



*UNCT Maldives Performance Indicators
for Gender Equality and the Empowerment
of Women
April 2012*

Scorecard



Scorecard

19th April 2012

Prepared by

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Rating

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

Explanation

- **Exceeds minimum standard:** This rating is used when the Maldives UNCT has gone beyond the minimum standards, in other words, where excellent work on gender mainstreaming is taking place.
- **Meets minimum standard:** This is the minimum that the Maldives UNCT is expected to achieve on gender mainstreaming, following UN institutional mandates included in the first column of the Scorecard.
- **Needs improvement:** This rating applies to a situation where the Maldives UNCT is close to meeting the minimum standard, and is likely to reach this standard over the period of a year or two, if remedial action is taken.
- **Inadequate:** This rating is for dimensions that fall well below the adequate standard and where significant improvement is required.
- **Missing:** This rating is applied where the dimension is not included, for example if no sex-disaggregated data is included or there have been no consultations with women's NGOs and networks.
- **Not applicable:** This rating should be applied when the dimension is not relevant, for example where there is no Gender Theme Group, or Poverty Reduction Strategy Paper or its equivalent.

UNCT Maldives Performance Indicators for Gender Equality and the Empowerment of Women (UNCT Scorecard)
April 2012

Dimensions	Definition	Rating Reviewer comments and evidence base
1. PLANNING (CCA/UNDAFs)		
1.a - Adequate UNCT review of country analysis related to Gender Equality and Women's Empowerment Source: UNDG Guidance	<p>Exceeds minimum standards</p> <ul style="list-style-type: none"> • 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. • 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. • All data is sex-disaggregated, or there is a specific reason noted for not disaggregating by sex. • Critical capacity gaps are identified in the area of the promotion of gender equality. <p>Meets minimum standards</p> <ul style="list-style-type: none"> • Includes an analysis of the ways in which gender inequality is reproduced, including the influence of gender relations, roles, status, inequalities and 	<p>Exceeds minimum standards (Score: 5)</p> <p>The UNCT has made the following achievements:</p> <ul style="list-style-type: none"> • The Maldives UN Situation Analysis 2010 and the Common Country Assessment 2007¹, which provided situation analysis for the development of the UNDAF (2011-2015) and UNDAF Action Plan (2011-2015), include in-depth evidence-based gender analysis in following areas: gender empowerment, gender based violence (GBV), health, Education, HIV/AIDS, labour, emerging issues, sexual vulnerability and gender empowerment in the specific context of the Maldives and socio-cultural circumstances. • The analysis in these documents also notes links to national and international legal frameworks such as the CEDAW. In addition, it considers relevant aspects related to the Human Rights-Based Approach (HBRA); social protection and measures to combat violence against women and girls. • The analysis in these documents also notes links to the progress towards the Millennium Development Goals (MDGs) Gender Development Index (GDI) and the Gender Empower Measure (GEM) • Data, where available, are sex-disaggregated. • Critical capacity gaps are clearly identified in following areas: education, informal economy, health. • At the time of the elaboration of this Scorecard, the Maldives Government and UNCT prepared the "Combined Fourth and Fifth Periodic Report on the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) 2007– 2012" which contains a thorough analysis on

¹ Other documents analysed for this particular point in this dimension were: the Maldives HDR 2009 Report and the Country Fact Sheets for the Maldives.

Dimensions	Definition	Rating
	<p>discrimination in access to and control of resources.</p> <ul style="list-style-type: none"> • 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. • All data is sex-disaggregated, or there is a specific reason noted for not disaggregating by sex. <p>Needs improvement</p> <p>Any two of the above three areas (under <i>Meets minimum standards</i>) are met.</p> <p>Inadequate</p> <p>Any one of the above three areas (under <i>Meets minimum standards</i>) is met.</p> <p>Missing</p> <p>Not applicable</p>	<p>issues related to the CEDAW in the Maldives, indicating challenges and priority actions required.</p> <p>Comment:</p> <ul style="list-style-type: none"> • It is noted that the Maldives UNCT has obviously invested many resources in conducting research and gathering data to develop the UNDAF (2011-2015): Issues papers on gender-based violence, gender and culture developed; gender analysis conducted. It has also supported studies such as the study entitled “Knowledge and Behaviour among Unmarried Young Women”. • However, not all data are sex-disaggregated and the UNCT can consider developing steps to support the government in developing a system of gender-sensitive indicators. • Common Country Assessment Indicators Frameworks and the sets of indicators within the UNDAF and the Action Plan can be developed as a part of a system of Gender Indicators contained in one single document (Project). • No significant mention or analyses are made about women in the <i>Green Economy</i>; how the UNCT is contributing to emerging issues such as building women resilience in the economic crisis and other issues such as women and work-life balance; and, women, girls and youth and the use of new technologies to address Gender Equality and Women’s Empowerment. • An area of opportunity to improve this aspect is the LECRED project. The project on Climate Change that is being developed has several areas of opportunity to include a Gender Equality and Women’s Empowerment scope: Energy Efficiency, Agriculture; Household Spending could have a very strong component to empower women and girls. <p>Source of evidence: Maldives UN Situation Analysis 2010; Common Country Assessment 2007; UNDAF (2011-2015); UNDAF Action Plan (2011-2015); Government of Maldives’ Common Core Document: Forming Part of the Reports of States Parties –Republic of Maldives, 16 February 2010; Guideline for Mainstreaming Gender Equality and Social Inclusion in UNDAF Action Plan and</p>

Dimensions	Definition	Rating Reviewer comments and evidence base
		UN Programmes, UN Maldives, July 2010; Combined Fourth and Fifth Periodic Report on the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) 2007– 2012; LECRED project Core Document and Interview with the Development Officer; and, interviews with UNRC/ UNDP, UNDP Deputy, Head of RC, UN Women, UNFPA Assistant Rep, GTG Chair, GBV Joint Programme.
1.b - Gender equality and Women’s Empowerment in outcomes Source: UNDG Guidance	<p>Exceeds minimum standard</p> <p>More than one outcome clearly articulates how Gender Equality and Women’s Empowerment will be promoted.</p> <p>Meets minimum standard</p> <p>One outcome clearly articulates how Gender Equality will be promoted.</p> <p>Needs improvement</p> <p>One outcome includes reference to gender, but does not clearly articulate how Gender Equality will be promoted.</p> <p>Inadequate</p> <p>Gender equality or Women’s Empowerment are given ‘token’ or minimal attention.</p>	<p>Meets minimum standard (Score: 4)</p> <p>The Maldives UNCT has made the following achievements:</p> <ul style="list-style-type: none"> • One out of twelve outcomes in the UNDAF (2011-2015) and the UNDAF Action Plan (2011-2015) explicitly articulate how Gender Equality and Women’s Empowerment will be achieved. Outcome 15². <p>Comments:</p> <ul style="list-style-type: none"> • The fact that there is one specific Outcome articulating measures to achieve Gender Equality is a considerable achievement compared to the UNDAF 2008-2010, where none of the three Outcomes³ clearly mentioned the promotion of Gender Equality or articulated how Gender Equality and Women’s Empowerment would be achieved. • In addition, the Outcomes (and Outputs and Sub-Outputs) in the UNDAF (2011-2015) are more specific and attainable. • From the government counterpart’s perspective, the fact there are specific and concrete UNDAF Outcomes dedicated to Gender Equality shows the UN’s commitment and allows for easier tracking of UN’s support in this area. In

²For instance, UNDAF Outcome 8: Point 51: “Improved individual and systemic capacities to promote gender equality and non-discrimination, and to empower women and girls to enjoy their rights in all spheres of life in line with national commitments by 2015: i) capacities of government bodies at central and local levels strengthened for making operational the national architecture; ii) capacities enhanced for effective implementation of CEDAW, CRC.....”. (Maldives UNDAF 2011-2015, p.21).

³Named: Social and Economic Equity; Environment Management and Disaster Risk Reduction; and Governance.

