

**Performance Indicators for
Gender Equality and Women's Empowerment**

**Gender Scorecard of UNCT in Viet Nam
Narrative Report**

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Hanoi, July 2011

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Abbreviations

CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CSO	Civil Society Organization
CBO	Community Based Organization
GAP	Gender Action Partnership
GBV	Gender-Based Violence
GFP	Gender Focal Point
GMS	Gender Mainstreaming Strategy
HRBA	Human Rights Based Approach
JPGE	Joint Program on Gender Equality
MFDR	Management for Development Results
PCG	Program Coordination Group
UNCT	United Nations Country Team
UNDG	United Nations Development Group

1. Introduction

1.1. Gender Scorecard of the UNCT in Viet Nam

The One UN in Viet Nam is one of eight countries piloting the “Delivering as One Initiative.” This initiative has enabled the UN in Viet Nam to increase the profile, focus, and impact of the UN’s work on gender equality and women’s empowerment.

In 2008 the UN conducted an internal gender audit, and in 2009 adopted a UN Country Team Gender Mainstreaming Strategy based on the audit’s findings. This internal accountability has allowed for strengthened capacity for gender equality and women’s empowerment—a finding that was echoed in an independent Country-Led Evaluation of Viet Nam conducted in 2010. “Cross-cutting initiatives, especially gender, have benefitted from a higher profile under the reforms” (Poate et al 2010).

As the UN in Viet Nam is preparing for the One Plan 2012-2016, in which gender equality is one of the five cross-cutting issues, it is important to take stocks of past experiences and good practices on promoting gender equality and mainstreaming gender into different areas. In 2011, the UN decided to conduct a Gender Scorecard exercise with the following purposes:

- To capture progress made since the 2008 gender audit, using the audit findings as a baseline for the scorecard exercise;
- To provide feedback to UNCT about the performance of the One UN in Viet Nam on gender equality and gender mainstreaming;
- To inform development and finalization of the UN One Plan 2012-2016.

1.2. Methodology

The Gender Scorecard’s goal is to assess the effectiveness of the UNCT gender mainstreaming strategy in support of gender equality and women’s empowerment in eight dimensions:

- Planning
- Programming
- Partnerships
- Policies and capacities
- