.</p>
<b>2.b – Joint programmes</b>  <b>Source: UNDG Guidance</b>	<p><b>Exceeds minimum standard</b> Key national gender equality and women's empowerment priorities are being addressed through a Joint Programme on gender equality, and through mainstreaming gender equality into other Joint Programmes.</p> <p><b>Meets minimum standard</b> A Joint Programme on promoting gender equality and women's empowerment is in place, and work is in progress to mainstream gender into other Joint Programmes.</p> <p><b>Needs improvement</b> Joint Programme on promoting gender equality and women's empowerment being formulated, and limited mainstreaming in other Joint Programmes.</p>	<p><b>Rating:</b> 3.5 – between 'needs improvement' and 'meets minimum standard'</p> <p><b>Evidence:</b> GTG workshop, HOA interviews, women's machinery interview; secondary data, joint program documents</p> <p><b>Comments:</b> A JP on GE was in place over much of the UNDAF period, but it was completed at the time of the scorecard evaluation and there were no clear plans in place for another. A three-country JP on women, peace and security was also in place. There is evidence of efforts to mainstream gender in other joint programs, but no systematic process is in place,</p>

Dimensions	Definition	Rating
	<p><b>Inadequate</b> No Joint Programme on promoting gender equality and women's empowerment being formulated, and limited attention to gender in Joint Programmes</p> <p><b>Missing</b> <b>Not applicable</b></p>	and results depended on the skills and vision of individual agencies involved in JPs.
<p><b>2.c - UNCT support for national priorities related to gender equality and women's empowerment</b></p> <p><b>Source: TCPR 2007</b></p>	<p><b>Exceeds minimum standard</b> UNDAF budgetary allocations support implementation of national gender equality legal frameworks, including: - National Plan of Action on Gender Equality and Women's Empowerment. - implementation of CEDAW, and follow-up to CEDAW Committee concluding comments. - collection and analysis of sex-disaggregated data at the national level. - gender mainstreaming in ministries other than the women's machinery.</p> <p><b>Meets minimum standard</b> Meets any three of the above.</p> <p><b>Needs improvement</b> Meets any two of the above.</p> <p><b>Inadequate</b> Meets one of the above.</p> <p><b>Missing</b> <b>Not applicable</b></p>	<p><b>Rating:</b> 4 – meets minimum standard</p> <p><b>Evidence:</b> GTG workshop, women's machinery interview; government agency interviews, donor interviews; secondary data</p> <p><b>Comments:</b> The UNCT is providing support in all three of the four indicator areas. UN Women is the key player in this realm, but joint support is secured, though not always coordinated effectively. In particular, the NPA on GBV is supported by many agencies separately and collaboratively. Efforts are on-going in individual and combined agency initiatives to improve data availability including sex-disaggregate and gender sensitive data. Solid efforts have been made across agencies to support mainstreaming in ministries through advisory support and technical advice.</p>
<b>2.d - UNCT support to gender mainstreaming in programme based</b>	<p><b>Exceeds minimum standard</b></p> <ul style="list-style-type: none"> <li>Capacity development provided to relevant government ministries for mainstreaming gender in Poverty Reduction Strategy Papers or equivalent.</li> </ul>	<p><b>Rating:</b> 3 – needs improvement</p> <p><b>Evidence:</b> GTG workshop, women's machinery</p>

Dimensions	Definition	Rating
<b>approaches</b>  <b>Source: TCPR 2007</b>	<ul style="list-style-type: none"> <li>Capacity development provided to relevant government ministries for mainstreaming gender in General Budget Support programming.</li> <li>Capacity development provided to relevant government ministries for mainstreaming gender in Sector Wide Approaches and/or National Development Plans.</li> </ul> <p><b>Meets minimum standard</b> Meets any two of the above.</p> <p><b>Needs improvement</b> Meets any one of the above.</p> <p><b>Inadequate</b> Token attention to gender mainstreaming in programme based approaches.</p> <p><b>Missing</b> <b>Not applicable</b></p>	<p>interview; secondary data including government strategic plan</p> <p><b>Comments:</b> Efforts have been made to build government capacity for GRB and to mainstream gender in national development plans, but these efforts have largely been under UNW, rather than UNCT initiatives. Results to date on initiatives have reflected the fact that the efforts have not been concerted within the UNCT to address these issues. Therefore two 'half-ticks' were awarded against the indicators, totaling one combined tick to result in the score.</p>
<b>2.e - UNCT support to gender mainstreaming in aid effectiveness processes</b>  <b>Source: TCPR 2007</b>	<p><b>Exceeds minimum standard</b></p> <ul style="list-style-type: none"> <li>Gender-responsive budgeting (GRB) is promoted in the Ministry of Finance and other key ministries.</li> <li>UNCT takes lead role in strengthening the Government's ability to coordinate donor support to promote gender equality.</li> <li>UNCT supports monitoring and evaluation of gender mainstreaming in National Development Plans, Poverty Reduction Strategy Papers or equivalent, General Budget Support programming, and Sector Wide Approaches.</li> </ul> <p><b>Meets minimum standard</b> Meets any two of the above.</p> <p><b>Needs improvement</b> Meets one of the above.</p> <p><b>Inadequate</b></p>	<p><b>Rating:</b> 2.5 – between 'inadequate' and 'needs improvement'</p> <p><b>Evidence:</b> GTG workshop, women's machinery interview; government agencies interviews; donor interviews, secondary data</p> <p><b>Comments:</b> UN Women promotes GRB in some key ministries but has yet to effectively engage the Ministry of Finance. GRB is not a broad UNCT focus or initiative. The UNCT as a whole does not take a strong role in strengthening the government's ability to coordinate gender donors, but UNW and the national women's machinery hold annual gender donor's meetings. At the time of the scorecard, gender donor</p>

Dimensions	Definition	Rating
	<p>Token attention to gender mainstreaming in aid effectiveness processes.</p> <p><b>Missing</b> <b>Not applicable</b></p>	coordination, as such, was not central to government donor coordination efforts.
<b>3. PARTNERSHIPS</b>		
<p><b>3.a - Involvement of National Machineries for Women / Gender Equality and women's departments at the sub-national level<sup>16</sup></b></p> <p><b>Source: UNDG Guidance</b></p>	<p><b>Exceeds minimum standard</b> Women's machinery/department participates fully in:</p> <ul style="list-style-type: none"> <li>• Consultations about CCA/UNDAF planning (e.g. the prioritization retreat).</li> <li>• Development of UNDAF outcomes, outputs and indicators.</li> <li>• As key informants/stakeholders in the monitoring and evaluation of UNDAF results.</li> </ul> <p>Full participation means that the women's machinery/department is present at meetings, is involved in decision-making, and that recommendations made are followed-up and there is involvement at the implementation level.</p> <ul style="list-style-type: none"> <li>• Role of women's machinery in supporting achievement of UNDAF outcomes clearly defined.</li> </ul> <p><b>Meets minimum standard</b></p> <ul style="list-style-type: none"> <li>• Women's machinery/department participates fully in CCA/UNDAF consultations.</li> <li>• Role of women's machinery/department in supporting achievement of UNDAF outcomes clearly defined.</li> </ul> <p><b>Needs improvement</b></p> <ul style="list-style-type: none"> <li>• Women's machinery/department participates fully in one of the above (under <i>Meets minimum standard</i>).</li> </ul>	<p><b>Rating:</b> 4 – meets minimum standards</p> <p><b>Evidence:</b> CSO workshop; women's machinery interview; government GFP workshop, GTG workshop, secondary data</p> <p><b>Comments:</b> The women's machinery (SEPI) participates in UNDAF processes, including in implementation and annual reviews. SEPI's role is defined in the results framework under Outcomes 1 &amp; 3 (but not 2).</p>

<sup>16</sup> To be completed once during the CCA/UNDAF process.

Dimensions	Definition	Rating
	<p><b>Inadequate</b> Token participation by women's machinery/department.</p> <p><b>Missing</b> <b>Not applicable</b></p>	
<p><b>3.b - Involvement of women's NGOs and networks<sup>17</sup></b></p> <p><b>Source: UNDG Guidance</b></p>	<p><b>Exceeds minimum standard</b> Women's NGOs and networks participate fully in:</p> <ul style="list-style-type: none"> <li>• Consultations around CCA/UNDAF planning (e.g. the prioritization retreat).</li> <li>• Development of UNDAF outcomes, outputs and indicators.</li> <li>• Monitoring and evaluation of UNDAF results.</li> </ul> <p>Full participation means that women NGOs and network representatives are present at meetings, involved in decision-making, that recommendations made are followed-up, and that they are also involved at the implementation level.</p> <ul style="list-style-type: none"> <li>• Role of women's NGOs and networks in supporting achievement of UNDAF outcomes clearly defined.</li> </ul> <p><b>Meets minimum standard</b></p> <ul style="list-style-type: none"> <li>• Women's NGOs and networks participate fully in CCA/UNDAF consultations.</li> <li>• Role of women's NGOs and networks in supporting achievement of UNDAF outcomes clearly defined.</li> </ul> <p><b>Needs improvement</b></p> <ul style="list-style-type: none"> <li>• Women's NGOs and networks participate fully in one of the above (under <i>Meets minimum standard</i>)</li> </ul> <p><b>Inadequate</b> Token participation by women's NGOs and networks.</p>	<p><b>Rating: 3 – Needs improvement</b></p> <p><b>Evidence:</b> GTG workgroup; CSO workshop, women's machinery interview, HOA interviews, secondary data</p> <p><b>Comments:</b> Women's and gender CSOs role is laid out in the UNDAF results framework under outcomes 1 &amp; 3 (but not 2). However, CSOs are generally not fully aware of nor engaged in all UNDAF processes although they may be involved in implementation. Women/gender CSOs tend to work bilaterally with particular agencies. They perceive themselves more as grantees, rather than equal partners. They tend to engage with individual agencies and do not generally perceive the UN system as an integrated team.</p>

<sup>17</sup> To be completed once during the CCA/UNDAF process.



Dimensions	Definition	Rating
	<b>Missing</b> <b>Not applicable</b>	
<b>3.c - Women from excluded groups included as programme partners and beneficiaries in key UNCT initiatives</b>  <b>Source: UNDG Guidance</b>	<b>Exceeds minimum standard</b> <ul style="list-style-type: none"> <li>Women from excluded groups and their capacities and livelihoods strategies, clearly identified in UNCT country level analysis.</li> <li>UNCT proactively involves women from excluded groups in planning, implementation, decision-making, and monitoring and evaluation.</li> <li>Women from excluded groups are participants and beneficiaries in key UNCT initiatives, e.g. in UNDAF outcomes and outputs.</li> </ul> <b>Meets minimum standard</b> <ul style="list-style-type: none"> <li>Women from excluded groups clearly identified in UNCT country level analysis.</li> <li>Women from excluded groups are participants and beneficiaries in key UNCT activities, e.g. in UNDAF outcomes and outputs.</li> </ul> <b>Needs improvement</b> Meets one of the above (under <i>Meets minimum standard</i> ).  <b>Inadequate</b> Token involvement of women from excluded groups.  <b>Missing</b> <b>Not applicable</b>	<b>Rating:</b> 2 – inadequate  <b>Evidence:</b> GTG workshop, HOA interviews, women’s machinery interview; CSO workshop;  <b>Comments:</b> Women from excluded groups are not clearly identified in the 2009-2013 UNDAF analysis and targeting. They are generally involved as beneficiaries, rather than participants. While women from excluded groups have not had direct input into UNDAF design or activities, representatives from these groups have been involved to some extent via CSO engagement, and joint advocacy does target these groups to an extent.
<b>4. UNCT CAPACITIES</b>		
<b>4.a - Multi-stakeholder Gender Theme Group is effective</b>  <b>Source: TCPR 2007</b>	<b>Exceeds minimum standard</b> <ul style="list-style-type: none"> <li>Gender Theme Group adequately resourced, and resourced equally to other Theme Groups.</li> <li>All key stakeholders participate (e.g. national partners, Bretton Woods institutions, regional banks, civil society, trades unions, employer organizations, the private sector, donors, and international NGOs).</li> </ul>	<b>Rating:</b> 2 – inadequate  <b>Evidence:</b> GTG workshop; HOA interviews  <b>Comments:</b> At the time of the scorecard exercise the

Dimensions	Definition	Rating
	<ul style="list-style-type: none"> <li>Gender Theme Group recommendations taken into account in preparation of CCA/UNDAF.</li> <li>Gender Theme Group has a clear terms of reference with membership of staff at decision making levels and clear accountability as a group.</li> </ul> <p><b>Meets minimum standard</b></p> <ul style="list-style-type: none"> <li>Gender Theme Group adequately resourced.</li> <li>Gender Theme Group recommendations taken into account in preparation of CCA/UNDAF.</li> <li>Gender Theme Group has a clear terms of reference.</li> </ul> <p><b>Needs improvement</b> Meets any two of the above (under <i>Meets minimum standard</i>).</p> <p><b>Inadequate</b> Meets any one of the above (under <i>Meets minimum standard</i>).</p> <p><b>Missing</b> <b>Not applicable</b></p>	<p>GTG was in the process of redefining itself in the post-UNMIT era. The GTG lacked TOR and any system of accountability. The group was not adequately resourced in terms of finances or human power. The leadership of the GTG was dependent on a single agency (UNW), and membership was neither consistent nor clear.</p>
<p><b>4.b - Capacity assessment and development of UNCTs in gender equality and women's empowerment programming</b></p> <p><b>Source: ECOSOC 2006</b></p>	<p><b>Exceeds minimum standard</b></p> <ul style="list-style-type: none"> <li>Resident Coordinator systematically promotes, monitors and reports on capacity assessment and development activities related to gender equality and women's empowerment.</li> <li>Regular review of capacity of UNCT to undertake gender mainstreaming (e.g. once every one or two years).</li> <li>The impact of the gender component of existing training programmes regularly reviewed, and revised based on the review.</li> <li>Training on gender mainstreaming takes place for all UNCT staff (one day every six months for new staff for first year, minimum of one day of training once every year after this).</li> <li>Gender specialists and gender focal points receive specific training (minimum four days of training a year on gender equality and</li> </ul>	<p><b>Rating:</b> 2 – inadequate</p> <p><b>Evidence:</b> GTG workshop, HOA interviews, RCO interview</p> <p><b>Comments:</b> There is currently no mechanism to monitor staff capacities for GM at the UNCT level. Some agencies provide gender training for staff on an ad-hoc basis when opportunities arise in the course of internal reviews or as a part of other training initiatives. Other agencies offer little or nothing to build staff capacities for GM. The newly configured</p>

Dimensions	Definition	Rating
	<p>women's empowerment programming).</p> <p><b>Meets minimum standard</b></p> <ul style="list-style-type: none"> <li>• Resident Coordinator systematically promotes, monitors and reports on capacity development activities related to gender equality and women's empowerment</li> <li>• Regular review of capacity of UNCT to undertake gender mainstreaming (e.g. once every two or three years).</li> <li>• Training on gender mainstreaming takes place for all UNCT staff (one day every six months for new staff for first year, minimum of one day of training once every two years after this).</li> <li>• Gender specialists and gender focal points receive specific training (minimum two days of training a year on gender equality and women's empowerment programming).</li> </ul> <p><b>Needs improvement</b> Any two of the above (under <i>Meets minimum standard</i>) are met.</p> <p><b>Inadequate</b> Token attention to capacity development of UNCTs in gender mainstreaming.</p> <p><b>Missing</b> <b>Not applicable</b></p>	<p>GTG (since the start of 2013) has organized training for GTG members and others focused on GM in the next UNDAF cycle (including training and hands-on workshops conducted as part of the scorecard exercise).</p>
<p><b>4.c - Gender expert roster with national, regional and international expertise used by UNCT members<sup>18</sup></b></p> <p><b>Source: ECOSOC 2006</b></p>	<p><b>Exceeds minimum standard</b></p> <ul style="list-style-type: none"> <li>• Gender expert roster exists, is regularly updated and includes national, regional and international experts.</li> <li>• Experts participate in key UNCT activities (e.g. UNDAF planning, development of Joint Programmes on gender equality and women's empowerment).</li> <li>• Roster used on a regular basis by UN agencies (dependent on size of UN country programme).</li> </ul>	<p><b>Rating:</b> 2 – inadequate</p> <p><b>Evidence:</b> HOA interviews</p> <p><b>Comments:</b> A central gender experts roster does not exist. Some agencies have their own experts rosters at regional or global levels that may allow for them to</p>

<sup>18</sup>The roster can be maintained at national or regional levels.

Dimensions	Definition	Rating
	<p><b>Meets minimum standard</b></p> <ul style="list-style-type: none"> <li>Gender expert roster exists.</li> <li>Roster used on a regular basis by some UN agencies (dependent on size of UN country programme).</li> </ul> <p><b>Needs improvement</b> Roster in place but not updated or utilised.</p> <p><b>Inadequate</b> No roster exists.</p> <p><b>Missing</b> <b>Not applicable</b></p>	screen for the field of 'gender' in a search. Agencies offered that they would advertise if they needed a gender specialist, or they would ask UN Women for advice. UN Women does not have a roster.
<b>5. DECISION-MAKING</b>		
<b>5.a - Gender Theme Group coordinator is part of UNCT Heads of Agency group</b>  <b>Source: TCPR 2007</b>	Yes/No	<p><b>Rating:</b> 4 – meets minimum standard</p> <p><b>Comments:</b> The GTG is headed by the head of UN Women, who also sits on the UNCT HOA group.</p>
<b>5.b - UNCT Heads of Agency meetings regularly take up gender equality programming and support issues</b>  <b>Source: TCPR 2007</b>	<p><b>Exceeds minimum standard</b></p> <ul style="list-style-type: none"> <li>Gender equality programming and support issues included in 75% of Heads of Agency meetings.</li> <li>Decisions related to gender equality programming and support issues are followed through.</li> </ul> <p><b>Meets minimum standard</b></p> <ul style="list-style-type: none"> <li>Gender equality programming and support issues are included in 50% of Heads of Agency meetings.</li> <li>Decisions related to gender equality programming and support issues are followed through.</li> </ul> <p><b>Needs improvement</b></p>	<p><b>Rating:</b> 3 – needs improvement</p> <p><b>Evidence:</b> HOA interviews; secondary data (comprehensive review of HOA meeting minutes Jan 2011-Feb 2013)</p> <p><b>Comments:</b> Review of 34 meeting minutes over the past two years revealed that gender equality issues were discussed one-third of the time. Some discussions were substantive; others were not. There is no formal mechanism (such as a standing agenda</p>

Dimensions	Definition	Rating
	<p>Heads of Agency meetings occasionally include gender equality programming on their agenda.</p> <p><b>Inadequate</b> Token attention to gender equality programming and support issues.</p> <p><b>Missing</b> <b>Not applicable</b></p>	item) to encourage increased gender mainstreaming into high levels of discourse.
<b>6. BUDGETING</b>		
<p><b>6.a - UNCT Gender responsive budgeting system instituted</b></p> <p><b>Source: ECOSOC 2005</b></p>	<p><b>Exceeds minimum standard</b> The UNCT has implemented a budgeting system which tracks UNCT expenditures for gender equality programming, as a means of ensuring adequate resource allocation for promoting gender equality.</p> <p><b>Meets minimum standard</b> The UNCT has clear plans for implementing a budgeting system to track UNCT expenditures for gender equality programming, with timelines for completion of the plan noted.</p> <p><b>Needs improvement</b> Discussions ongoing concerning the need to implement a budgeting system to track UNCT expenditures for gender equality programming.</p> <p><b>Inadequate</b> The issue of implementing a budgeting system to track UNCT expenditures for gender equality programming has been raised, but a decision was taken not to proceed with this.</p> <p><b>Missing</b> <b>Not applicable</b></p>	<p><b>Rating:</b> 1 – missing</p> <p><b>Evidence:</b> RCO interview, HOA interviews</p> <p><b>Comments:</b> The issue of implementing a budgeting system to track UN wide expenditures for GE programming had not been raised in Timor-Leste. Several agencies utilize the gender marker system, but most do not. No efforts have been considered for instituting a UNCT GRB system.</p>
<p><b>6.b - Specific budgets allocated to stimulate stronger programming on</b></p>	<p><b>Exceeds minimum standard</b> Specific budgets to strengthen UNCT support for gender equality and women's empowerment located for:</p> <ul style="list-style-type: none"> <li>Capacity development and training of UNCT members.</li> </ul>	<p><b>Rating:</b> 2 – inadequate</p> <p><b>Evidence:</b> RCO interview; GTG workshop; women's</p>

Dimensions	Definition	Rating
<b>gender equality and women's empowerment</b>  <b>Source: ECOSOC 2005</b>	<ul style="list-style-type: none"> <li>Gender equality pilot projects.</li> <li>Support to national women's machinery.</li> <li>Support to women's NGOs and networks.</li> <li>Maintenance of experts' roster.</li> <li>Gender mainstreaming in CCA/ UNDAF exercises (e.g. for the preparation of background documentation, gender analysis capacity building, technical resource persons, etc.).</li> </ul> <p><b>Meets minimum standard</b> Specific budgets allocated for any four of the above.</p> <p><b>Needs improvement</b> Specific budgets allocated for any three of the above.</p> <p><b>Inadequate</b> Specific budget allocated for one or two of the above.</p> <p><b>Missing</b> <b>Not applicable</b></p>	<p>machinery interview; HOA interviews; CSO workshop</p> <p><b>Comments:</b> There have been some coordinated initiatives under two of the indicator areas (to offer support to the national women's machinery especially for the NPA GBV and to ensure GM in the UNDAF), but these have not been conducted under joint budgets. Coordinated activities have been lacking in the other four of the six indicator areas.</p>
<b>7. MONITORING AND EVALUATION</b>		
<b>7.a - Monitoring and evaluation includes adequate attention to gender mainstreaming and the promotion of gender equality and women's empowerment</b>  <b>Source: UNDG Guidance</b>	<p><b>Exceeds minimum standard</b></p> <ul style="list-style-type: none"> <li>A dedicated gender equality evaluation is carried out once during the UNDAF period.</li> <li>Gender audit undertaken once during UNDAF period.</li> <li>The UNDAF Monitoring and Evaluation Framework measures gender-related outcome and output expected results.</li> <li>Data for gender-sensitive indicators in the UNDAF Results Matrix is gathered as planned.</li> <li>All monitoring and evaluation data is sex-disaggregated, or there is a specific reason noted for not disaggregating by sex.</li> <li>The UNDAF Annual Review reports on the main gender-related expected results.</li> <li>Resident Coordinator reporting covers the main gender-related expected results.</li> </ul>	<p><b>Rating:</b> 2 - inadequate</p> <p><b>Evidence:</b> RCO interview; M&amp;E Group interview; HOA interviews; secondary data (review of 2009-2012 RC annual reports)</p> <p><b>Comments:</b> The UNCT Timor-Leste met 3 out of 5 criteria under the minimum standards. The UNDAF M and E Framework did not adequately measure gender-related results, and data was not gathered as planned. The combined 2011-2012 annual review captures gender sensitive data including some sex</p>

Dimensions	Definition	Rating
	<ul style="list-style-type: none"> <li>Gaps against planned results are rectified at an early stage.</li> </ul> <p><b>Meets minimum standard</b></p> <ul style="list-style-type: none"> <li>The UNDAF Monitoring and Evaluation Framework measures gender-related outcome and output expected results.</li> <li>Data for gender-sensitive indicators in the UNDAF Results Matrix is gathered as planned.</li> <li>All monitoring and evaluation data is sex-disaggregated, or there is a specific reason noted for not disaggregating by sex.</li> <li>The UNDAF/CAP Annual Review reports on the main gender-related expected results.</li> <li>Resident Coordinator reporting covers the main gender-related expected results.</li> </ul> <p><b>Needs improvement</b> Any four of the above (under <i>Meets minimum standard</i>) are achieved.</p> <p><b>Inadequate</b> Less than four of the above (under <i>Meets minimum standard</i>) are achieved.</p> <p><b>Missing</b> <b>Not applicable</b></p>	disaggregation, but GM is not systematic. The 2009 RC Annual Report report covers gender activities quite comprehensively, while the 2011 and 2012 reports cover gender much more generally, focusing on some gender-specific activities, rather than results.
<b>8. QUALITY CONTROL AND ACCOUNTABILITY</b>		
<b>8.a - CCA/UNDAF quality control<sup>19</sup></b>  <b>Source: UNDG Guidance</b>	<p><b>Exceeds minimum standards</b></p> <ul style="list-style-type: none"> <li>Gender experts involved in all aspects of CCA/UNDAF preparation.</li> <li>Readers' Group comments refer specifically to gender equality and empowerment of women.</li> <li>Evidence of changes based on Readers' Group comments concerning gender equality and empowerment of women.</li> <li>Relevant assessment on gender equality and empowerment of</li> </ul>	<p><b>Rating:</b> 3 – needs improvement</p> <p><b>Evidence:</b> RCO interview; HOA interviews; secondary data search</p> <p><b>Comments:</b> Data is missing on quality control</p>

<sup>19</sup> To be completed once during the CCA/UNDAF process.

Dimensions	Definition	Rating
	<p>women from the CCA quality review template taken into account in revising the CCA/.</p> <ul style="list-style-type: none"> <li>• Relevant assessment on gender equality and empowerment of women from the UNDAF quality review template taken into account in revising the UNDAF.</li> </ul> <p><b>Meets minimum standard</b></p> <ul style="list-style-type: none"> <li>• Gender experts involved in all aspects of CCA/UNDAF preparation.</li> <li>• Relevant assessment on gender equality and empowerment of women from the CCA quality review template taken into account in revising the CCA.</li> <li>• Relevant assessment on gender equality and empowerment of women from the UNDAF quality review template taken into account in revising the UNDAF.</li> </ul> <p><b>Needs improvement</b> Meets only one or two of the above (under <i>Meets minimum standard</i>).</p> <p><b>Inadequate</b> Token attention to gender equality during review and quality control exercises.</p> <p><b>Missing</b> <b>Not applicable</b></p>	<p>processes for the 2009-2013 UNDAF conducted over the 2007-8 preparatory period. Readers group comments and quality review templates could not be located. Recollections suggest that internal gender experts from key agencies and a delegation from UNIFEM provided technical gender advice. Based on the final product, review processes were uneven and insufficient for optimum GM results (refer to planning dimension).</p>