Dimensions	Definition	Rating
	<p>Missing</p> <p>Not applicable</p>	<p>Reviewer comments and evidence base</p> <p>addition, gender is mainstreamed in other Focus Areas and Outcomes of the UNDAF (2011-2015) and UNDAF Action Plan (2011-2015) as a cross-cutting issue. However, this needs to be further articulated.</p> <p>Source of evidence: UNDAF (2011-2015) and UNDAF Action Plan (2011-2015).</p>
<p>1.c - Gender Equality and Women's Empowerment in outputs</p> <p>Source: UNDG Guidance</p>	<p>Exceeds minimum standard</p> <p>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>Meets minimum standard</p> <p>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>Needs improvement</p> <p>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>Inadequate</p> <p>Outputs refer to Gender Equality or women in passing, but with no logical connection to changes in gender equality.</p> <p>Missing</p>	<p>Meets minimum standard (Score: 4)</p> <p>The UNDAF (2011-2015) and UNDAF Action Plan (2011-2015) have 15 Outcomes and 49 Outputs areas that are broadly grouped in four clusters. The fourth outcome area is Gender Equality and Women's Empowerment.</p> <p>Out of 49 Outputs in the UNDAF Action Plan (2011-2015), there are:</p> <ul style="list-style-type: none"> • Outputs from 15.1 to 15.5 are specific to gender equality. • Outputs, in which Key Actions are explicitly gender-mainstreamed (1.2, 1.3, 2.1, 2.3, 3.1, 5.2, 7.1, 8.4, 11.2, 12.1, 12.2, 13.2). • Seventeen Outputs that target "vulnerable groups," including disadvantaged women (1.2, 1.3, 2.1, 2.3 and 5.2). • This makes a total of 17 Outputs related to Gender Equality (a third of the total). <p>Comment:</p> <ul style="list-style-type: none"> • The UNDAF (2011-2015) has a different structure than the UNDAF Action Plan (2011-2015). In the UNDAF Action Plan, each Output has several Key Actions. In the case of the UNDAF (2011-2015), it is noted that there are many Outputs that have Key Actions addressing gender issues. They complement each other systematically. • A great achievement is the fact that the UNDAF Action Plan 2011-2015 includes aspects that were not considered in previous UNDAFs such as: gender sensitive plans for sustainable environment management and utilisation of natural resources (Output 8.4).

Dimensions	Definition	Rating Reviewer comments and evidence base
	Not applicable	<ul style="list-style-type: none"> • Nevertheless, it is important to include tangible changes in Gender Equality in aspects related to Food and Income Security; SMEs and Entrepreneurial Capacity; how PPPs and Trade and Investment Capacity can contribute to Gender Equality and Women’s Empowerment. • In addition, it is important to include aspects related to Work-life Balance and Gender Equality in the UNDAF Action Plan Outcome 7, Outputs 7.1 to 7.4. • It is important to consider how Gender Equality within the <i>Green Economy</i> is to be achieved in UNDAF Action Plan Outcome 8 and 9; and, Outputs 8.1 to 8.4; and 9.1 to 9.3. Although FAO worked in aspects related to Agriculture and women empowerment. • It is important to include how strengthening women’s participation can contribute to increased transparency and accountability of public institutions in UNDAF Action Plan in Outcome 10, Outputs 10.1 to 10.4. <p>Source of evidence: UNDAF (2011-2015) and UNDAF Action Plan (2011-2015) and interview with RC, UN Women, UNDP and GTG Chair.</p>
1.d - Gender sensitive indicators included Source: UNDG Guidance	<p>Exceeds minimum standard</p> <p>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>Meets minimum standard</p> <p>At least one indicator at outcome level, and between one third and one half of indicators at output level, are gender sensitive, and will adequately track progress towards Gender Equality results.</p>	<p>Needs improvement (Score: 3.5)</p> <ul style="list-style-type: none"> • There is only one indicator at Outcome level. However, less than a third of indicators at Output (and Sub-Output) level is gender sensitive and adequately tracks progress towards Gender Equality results. <p>Achievements:</p> <ul style="list-style-type: none"> • One of the achievements within the UNCT is the UNDP Country Programme for Maldives (2011-2015) that includes a thorough set of indicators and baselines properly developed. Unfortunately, this is not coherent with the way indicators and baselines are developed in the UNDAF. <p>Comments:</p> <ul style="list-style-type: none"> • Gender-sensitive indicators are available in many UNDAF Action Plan 2011-

Dimensions	Definition	Rating Reviewer comments and evidence base
	<p>Needs improvement</p> <p>No gender-sensitive indicators at outcome level, and less than one third of indicators at output level are gender sensitive.</p> <p>Inadequate</p> <p>Token reference to Gender Equality or women in indicators.</p> <p>Missing</p> <p>Not applicable</p>	<p>2015 Result Matrices Outputs.</p> <ul style="list-style-type: none"> • Gender-sensitive indicators are available in Outputs from 15.1 to 15.5; and in 1.1, 1.2, 1.3, 2.1 2.2, 2.4, 3.1, 4.2, 6.1, 6.2, 7.1, 7.3, 9.1, 9.2, 9.3, 10.1, 10.2, 11.2, 12.1, 12.2 and 12.3. • However, there is a huge number of Outputs (including Sub-Outputs) with no gender-sensitive indicators: 1.4, 2.3, 2.4, 2.5, 3.2, 4.1, 5.1, 5.2, 5.3, 5.4, 5.5, 6.3, 6.4, 7.2, 7.4, 8.1, 8.2, 8.3, 8.4, 10.3, 10.4, 11.1, 11.3, 13.1, 13.2, 14.1 and 14.2. • Gender-sensitive indicators available in some Outputs (including Sub-Outputs) require further development: 1.2, 1.3, 2.2, 2.4, 3.1, 4.2, 6.1, 6.2, 7.1, 7.3, 9.2, 9.3, 10.2, 12.1, 12.2, 12.3 and 15.1. For instance, in Sub-Output 2.4.6 the indicator should include % of girls trained and % of female facilitators; or, in Output 9.3.6 % of girls with knowledge in sustainable environmental practices. • Most problems with indicators are the lack of sex-disaggregated data. Other indicators require more complex analysis and immediate attention. • For instance Outputs (including Sub-Outputs) with no gender-sensitive indicators that require immediate attention: 2.3, 2.4, 7.2, 10.4, 11.1, 11.3 and 14.1. Especially Outcomes 5 and 8 in all Outcomes and Sub-Outcomes which most of them are gender blind. <p>Comment:</p> <ul style="list-style-type: none"> • Gender-sensitive indicators (and baselines) are one of the main challenges in promoting Gender Equality in Maldives. <p>Source of evidence: UNDAF Action Plan 2011-2015 Result Matrices; UNDAF (2011-2015) and UNDAF Action Plan (2011-2015) and interview with RC, UN Women, UNDP and GTG Chair. Interview with the M&E Group Chair, Database Joint Programme.</p>

Dimensions	Definition	Rating Reviewer comments and evidence base
<p>1.e - Gender Equality in baselines</p> <p>Source: UNDG Guidance</p>	<p>Meets minimum standard⁴ All data is sex-disaggregated, or there is a specific reason noted for not disaggregating by sex.</p> <p>Needs improvement Some data is sex-disaggregated but sex-disaggregation is not systematic.</p> <p>Inadequate There is token sex-disaggregation of data.</p> <p>Missing</p> <p>Not applicable</p>	<p>Inadequate (Score: 2)</p> <ul style="list-style-type: none"> Some baseline data are sex-disaggregated in health. <p>Comment:</p> <ul style="list-style-type: none"> As mentioned in point 1.e of this Scorecard and in line with the 2011 UNDAF Review and the Draft of the CEDAW reports, gender-sensitive indicators and baselines are one of the main challenges in promoting Gender Equality in Maldives. <p>Source of evidence: Combined Fourth and Fifth Periodic Report on the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) 2007– 2012; UNDAF Action Plan 2011-2015 Result Matrices; UNDAF (2011-2015) and UNDAF Action Plan (2011-2015) and interview with RC, UN Women, UNDP and GTG Chair. Interview with the M&E Group Chair, Database Joint Programme.</p>
2. PROGRAMMING		
<p>2.a - Gender perspectives are adequately reflected in programming</p> <p>Source:</p> <p>ECOSOC 1997, 2004, 2005, 2006, TCPR 2005,</p>	<p>Exceeds minimum standard</p> <ul style="list-style-type: none"> Promoting Gender Equality and Women’s Empowerment is reflected in 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.). UNCT joint initiative(s) (e.g., advocacy and other initiatives) in support of Gender Equality and 	<p>Meets minimum standards (Score: 5)</p> <p>The Maldives UNCT has made the following achievements:</p> <ul style="list-style-type: none"> They developed a thorough guideline for UN staff that can be used for future programming and next Annual Reviews. The document is entitled “Guideline for Mainstreaming Gender Equality and Social Inclusion in UNDAF Action Plan and UN Programmes, UN Maldives”. In the UNDAF (2011-2015) and UNDAF Action Plan (2011-2015), Gender Equality and Women’s Empowerment are included in more than one third of the Outcomes, which are consistent with the analysis done in the Maldives

⁴ 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
<p>World Summit Outcome 2005</p>	<p>Women’s Empowerment exist.</p> <p>Meets minimum standard</p> <ul style="list-style-type: none"> • 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. • UNCT joint initiative(s) in support of Gender Equality exist. <p>Needs improvement</p> <p>Meets either one of the two areas above (under <i>Meets minimum standard</i>).</p> <p>Inadequate</p> <p>Token reference to Gender Equality in programming.</p> <p>Missing</p> <p>Not applicable</p>	<p>Reviewer comments and evidence base</p> <p>UN Situation Analysis 2010 and the Common Country Assessment 2007.</p> <ul style="list-style-type: none"> • With the support from the Maldives UNCT, in 2009, the Government of the Maldives developed the “National Gender Equality Policy and Framework for Operationalisation” aimed to promote substantive equality through a dual approach: Gender Mainstreaming in all areas and strategic action on Empowerment and Advancement of Women in all areas. • The Maldives UNDAF (2011-2015) Results Matrices contain detailed information about practical and adequately funded programmes addressing the problems and challenges identified in the Maldives UN Situation Analysis 2010 and the Common Country Assessment 2007 of gender inequality and women’s rights situation. • The Maldives UNCT developed a Concept Note of an initiative to promote Gender Equality and Women’s Empowerment in a Gender Responsive Budget (GRB) Joint effort. UN Women and UNFPA in particular and other UN Agencies will provide the necessary technical and financial support to key national partners of the Maldivian Government. The Concept Note, as well as the action working plan has not been officially agreed with the government counterpart. The UNCT is expecting to start this initiative this year, although the talks to consolidate it have taken a year. • The Maldives UNCT’s current efforts to promote Gender Equality and Women’s Empowerment include: UNFPA and UN Women are supporting each other on gender responsive budgeting addressing GBV in addition to fundraising; WHO and UNFPA have current initiatives with the Maldives Government on GBV issues in health and rehabilitation. UNDP is including Gender Equality issues in its support to the Maldives justice sector; UNDP and UN Women are working on a women’s political participation initiative; UNDP is additionally working on a women’s economic participation initiative. Additionally, UNDP and the Ministry of Economic Development have a joint initiative to support SMEs where gender equality is mainstreamed. • Lastly, UNDP/UNOPS and government counterparts, have been working with Women Development Committees in specific initiatives such as water and climate change.

Dimensions	Definition	Rating Reviewer comments and evidence base
		<p>Comment:</p> <ul style="list-style-type: none"> • Both, the Gender Thematic Group (GTG) and individual UN Agencies have conducted important research on gender issues in Maldives, in order to make the UNDAF (2011-2015) more relevant to the country's fast-changing situation. • The Maldives UNCT can start planning joint initiative(s) (e.g., advocacy and other initiatives) in support of Gender Equality and Women's Empowerment. • In line with some of the recommendations in the 2011 UNDAF Annual Review, UNCT agencies can start joint advocacy campaigns, joint missions and joint research to promote Gender Equality. • It is important to clearly identify joint initiatives, their assigned budget and M & E tools. Current initiatives do not have a proper tracking system and it is not clear who is accountable. • In the past, the Ministry of Gender and Family (MoGF), in collaboration with Ministry of Planning and National Development (MPND), together with the technical assistance of UNFPA undertook the initiative of engendering the Population and Housing Census that was conducted in 2006. In addition, in May 2009, the government in partnership with the UNCT, launched a two-year programme to deal with GBV that aimed at raising awareness of this issue, developing social support and counselling, providing women with legal options, and advising them on economic opportunities that would empower them to leave abusive relationships. • In addition, one of the HoA responded that there were no gender experts in the developing of the Agencies' core documents in the last two years. <p>Source of evidence: UNDAF (2011-2015) Results Matrices; Maldives UN Situation Analysis 2010; Common Country Assessment 2007; UNDAF (2011-2015); UNDAF Action Plan (2011-2015); Maldives United Nations Joint Programme on Gender Based Violence (GBV); Guideline for Mainstreaming Gender Equality and Social Inclusion in UNDAF Action Plan and UN Programmes, UN Maldives, July 2010; Combined Fourth and Fifth Periodic Report on the Convention on the Elimination of All Forms of Discrimination</p>

Dimensions	Definition	Rating
		<p style="text-align: center;">Reviewer comments and evidence base</p> <p>Against Women (CEDAW) 2007– 2012; and, interviews with UNRC/ UNDP, UNDP Deputy, Head of RC, UN Women, UNFPA Assistant Rep, GTG Chair, GBV Joint Programme and Reps. of UN Agencies: UNICEF, UNOPS, FAO, UNODC.</p>
<p>2.b – Joint programmes</p> <p>Source: UNGD Guidance</p>	<p>Exceeds minimum standard</p> <p>Key national gender priorities are being addressed through a Joint Programme on Gender Equality, and through mainstreaming gender into other Joint Programmes.</p> <p>Meets minimum standard</p> <p>A Joint Programme on gender is in place, and work is in progress to mainstream gender into other Joint Programmes.</p> <p>Needs improvement</p> <p>Joint Programme on gender being formulated, and limited mainstreaming in other Joint Programmes.</p> <p>Inadequate</p> <p>No Joint Programme on gender being formulated, and limited attention to gender in Joint Programmes</p> <p>Missing</p> <p>Not applicable</p>	<p>Needs improvement (Score: 3)</p> <p>The UNCT has made the following achievements:</p> <ul style="list-style-type: none"> • The UNCT initiated the United Nations Joint Programme on Gender Based Violence (GBV). The main outcome of the initiative is: Accountability to women and children in the Maldives strengthened through increased attention to prevention of GBV, institutionalisation of protection services, access to justice and availability of adequate and effective remedies. The project document was signed in May 2009 between the heads of UN agencies and the Ministers of Ministry of Health and Family and Ministry of Finance and Treasury, the Department of Gender and Family Protection Services (DGFPS). The latter is the lead implementing partner who coordinates the work of other 10 partners (“sub implementing partners” who report to DGFPS), who in turn reports to UNCT/UNFPA. • However, Gender Equality in general is unevenly mainstreamed as the UNCT reported the absence of any other Joint Programmes. • Although no current initiative is in place, the UNFPA/UNDP/UNWomen, the government counterpart and a local NGO have developed the concept note for a GRB initiative worth nearly 1 mn usd. ToT will start on May this year. <p>Comment:</p> <ul style="list-style-type: none"> • The Maldives UNCT reported no Joint Programmes on Gender Equality or any being formulated, and limited attention to gender in Joint Programmes. • Key national gender priorities are not being addressed through a Joint Programme on gender equality, and through mainstreaming gender into other Joint Programmes.