## Annex B

### Action Plan for Gender Mainstreaming in the Timor Leste UNDAF Roadmap

*Synthesis and development of actions put forth by the Gender Theme Group in "Gender Scorecard and UNDAF Gender Mainstreaming Training Workshop" 3 May 2013, Dili, East Timor.*

Item	Action	Key Responsibility (Participants)	Timeframe/Links to Step in Roadmap (v. 7)
1	Create an UNDAF gender task force comprised of 3-4 GTG members to oversee key inputs for GM in UNDAF and to guide implementation of GM plan.	GTG with RCO support	By June 2013
2	Ensure that "Gender Scorecard" assessment of GM in the 2009-13 UNDAF is shared with key players engaged in UNDAF review.	GTG to share with M&E Steering Committee, UNDAF Data Collection Working Group and UNDAF Steering Committee	Steps 5, 7 and 11 in roadmap
3	Ensure that CEDAW reports and recommendations <sup>20</sup> are considered along with MDGs in UNDAF design and highlighted in background narrative.	GTG to advocate via Internal Planning Committee	Steps 7 and 14
4	Ensure that sex-disaggregated and gender sensitive data is prioritized by Data Collection Working Groups. Appoint one member to each Data Collection Working Group that has sector-specific expertise combined with gender awareness/expertise.	Internal Planning Committee working with GTG and M&E Steering Committee	Step 7
5	Involve SEPI, members of government gender working group (GWG), and gender CSOs outside of the	GTG to advocate via Internal Planning Committee	Steps 10 and 25

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<sup>20</sup> Combined second and third periodic report for CEDAW is expected to be finalized in May 2013.

	mainstream in consultations.		
6	Include SEPI on UNDAF Steering Committee	GTG to advocate with RCO	Step 11
7	Make sure that at least one member of the Internal Planning Committee is highly gender sensitive.	GTG to advocate via RCO.	Unclear when committee is appointed
8	Consider thoroughly case for gender equality as an outcome area in new UNDAF. Ensure GM in all outcome areas (refer to minimum standards set by scorecard).	GTG task force to advocate via RCO.	Step 14 Prioritization Workshop
9	Ensure that at least one person working in each outcome area for results matrix and M&E framework can conduct gender analysis and mainstreaming for sector(s).	RCO to direct Internal Planning Committee	Steps 15 and 20
10	Ensure country-level screening of draft reports in early stages for GM.	GTG UNDAF task force with facilitation by Internal Planning Committee	Preliminary screen at steps 15 and 20; second screen at steps 21 and 24
11	Confirm that QSA at regional level includes dedicated gender expertise on team.	RCO and Internal Planning Committee (GTG to advocate)	Steps 16 and 22
12	Incorporate all above approved steps from GM Action Plan for UNDAF into TL roadmap.	RCO via Internal Planning Committee (GTG to advocate)	Incorporate into v. 8 of roadmap as soon as approved.

**Annex C**  
**TOR for UNCT Gender Theme Group Timor-Leste**  
**May 2013**

*Background*

Gender is a central concern for the UN Country Team (UNCT) Timor-Leste to enable UN Agencies to work with counterparts from government and civil society facilitate equal rights realization and to deliver development results with efficiency. The Gender Theme Group (GTG) in Timor-Leste is re-organized in 2013 to reflect the changing context of the country and the development priorities of the UNCT in the post-UNMIT era.

*Purpose*

The GTG is a forum for sharing of gender-specific information and experiences. The GTG works to strengthen the UNCT performance on gender equality by mainstreaming gender in key joint processes. The GTG further works to provide technical guidance and to enhance inter-agency coordination on joint initiatives to further gender equality.

*Composition and Leadership*

- The GTG will be chaired by the head of UN Women.
- The GTG will be co-chaired by another member agency to be decided by members. The co-chair will be rotated every two years. The co-chairing agency will be responsible for supporting the chair and for serving as the chair in the event that there is a vacancy or temporary absence of the lead agency.
- Members of the GTG will include a GFP from all UN Agencies in Timor-Leste and the RCO. Agencies may appoint more additional GTG members at their discretion to broaden participation base. Appointees to GTG will be certified by the HOA, and membership activities will be included in performance appraisals.
- Representatives from counterpart agencies may be invited to participate in GTG meetings or activities on an ad-hoc basis as dictated by the topic.