Dimensions	Definition	Rating
		<p style="text-align: center;">Reviewer comments and evidence base</p> <p>Source of evidence: UNDAF (2011-2015) Results Matrices; Maldives UN Situation Analysis 2010; Common Country Assessment 2007; UNDAF (2011-2015); UNDAF Action Plan (2011-2015); Maldives United Nations Joint Programme on Gender Based Violence (GBV); Guideline for Mainstreaming Gender Equality and Social Inclusion in UNDAF Action Plan and UN Programmes, UN Maldives, July 2010; and, interviews with UNRC/ UNDP, UNDP Deputy, Head of RC, UN Women, UNFPA Assistant Rep, GTG Chair, GBV Joint Programme and Reps. of UN Agencies: UNICEF, UNOPS, FAO, UNODC; and interviews with Government counterparts.</p>
<p>2.c - UNCT support for national priorities related to Gender Equality and/or Women's Empowerment</p> <p>Source: TCPR 2005</p>	<p>Exceeds minimum standard</p> <p>UN's budgetary allocations support implementation of national Gender Equality legal frameworks, including:</p> <ul style="list-style-type: none"> - National Plan of Action on Gender Equality and/or 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>Meets minimum standard Meets any three of the above.</p> <p>Needs improvement Meets any two of the above.</p>	<p>Meets minimum standard (Score: 4)</p> <p>The UNCT (through UNFPA) allocated budgets to support the development and implementation of national Gender Equality frameworks such as:</p> <ul style="list-style-type: none"> • CEDAW and follow-up to CEDAW Committee concluding comments. • The Maldives UNCT allocated a budget for the analysis and documents relative to the Violence Against Women (VAW) Bill passed in April this year. • The UNCT supported the government in the elaboration of the Strategic Action Plan, 2009 – 2013 with an allocation of a budget. • Mainstreaming of Gender in SAP RFs and Evaluation Frameworks. <p>Other achievements:</p> <ul style="list-style-type: none"> • The Maldives UNCT (UNFPA and UN Women) has supported the government with technical assistance in the elaboration of the Combined Fourth and Fifth Periodic Report on the CEDAW 2007– 2012. • With technical assistance from the Maldives UNCT, in 2009, the Government of the Maldives developed the “National Gender Equality Policy and Framework for Operationalisation”. • The UNCT supported the government with technical assistance in the

Dimensions	Definition	Rating
	<p>Inadequate Meets one of the above.</p> <p>Missing</p> <p>Not applicable</p>	<p>Reviewer comments and evidence base</p> <p>elaboration of the Strategic Action Plan, 2009 – 2013 that serves as the medium-term national development plan and that outlined a 3-point policy on Gender Equality and non-discrimination.</p> <p>Comment:</p> <ul style="list-style-type: none"> • The Maldives UNCT can consider a follow up mechanism of the National Gender Equality Policy and Framework for Operationalisation. • The Maldives UNCT can consider start working on gender mainstreaming (support/technical assistance and/or joint initiatives) in ministries other than the women’s machinery. • Collection and analysis of sex-disaggregated data (such as education, domestic violence, employment, political life, legal aid) at the national level remains a challenge for the Maldives UNCT. • Finally, more generous funding would have allowed for wider consultation and better information. <p>Source of evidence: Combined Fourth and Fifth Periodic Report on the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) 2007– 2012 and other background documents; interviews with UNRC/ UNDP, UNDP Deputy, Head of RC, UN Women, UNFPA Assistant Rep, GTG Chair, GBV Joint Programme and Reps. of UN Agencies: UNICEF, UNOPS, FAO, UNODC; and interviews with Government counterparts.</p>
<p>2.d - UNCT support to gender mainstreaming in programme based approaches</p> <p>Source: TCPR 2005</p>	<p>Exceeds minimum standard</p> <ul style="list-style-type: none"> • Capacity development provided to relevant government ministries for mainstreaming gender in Poverty Reduction Strategy Papers or national development plans and/or gender responsive budgeting. • Capacity development provided to relevant government ministries for mainstreaming gender in 	<p>Needs improvement (Score: 3)</p> <p>Achievements of the UNCT:</p> <ul style="list-style-type: none"> • UNFPA and UN Women are working together to pilot GRB in 2 sectors that will start this year. • The UNCT supported the government counterpart with the development of the Management for Development Results and evaluation frameworks.

Dimensions	Definition	Rating Reviewer comments and evidence base
	<p>General Budget Support programming.</p> <ul style="list-style-type: none"> Capacity development provided to relevant government ministries for mainstreaming gender in Sector Wide Approaches or National Development Plans. <p>Meets minimum standard Meets any two of the above.</p> <p>Needs improvement Meets any one of the above.</p> <p>Inadequate Token attention to gender mainstreaming in programme based approaches.</p> <p>Missing</p> <p>Not applicable</p>	<p>Comment:</p> <ul style="list-style-type: none"> The overall finding is that the government counterpart's women's machinery requires more resources. Therefore, the UNCT can consider a stronger advocacy role to lobby for increased capacity of the women's machinery in the Maldives. There is a lack of capacity development trainings related to gender responsive budgeting. A Conceptual Note for a Joint Initiative has just been developed (see point 2.a of this Scorecard). Respondents from the Gender Department commented that the last training on Gender Equality provided by the UN was 4 years ago, Although UNFPA, did organise a workshop for Ministerial Gender Focal Points in 2011. Although, UNFPA, informed about a number of long term training provided to the government counterpart. The UNCT can consider a range of technical inputs and capacity development to women's machinery, in order to ensure gender mainstreaming in the development of national programmes. The UNCT has provided technical inputs to the work of the Ministry of Finance. Nevertheless, it can also consider training for relevant counterparts to develop capacity on gender mainstreaming in their work (Reproductive Health, HIV, climate change, education, communication & information). <p>Source of evidence: Background documents; interviews with UNRC/ UNDP, UNDP Deputy, Head of RC, UN Women, UNFPA Assistant Rep, GTG Chair, GBV Joint Programme and Reps. of UN Agencies: UNICEF, UNOPS, FAO, UNODC; and interviews with Government counterparts.</p>
<p>2.e - UNCT support to gender mainstreaming in aid effectiveness</p>	<p>Exceeds minimum standard</p> <ul style="list-style-type: none"> Gender-sensitive budgeting is promoted in the Ministry of Finance and other key ministries. 	<p>Inadequate (Score: 2)</p> <p>Achievement of the UNCT:</p> <ul style="list-style-type: none"> UNFPA and UN Women are working together to pilot GRB in 2 sectors that might start this year.

Dimensions	Definition	Rating
<p>processes</p> <p>Source: TCPR 2005</p>	<ul style="list-style-type: none"> • UNCT takes lead role in improving the Government’s ability to coordinate donor support to promoting gender equality. • UNCT supports monitoring and evaluation of gender mainstreaming in Poverty Reduction Strategy Papers, General Budget Support programming, and Sector Wide Approaches. <p>Meets minimum standard Meets any two of the above.</p> <p>Needs improvement Meets one of the above.</p> <p>Inadequate Token attention to gender mainstreaming in aid effectiveness processes.</p> <p>Missing</p> <p>Not applicable</p>	<p align="center">Reviewer comments and evidence base</p> <ul style="list-style-type: none"> • Mainstreaming of Gender in SAP RFs and Evaluation Frameworks. • The UNCT supported government counterparts to attend courses for Gender Equality in Budget issues organised by other institutions from 2009 to 2011. Comment: • UNCT can consider: stakeholder mapping, developing of long-term strategies with clearly defined annual work plans in order to contribute to GRB within the Maldives. • Respondents from the government (Ministry of Finance) commented that there is no interest from other ministries to carry out gender-sensitive budgeting due to lack of capacity in this area. • Although UN has provided support to develop gender-sensitive indicators, there is much concern on implementing this system if it is adopted: (i) some line ministries do not have adequate statistical and analytical skills; (ii) some governmental partners do not have a statistics division. • The UNCT can take a lead role in improving the Government’s ability to coordinate donor support to promoting Gender Equality through Gender Action Partnership. <p>Source of evidence: Background documents; interviews with UNRC/ UNDP, UNDP Deputy, Head of RC, UN Women, UNFPA Assistant Rep, GTG Chair, GBV Joint Programme and Reps. of UN Agencies: UNICEF, UNOPS, FAO, UNODC; and interviews with Government counterparts.</p>
3. PARTNERSHIPS		
3.a -	Exceeds minimum standard	Meets Minimum Standard (Score: 3)

Dimensions	Definition	Rating Reviewer comments and evidence base
<p>Involvement of National Machineries for Women / Gender Equality and women’s departments at the sub-national level⁵</p> <p>Source: UNDG Guidance</p>	<p>Women’s machinery/department participates fully in:</p> <ul style="list-style-type: none"> • Consultations about CCA/UNDAF planning (e.g. the prioritisation retreat). • Development of UNDAF outcomes, inputs and indicators. • As key informants/stakeholders in the monitoring and evaluation of UNDAF results. <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"> • Role of women’s machinery in supporting achievement of UNDAF outcomes clearly defined. <p>Meets minimum standard</p> <ul style="list-style-type: none"> • Women’s machinery/department participates fully in CCA/UNDAF consultations. • Role of women’s machinery/department in supporting achievement of UNDAF outcomes clearly defined. <p>Needs improvement</p>	<p>In spite of the current political circumstances and the lack of resources allocated to the national women’s machinery⁶, the UNCT has made the following achievements:</p> <ul style="list-style-type: none"> • Women’s machineries were invited to the 2011 UNDAF Review. • In 2011, Gender Focal Points in each Ministry were designated. Nevertheless, given the current situation in the Maldives, those focal points do not exist anymore due to the restructuration process in the current government. • The role of women’s machinery in supporting achievement of UNDAF outcomes is clearly defined, although due to the absence of indicators and baselines in most cases is not possible to develop follow up mechanisms. <p>Comment:</p> <ul style="list-style-type: none"> • There is the lack of full participation from the women’s machinery. • There are several reasons for this lack of full participation. The most important constrain faced by the women’s machinery is the lack of financial and all type of resources allocated from the government counterpart. In addition, Women’s machinery at sub-national level has not been set-up. • When representatives from the government have been invited, they had a very irregular attendance (i.e. to the 2011 UNDAF Review). • There have been many limitations working with the Department of Gender. Some of the limitations are related to leadership, clear understanding of the mandate and the actual structure of the Department. • The government has announced the creation of the Ministry of Gender. However, members of the women’s machinery are concerned because of the lack of resources to operate this new ministry. Respondents expressed that

⁵To be completed once during the CCA/UNDAF process.

⁶ Women’s machinery is the Department of Gender and Family Protection services within the Ministry of Health and Family. The Department is severely understaffed to function as a “women’s machinery”. They are partners of specific activities in the UNDAF but not as an overall role for the Gender outcome.

Dimensions	Definition	Rating
	<ul style="list-style-type: none"> Women’s machinery/department participates fully in one of the above (under meets minimum standards). <p>Inadequate Token participation by women’s machinery/department.</p> <p>Missing</p> <p>Not applicable</p>	<p>Reviewer comments and evidence base</p> <p>they not only lack the intellectual infrastructure required, but also the financial resources to be able to deliver their mandate.</p> <ul style="list-style-type: none"> A senior member of the UNCT commented that “Whilst the participation of a gender-mandated entity is not always a prerequisite for ensuring gender perspectives in projects, lack of constructive partnership has been a challenge”. The UNCT can consider advocacy to ensure that 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. In spite the fact that members of the women’s machinery were invited to the planning stage and the review of the UNDAF, only one person is familiar with this core document as the staff that participated in these processes are no longer working with the government. Furthermore, in an interview with senior members of the women’s machinery, they said they are completely unaware of the UNDAF and its process and review results. This is due to a very recent change in the government as they recently replaced recent staff. <p>Source of evidence: Background documents; interviews with NGOs; UNRC/ UNDP, UNDP Deputy, Head of RC, UN Women, UNFPA Assistant Rep, GTG Chair, GBV Joint Programme and Reps. of UN Agencies: UNICEF, UNOPS, FAO, UNODC.</p>
<p>3.b - Involvement of women’s NGOs and networks⁷</p> <p>Source: UNGD Guidance</p>	<p>Exceeds minimum standard</p> <p>Women’s NGOs and networks participate fully in:</p> <ul style="list-style-type: none"> Consultations around CCA/UNDAF planning (e.g. the prioritization retreat). 	<p>Inadequate (Score: 2)</p> <p>Achievements of the UNCT:</p> <ul style="list-style-type: none"> The UNCT has worked with the Women Development Committees in a very systematic and solid way. The Human Rights Commission of the Maldives (HRCM) participated in the

⁷To be completed once during the CCA/UNDAF process.

Dimensions	Definition	Rating
	<ul style="list-style-type: none"> • Development of UNDAF outcomes, inputs and indicators. • Monitoring and evaluation of UNDAF results. <p>Full participation means not only that women NGOs and network representatives are present at meetings, involved in decision-making, and that recommendations made are followed-up but that they are also involved at the implementation level.</p> <ul style="list-style-type: none"> • Role of women’s NGOs and networks in supporting achievement of UNDAF outcomes clearly defined. <p>Meets minimum standard</p> <ul style="list-style-type: none"> • Women’s NGOs and networks participate fully in CCA/UNDAF consultations. • Role of women’s NGOs and networks in supporting achievement of UNDAF outcomes clearly defined. <p>Needs improvement</p> <ul style="list-style-type: none"> • Women’s NGOs and networks participate fully in one of the above (under meets minimum standards) <p>Inadequate Token participation by women’s NGOs and networks.</p> <p>Missing</p> <p>Not applicable</p>	<p>formulation of the ‘UNDAF M&E Framework’ in 2010. HRCM Department Heads, senior and junior staff represented the Commission in these meetings.</p> <p>Comment:</p> <ul style="list-style-type: none"> • Role of women’s NGOs and networks in supporting achievement of UNDAF outcomes is not defined, • Women’s NGOs and networks (or those with specific mandate in Gender Equality) did not participate in UNDAF planning process at any stage. They did not participate in the evaluation and they are not normally invited for the evaluation of most UN Agencies’ plans. • Women’s NGOs and networks were not aware of what role they could play in the UNDAF. They particularly want to see an increase in the support from the UN. • Civil society in Maldives is weak and there are only very few NGOs with the mandate to work on gender. However, the UNCT can consider implementing Gender Equality initiatives with all NGO partners regardless of their mandate. • The UNCT can consider measures to ensure that not only that women NGOs and network representatives are present at meetings, involved in decision-making, and that recommendations made are followed-up but that they are also involved at the implementation and M & E level. • The UNCT might want to consider the involvement of other Religious NGOs such as SALAF and Islamic Foundation to work in partnership for Women Empowerment. There are several experiences of UN working with conservative civil society organisations. If Women’s Empowerment is a sensitive issue, then a Human Rights Approach has opened the door to introduce topics related to Gender Equality first, and then Women’s Empowerment. A knowledge sharing exercise with other UNCTs could be beneficial. • Lastly, UNCT can consider more involvements of NGOs such as the Maldivian Democracy Network, Transparency Maldives and Maldivian Network Against Violence, dedicating resources for joint programmes, capacity building and involving these NGOs at all levels and dimensions the

Dimensions	Definition	Rating
		<p align="center">Reviewer comments and evidence base</p> <p>can have full participation as defined in this Scorecard.</p> <p>Source of evidence: Background documents; interviews with NGOs; UNRC/ UNDP, UNDP Deputy, Head of RC, UN Women, UNFPA Assistant Rep, GTG Chair, GBV Joint Programme and Reps. of UN Agencies: UNICEF, UNOPS, FAO, UNODC.</p>
<p>3.c - Women from marginalised groups included as programme partners and beneficiaries in key UNCT initiatives</p> <p>Source: UNGD Guidance</p>	<p>Exceeds minimum standard</p> <ul style="list-style-type: none"> • Women from all marginalised groups, and their capacities and livelihoods strategies, clearly identified in UNCT country level analysis. • UNCT proactively involves women from all marginalised groups in planning, implementation, decision-making, and monitoring and evaluation. • Women from all marginalised groups are participants and beneficiaries in key UNCT initiatives, e.g. in UNDAF outcomes and outputs. <p>Meets minimum standard</p> <ul style="list-style-type: none"> • Women from marginalised groups clearly identified in UNCT country level analysis. • Women from marginalised groups are participants and beneficiaries in key UNCT activities, e.g. in UNDAF outcomes and outputs. <p>Needs improvement Meets one of the above (under <i>Meets minimum standard</i>).</p> <p>Inadequate Token involvement of women from marginalised groups.</p>	<p>Inadequate (Score: 2)</p> <ul style="list-style-type: none"> • Marginalised groups are participants and beneficiaries in key UNCT activities, e.g. in UNDAF outcomes and outputs. <p>Comment:</p> <ul style="list-style-type: none"> • It is important to clearly identify who are those women in marginalised groups in order to properly address this specific point. • There is no full participation of women from all marginalised groups in planning, implementation and decision-making, follow up, reviews, M&E. • In terms of women from marginalised/vulnerable groups, the UNCT can consider a more systematic analysis of what are the constrains/challenges and areas of opportunity that these women face, in order to systematically address their needs through constructive involvement. For instance, low income women groups, women with disabilities are not systematically featured in the Maldives UNCT programming. <p>Source of evidence: Background documents; interviews with NGOs; UNRC/ UNDP, UNDP Deputy, Head of RC, UN Women, UNFPA Assistant Rep, GTG Chair, GBV Joint Programme and Reps. of UN Agencies: UNICEF, UNOPS, FAO, UNODC.</p>