*Communication Strategy*

Minutes from GTG meetings will be disseminated to all members, HOAs and the RCO. Individual members may brief their HOA more fully depending on particular activities and required levels of participation. The chair or co-chair of the GTG will report regularly on GTG priorities and activities as a standing agenda item at UNCT meetings<sup>21</sup>.

*Activities*

GTG activities will be prioritized in annual work plans. Activities will be supported by core discretionary funds contributed annually by participating agencies and/or parallel agency funding. Broader activities will require resource mobilization. Activities may include:

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<sup>21</sup> Pending approval from in-coming RC.

1. Hold regular meetings for sharing or information, expertise and experiences.
2. Share information electronically within the GTG and outside (including with all HOAs, RC and external stakeholders).
3. Implement a strategy and monitor progress on gender mainstreaming in UNDAF processes.
4. Develop and oversee implementation of a UNCT Gender Mainstreaming Strategy.
5. Facilitate organization of gender training for key targets within UNCT.
6. Coordinate with other theme groups and working groups to ensure that each group includes a GFP for information sharing and collaboration between groups. GFP may or may not simultaneously serve on GTG.
7. Contribute to formulation and implementation of joint program on gender equality.
8. Implement a strategy to ensure gender mainstreaming in all joint programs from design through to M&E.
9. Coordinate joint UN advocacy to highlight key gender issues (e.g. International Women's Day and 16 Days of Activism for the Elimination of Violence Against Women).
10. Provide coordinated UNCT support to government to deliver on key commitments (e.g. CEDAW, national action plan on GBV or Res 1325).

## Annex D

### List of Persons Consulted

#### *Internal Stakeholders*

Name	Organization
Janet Wong	UN Women, Country Representative
Anastasia Divinskaya	UN Women, Deputy Representative
Hongwei Gao	RC a.i./UNICEF, Country Rep
Roberto Pes	ILO, Head of Mission
Mikiko Tanaka	UNDP, Country Director
Farhan Sabih	UNDP, Assistant Country Director
Jorge Mario Luna	WHO, Country Representative
Min Yuan	UNICEF, Head of Planning, M & E
Sergio Muchanga	UNESCO, Chief of Office
Antonio Avella	WFP, Deputy Country Director
Masae Shimomura	WFP, Program Officer
Carla da Costa	UNFPA, Program Officer
Domingas Bernardo	UNFPA Assistant Representative
Takaho Fukami	UNICEF, Chief of Education
Fidelio A. da Costa	UNDP, Gender Officer
Santina Soares	UN Women, Project Officer
Cristina Fernandez	UN Women, Program Analyst
Agata Ximenes	IOM, Asst. Chief of Mission
Nicole Hoagland	IOM, Project Development Officer
Silvia Cormaci	ILO, Gender Officer
Inacia Teixeira	RC Office, Finance Officer
Maria Isabel da Silva	World Bank

#### *External Stakeholders*

Name	Organization
Jose Fernandes	AMKV
Beba Sequeira	APSE-TL
Joana Viegas	CEPAD
Filomeno Monteiro	AMKV
Teresa “Alita” Verdial	Alola Foundation
Francisco Da Silva	TLMDC
Domingas Aman	Fokupers
Honorio P. Lopes	Fokupers
Ana da C. Gusmao Guterres	USAID
Kimberly Bostwick	USAID
Amando Da Costa	State Secretary for the Promotion of Equality
Hon. Josefa Álvares Pereira Soares	President Women’s Parliamentarian CAUCUS

Hon. Albina Marçal Freitas	Dep Pres Women's Parliamentarian CAUCUS
Hon. Aurora Ximenes	Secretary Women's Parliamentarian CAUCUS
Hon. Antonio Serpa	Committee F
Hon. Eladio Faculto	Committee F
Hon. Domingas Alves da Silva Bilou-Mali	Committee F and GMPTL
Hon. Bendita Moniz Magno	Secretary of Committee F and GMPTL
Hon. Jacinta Abucáu Pereira	President of Committee D and GMPTL
Hon. Angélica da Costa	GMPTL
Hon. Anastásia da Costa Amaral	GMPTL
Lamberto Viana	Sec State (GFP), Youth & Sports
Alda Regina	MCIA
Honorio Aureliano	Ministry of Justice
Nelinho Vital	Ministry of Justice
Alfredo Araujo	Ministry of Administration & Statistics
Sandra V. Aniceto	Secretary State of Defense
Jacinto Guzman	DG, Professional Training & Employment
Bernadete Gomes	Professional Training & Employment

## Annex E

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