Dimensions	Definition	Rating Reviewer comments and evidence base
	<p>Missing</p> <p>Not applicable</p>	
4.UNCT CAPACITIES		
<p>4.a - Multi-stakeholder Gender Theme Group is effective</p> <p>Source: TCPR 2005</p>	<p>Exceeds minimum standard</p> <ul style="list-style-type: none"> • Gender Theme Group adequately resourced, and resourced equally to other Theme Groups. • All key stakeholders participate (e.g. national partners, Bretton Woods institutions, regional banks, civil society, the private sector, donors, and international NGOs.) • Gender Theme Group recommendations taken into account in preparation of CCA/UNDAF. • Gender Theme Group has clear terms of reference with membership of staff at decision making levels and clear accountability as a group. <p>Meets minimum standard</p> <ul style="list-style-type: none"> • Gender Theme Group adequately resourced. • Gender Theme Group recommendations taken into account in preparation of CCA/UNDAF. • Gender Theme Group has clear terms of reference. <p>Needs improvement Meets any two of the above (under <i>Meets minimum standard</i>).</p> <p>Inadequate Meets any one of the above (under <i>Meets minimum</i></p>	<p>Inadequate (Score: 2)</p> <p>The UNCT has made the following achievements:</p> <ul style="list-style-type: none"> • Gender Theme Group recommendations taken into account in preparation of CCA/UNDAF. <p>Comment:</p> <ul style="list-style-type: none"> • Gender Theme Group had clear terms of reference for the evaluation of the UNDAF. Nevertheless, it has no membership of staff at decision making levels and clear accountability as a group. The GTG should have ToRs to allow it to be in permanent activity. For instance, the GTG could practice gender audits to some of the core agency documents on a regular basis. It could also produce research in partnership with regional offices or institutions, etc. • The UNCT can consider strengthening the GTG and turn it into a forum on gender with involvement of donors, government, UN, civil society organisations and other partners from the region and/or the Maldives. • The GTG requires an allocation of a budget to promote training and advocacy. • The GTG requires to be headed by a member of the senior management team or the chair of the GTG needs to be part of all the HoA meetings. • The GTG has to have a permanent agenda and a permanent calendar of meetings to address Gender Equality Issues within the UNCT. In addition, GTG membership has to be decided strategically. • There is no memory of Gender Equality training amongst members of the GTG other than a workshop before the elaboration of the UNDAF.

Dimensions	Definition	Rating
	<p><i>standard).</i></p> <p>Missing</p> <p>Not applicable</p>	<p>Reviewer comments and evidence base</p> <p>Source of evidence: Background documents; interviews with NGOs; UNRC/ UNDP, UNDP Deputy, Head of RC, UN Women, UNFPA Assistant Rep, GTG Chair, GBV Joint Programme and Reps. of UN Agencies: UNICEF, UNOPS, FAO, UNODC.</p>
<p>4.b - Capacity development of UNCTs in Gender Equality and Women's Empowerment programming</p> <p>Source: ECOSOC 2006</p>	<p>Exceeds minimum standard</p> <ul style="list-style-type: none"> • Resident Coordinator systematically promotes monitors and reports on capacity development activities related to Gender Equality and Women's Empowerment. • Regular review of capacity of UNCT to undertake gender mainstreaming (e.g. once every one or two years). • The impact of the gender component of existing training programmes regularly reviewed, and revised based on the review. • Training on gender mainstreaming takes place for all UNCT staff (one day per quarter for new staff for first year, minimum of one day of training once every year after this). • Gender specialists and gender focal points receive specific training (minimum four days of training a year specifically on Gender Equality and Women's Empowerment programming). <p>Meets minimum standard</p> <ul style="list-style-type: none"> • Resident Coordinator systematically promotes, monitors and reports on capacity development activities related to Gender Equality and Women's 	<p>Needs improvement (Score: 3)</p> <p>The UNCT has made the following achievements:</p> <ul style="list-style-type: none"> • Resident Coordinator promotes, monitors and reports on capacity development activities related to Gender Equality and Women's Empowerment. • The UNCT currently supports trainings on gender mainstreaming for UN staff. UNFPA and UNICEF have benefited from this effort. • Gender issues and capacity development on gender mainstreaming are reported and discussed in the 2012 RC Annual Report. • There has been improvement in gender trainings for UN staff from the beginning of this year and after a gender expert from UN Women was appointed to the UNCT. <p>Comment:</p> <ul style="list-style-type: none"> • Resident Coordinator promotes monitors and reports on capacity development activities related to Gender Equality and Women's Empowerment. Nevertheless, most of the activities commenced very recently with the appointment of a Gender Expert within the RC's office. Interviews with the UNCT made clear that this appointment made a significant difference in terms of how gender is approached and mainstreamed. However, there is the need of an internal system in place. • In the past (2010), there was a workshop in Gender Equality for programme staff and a handbook⁸ was developed. However, there has been no follow up to this activity/document as it was only used for the UNDAF. The document contains excellent tools for programming that must be implemented and that

⁸ Guideline for Mainstreaming Gender Equality and Social Inclusion in UNDAF Action Plan and UN Programmes

Dimensions	Definition	Rating
	<p>Empowerment</p> <ul style="list-style-type: none"> • Regular review of capacity of UNCT to undertake gender mainstreaming (e.g. once every two or three years). • 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). • Gender specialists and gender focal points receive specific training (minimum two days of training a year specifically on Gender Equality and Women’s Empowerment programming). <p>Needs improvement Any two of the above (under <i>Meets minimum standard</i>) are met.</p> <p>Inadequate Token attention to capacity development of UNCTs in gender mainstreaming.</p> <p>Missing</p> <p>Not applicable</p>	<p style="text-align: center;">Reviewer comments and evidence base</p> <p>could be used to practice gender audits regularly. For instance, it is clear that during the preparation of the UNDAF, the RC/UNCT made an extraordinary effort to properly address Gender Equality and Women’s Empowerment. Nevertheless, looking at some of the UN Agencies Annual Plans, it is clear that an extra-effort must be made to address this issue properly. In other words, some agencies’ annual documents do not mainstream gender in a systematic way.</p> <ul style="list-style-type: none"> • One of the agencies designed two of its main programmes (being implemented now) without the advice of a gender expert. Most of the components in these programmes are gender blind. • The elaboration of the Guideline for Mainstreaming Gender Equality and Social Inclusion in UNDAF Action Plan and UN Programmes is a good practice that should be replicated. It provides clear guidance for each UN Agencies and the GTG to mainstream gender in their work during the period of the UNDAF. Nonetheless, it is recommended to follow up this document and train all UNCT staff. • Besides promoting capacity development, the UNCT can consider supporting Gender Equality through advocacy, e.g. including gender in speeches, media releases, discussing gender issues in high-level meetings. Indeed, this is a sensitive issue in the Maldives. However, a good start can be the strengthening of the NGOs with or without a Gender Mainstreaming mandate. • The UNCT can have more rigorous monitoring & evaluation framework to track the implementation and expenditure of all Gender Equality Outputs and Outcomes contained in the UNDAF and UNDAF Action Plan. • GTG members and gender focal points have to play a crucial role in providing technical support to developing –agency- work plans, reviewing draft policy documents, etc. • The UNCT can consider regular gender audits to Annual Plans, UNDAF and most strategic documents. • The UNCT can consider specific training for the Gender Specialist and gender focal points within the UNCT team (i.e. minimum two days of training a year specifically on Gender Equality and Women’s Empowerment

Dimensions	Definition	Rating Reviewer comments and evidence base
		<p>programming).</p> <ul style="list-style-type: none"> The RC can consider developing a system for promoting continuous training and reporting on Gender Equality and Women Empowerment. The UNCT can consider encouraging the GTG more often to discuss the above issues. <p>Source of evidence: Background documents; interviews with NGOs; UNRC/ UNDP, UNDP Deputy, Head of RC, UN Women, UNFPA Assistant Rep, GTG Chair, GBV Joint Programme and Reps. of UN Agencies: UNICEF, UNOPS, FAO, UNODC.</p>
<p>4.c - Gender expert roster with national, regional and international expertise used by UNCT members⁹</p> <p>Source: ECOSOC 2006</p>	<p>Exceeds minimum standard</p> <ul style="list-style-type: none"> Gender expert roster exists, is regularly updated and includes national, regional and international experts. Experts participate in key UNCT activities (e.g. UNDAF planning, development of Joint Programmes on gender equality). Roster used on a regular basis by UN agencies (dependent on size of UN country programme). <p>Meets minimum standard</p> <ul style="list-style-type: none"> Gender expert roster exists. Experts participate in key UNCT activities (e.g. UNDAF planning, development of Joint Programmes on gender equality). Roster used on a regular basis by some UN agencies (dependent on size of UN country programme). <p>Needs improvement</p>	<p>Exceeds Minimum Standard (Score: 5)</p> <p>The UNCT has made the following achievements:</p> <ul style="list-style-type: none"> A Gender Advisor under UN Women and the RC coordination was appointed to work from the RC's office in 2012 and has provided Gender Equality training to UNCT staff. The Advisor has also participated in the review of some Joint Programmes. Experts were invited to participate in key UNCT activities, e.g. consultations on Joint Country Analysis. UNCT received advice from a Gender and Elections expert in 2012. <p>Comment:</p> <ul style="list-style-type: none"> The UNCT can consider the development of two gender expert rosters. These rosters can include national (e.g. from local universities), regional and international (staff from UN agencies or other non UN agencies, etc.) experts. In the absence of a roster, it is recommended that the UNCT keeps its "in-house" expertise.

⁹The roster can be maintained at national or regional levels.

Dimensions	Definition	Rating Reviewer comments and evidence base
	<p>Meets any two of the areas (under <i>Meets minimum standard</i>) above.</p> <p>Inadequate Roster in place but not updated or utilised.</p> <p>Missing</p> <p>Not applicable</p>	<p>Source of evidence: Interviews with RCO, UN Agencies, GTG Chair and UNCT Gender Expert.</p>
5.DECISION-MAKING		
<p>5.a - Gender Theme Group coordinator is part of UNCT Heads of Agency group</p> <p>Source: TCPR 2005</p>	<p>Yes/No</p>	<p>No, (Score: 0)</p>
<p>5.b - UNCT Heads of Agency meetings regularly take up Gender Equality programming and support issues</p> <p>Source: TCPR 2005</p>	<p>Exceeds minimum standard</p> <ul style="list-style-type: none"> • Gender equality programming and support issues almost always included during Heads of Agency meetings. • Decisions related to Gender Equality programming and support issues are followed through. <p>Meets minimum standard</p> <ul style="list-style-type: none"> • Gender equality programming and support issues are included in 50-75% of Heads of Agency meetings. • Decisions related to Gender Equality programming and support issues are followed through. 	<p>Meets minimum standard (Score: 4)</p> <p>The UNCT has made the following achievements:</p> <ul style="list-style-type: none"> • Gender equality programming and support issues are mentioned and discussed in Heads of Agency meetings regularly. <p>Comment:</p> <ul style="list-style-type: none"> • How often Gender Equality is included in a meeting agenda does not always show the commitment of the UNCT to these issues. A more relevant indicator is how much time in a meeting the UNCT spends on discussing gender equality and/or what specific measures are taken (and followed up) to

Dimensions	Definition	Rating
	<p>Needs improvement Heads of Agency meetings occasionally include Gender Equality programming on their agenda.</p> <p>Inadequate Token attention to Gender Equality programming and support issues.</p> <p>Missing</p> <p>Not applicable</p>	<p>Reviewer comments and evidence base</p> <p>address those issues. Unfortunately, in reality it is very difficult to measure these two indicators. Nonetheless, it is concluded that gender is frequently brought up in HoA meetings because respondents commented that there is a new Gender Expert taking part in the meetings.</p> <ul style="list-style-type: none"> • The UNCT can consider developing a system to follow up Gender Equality discussion/decisions made during HoA meetings. • The consultant gather evidence of UNFPA and UNICEF continuous concern on Gender Equality issues. <p>Source of evidence: Interviews with RCO, UN Agencies, GTG Chair and UNCT Gender Expert.</p>
6. BUDGETING		
<p>6.a - UNCT Gender sensitive budgeting system instituted</p> <p>Source: ECOSOC 2005</p>	<p>Exceeds minimum standard 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>Meets minimum standard 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>Needs improvement Discussions on-going concerning the need to implement a budgeting system to track UNCT expenditures for Gender Equality programming.</p> <p>Inadequate The issue of implementing a budgeting system to track</p>	<p>Missing (Score: 1)</p> <ul style="list-style-type: none"> • The UNCT is aware of the need for gender-sensitive budgeting system; however, there is currently no system in place. <p>Comment:</p> <ul style="list-style-type: none"> • Allocations and expenditure on gender mainstreaming must be tracked and reported. UNCT can also consider preparing groundwork to introduce a gender-sensitive budgeting system in the UNDAF 2011-2015. • Some agencies use gender markers but there is not an integrated system in place. <p>Source of evidence: Background documents, interviews with RCO, UN Agencies, GTG Chair and UNCT Gender Expert.</p>

Dimensions	Definition	Rating Reviewer comments and evidence base
	<p>UNCT expenditures for Gender Equality programming has been raised, but a decision was taken not to proceed with this.</p> <p>Missing Not applicable</p>	
<p>6.b - Specific budgets allocated to stimulate stronger programming on gender equality</p> <p>Source: ECOSOC 2005</p>	<p>Exceeds minimum standard Specific budgets allocated for:</p> <ul style="list-style-type: none"> • Capacity development and training. • Gender equality pilot projects. • Support to national women’s machinery. • Support to women’s NGOs and networks. • Maintenance of experts’ roster. • Promotion of gender mainstreaming in CCA/ UNDAF exercises (e.g. for the preparation of background documentation, gender analysis capacity building, technical resource persons, etc.). • Research on Gender Equality and the empowerment of women. <p>Meets minimum standard Specific budgets allocated for any five of the above.</p> <p>Needs improvement Specific budgets allocated for any three or four of the above.</p> <p>Inadequate Specific budget allocated for one or two of the above.</p> <p>Missing Not applicable</p>	<p>Meets minimum standard (Score: 3.5)</p> <p>There are specific budget allocated for:</p> <ul style="list-style-type: none"> • Gender equality projects piloted by different UN Agencies • Research on Gender Equality and the empowerment of women (limited and only in three agencies). • Promotion of gender mainstreaming in UNDAF (e.g. for the preparation of background documentation, gender analysis capacity building, technical resource persons, etc.). • Capacity development and training (limited). • Support to national women’s machinery (limited). <p>Comment:</p> <ul style="list-style-type: none"> • One of the respondents from the UN Agencies commented that the government counterpart returned the money that it was given for a specific action/programme in Gender Equality and Women’s Empowerment due to the fact that the government “did not know how to implement it”. Therefore, the UNCT can consider solutions and partnership not just at the <i>macro</i> but at the <i>meso</i> and <i>micro</i> levels as well. This comment applies for the technical assistance given to the government counterpart with regards to the SAP. The UNCT needs to consider further assistance for the new government to understand Gender Equality concepts (agreed with the former government), and to implement and dedicate resources to further implementation. There is a gap in capacity building, technical resource persons. • According to the UNDAF Action Plan 2011-2015, the UNCT has a portfolio of gender-specific initiatives worth an estimated US\$1.8 million, or four per

Dimensions	Definition	Rating
		<p align="center">Reviewer comments and evidence base</p> <p>cent of the UNDAF 2011-2015 budget.</p> <ul style="list-style-type: none"> Nonetheless, since there is no gender-sensitive budget system in place, it is not clear how much each UN Agencies have allocated budgets to stimulate Gender Equality programming. <p>Source of evidence: Background documents, interviews with RCO, UN Agencies, GTG Chair and UNCT Gender Expert.</p>
7. MONITORING AND EVALUATION		
<p>7.a - Monitoring and evaluation includes adequate attention to gender mainstreaming and the promotion of gender equality</p> <p>Source: UNDG Guidance</p>	<p>Exceeds minimum standard</p> <ul style="list-style-type: none"> A dedicated Gender Equality evaluation is carried out once during the UNDAF period. Gender audit undertaken once during UNDAF period. The UNDAF Monitoring and Evaluation Framework measures gender-related outcome and output expected results. Data for gender-sensitive indicators in the UNDAF Results Matrix is gathered as planned. All monitoring and evaluation data is sex-disaggregated, or there is a specific reason noted for not disaggregating by sex. The UNDAF Annual Review reports on the main gender-related expected results. Resident Coordinator reporting reports on the main gender-related expected results. Slippages against planned results are rectified at an early stage. <p>Meets minimum standard</p> <ul style="list-style-type: none"> The UNDAF Monitoring and Evaluation Framework measures gender-related outcome and output expected results. Data for gender-sensitive indicators in the UNDAF Results Matrix is gathered as planned. 	<p>Inadequate (Score: 2)</p> <p>UNCT has made the following achievements:</p> <ul style="list-style-type: none"> The RC's Annual Report reports on the main gender-related expected results and it has a section with clear recommendation, constrains and challenges. The UNDAF Annual Review reports on the main gender-related expected results. <p>Comment:</p> <ul style="list-style-type: none"> The UNDAF Monitoring and Evaluation Framework measures gender-related outcome and output expected results. However, the overall marking in this point is inadequate due to the fact that a number of outputs are gender blind. For instance, indicators about the number of people trained for health activities do not consider number of women trained. The overall impression of the M&E Thematic Group members is that they need to improve Gender Equality indicators and that the training that they received every year has not been sufficient to increase their capacity. Another issue is the lack of data in many variables. UNCT is in the process of reviewing UNDAF. A situational analysis on gender will be developed. The analysis should focus on gender-related expected results and the way data is gathered. Data for gender-sensitive indicators in the UNDAF needs to be developed so they can be gathered afterwards. At the moment, gender-sensitive indicators and baselines should be further developed and a gathering system should be designed.

Dimensions	Definition	Rating
	<ul style="list-style-type: none"> All monitoring and evaluation data is sex-disaggregated, or there is a specific reason noted for not disaggregating by sex. The UNDAF Annual Review reports on the main gender-related expected results. Resident Coordinator reporting reports on the main gender-related expected results. <p>Needs improvement Any three of the above (under <i>Meets minimum standard</i>) are achieved.</p> <p>Inadequate Less than three of the above (under <i>Meets minimum standard</i>) are achieved.</p> <p>Missing Not applicable</p>	<p style="text-align: center;">Reviewer comments and evidence base</p> <ul style="list-style-type: none"> The UNCT needs to consider a Gender Equality audit/evaluation during the UNDAF period. This evaluation should not be conducted at the UNDAF and UNDAF Action Plan level only, but it must be aimed at reviewing all UNCT annual plans and core documents. Some Agencies' annual plans are not coherent with the UNDAF in terms of their gender sensitiveness. In other words, whilst the UNDAF has a specific section with outcomes and outputs for Gender Equality and Women's Empowerment, some agency plans do not meet minimum standards. In addition, evaluations of the UNDAF must take into consideration the variables evaluated within this Scorecard. The UNDAF needs to update and develop measures, baselines and indicators linked to gender-related outcomes and outputs and its expected results. A dedicated Gender Equality evaluation should be carried out once during the UNDAF period. <p>Source of evidence: Background documents, interviews with RCO, UN Agencies, GTG Chair and UNCT Gender Expert.</p>
8. QUALITY CONTROL AND ACCOUNTABILITY		
<p>8.a - CCA/UNDAF quality control¹⁰</p> <p>Source: UNGD Guidance</p>	<p>Exceeds minimum standards</p> <ul style="list-style-type: none"> Gender experts involved in all aspects of CCA/UNDAF preparation. Readers' Group comments refer specifically to gender equality. Evidence of changes based on Readers' Group comments concerning gender equality. Relevant assessment on Gender Equality from the CCA quality review template taken into account in revising the CCA. 	<p>Meets minimum standards (Score: 4)</p> <p>The UNCT has made the following achievements:</p> <ul style="list-style-type: none"> A workshop on GESI was carried out before the preparation of the UNDAF and UNFPA in the past has sought regional advisors. UNCT is in the process of revising UNDAF. A situational analysis on gender will be developed. Gender experts involved in all aspects of CCA/UNDAF preparation. Relevant assessment on Gender Equality from the UNDAF quality review template taken into account in revising the UNDAF.

¹⁰To be completed once during the CCA/UNDAF process.

Dimensions	Definition	Rating
	<ul style="list-style-type: none"> • Relevant assessment on Gender Equality from the UNDAF quality review template taken into account in revising the UNDAF. <p>Meets minimum standard</p> <ul style="list-style-type: none"> • Gender experts involved in all aspects of CCA/UNDAF preparation. • Relevant assessment on Gender Equality from the CCA quality review template taken into account in revising the CCA. • Relevant assessment on Gender Equality from the UNDAF quality review template taken into account in revising the UNDAF. <p>Needs improvement Meets only one or two of the above (under <i>Meets minimum standard</i>).</p> <p>Inadequate Token attention to Gender Equality during review and quality control exercises.</p> <p>Missing Not applicable</p>	<ul style="list-style-type: none"> • Relevant assessment on Gender Equality from the CCA quality review template taken into account in revising the CCA. <p>Comments:</p> <ul style="list-style-type: none"> • The UNCT made a great effort to make sure that their staffs were properly trained before the UNDAF. It initiated a workshop and developed a document to include Gender Equality aspects in the UNDAF. The document entitled “Guideline for Mainstreaming Gender Equality and Social Inclusion in UNDAF Action Plan and UN Programmes, UN Maldives” was a very effective tool at the planning stage of the UNDAF. Nevertheless, this guide was not used in all the aspects of the UNDAF (e.g. Outcomes 5 and 8 for instance) where there is token attention to Gender Equality and where there Outputs and Sub-Outputs need to be further developed. • In addition to that, the workshops and the whole exercise for the UNDAF planning missed comprehensive advice on how to build a gender-sensitive budget system that allows for effective tracking and accountability amongst agencies. For instance, the results to be achieved are evident in the UNDAF Action Plan. However, is not possible to identify specific actions linked to the budget. Therefore, the Planning Dimension is not coherent with the Implementation and Accountability ones when it comes to budget implemented towards Gender Equality and Women’s Empowerment within the agencies. • In spite of the fact that the Scorecard will show a high score in this dimension, the UNCT needs to consider further development of the M & E matrix and develop a system to properly aggregate and report budget and actions towards Gender Equality in a more consolidated way. <p>Source of evidence: Background documents, interviews with RC, UN Agencies, GTG Chair and UNCT Gender Expert.</p>

Dimensions	Definition	Rating Reviewer comments and evidence base
<p>8.b - Performance appraisal</p> <p>Source: ECOSOC 2005, 2006</p>	<p>Exceeds minimum standard</p> <ul style="list-style-type: none"> • Resident Coordinator has an excellent record in promoting gender mainstreaming. • Regional Director’s review of Resident Coordinator includes a substantive discussion of performance on gender mainstreaming. • Resident Coordinator’s review of Executive Committee UNCT members includes a substantive discussion of performance on gender mainstreaming. • 180 degree assessment of team leadership pays substantive attention to gender mainstreaming. <p>Meets minimum standard</p> <ul style="list-style-type: none"> • Resident Coordinator has a good record in promoting gender mainstreaming. • Regional Director’s review of Resident Coordinator includes discussion of performance on gender mainstreaming. • Resident Coordinator’s review of Executive Committee UNCT members includes a reference to performance on gender mainstreaming. <p>Needs improvement Any two of the above (under <i>Meets minimum standard</i>) are met.</p> <p>Inadequate One of the above (under <i>Meets minimum standard</i>) is met.</p> <p>Missing Not applicable</p>	<p>Not applicable</p> <ul style="list-style-type: none"> • The UNDG Asia Pacific was not available for interviews.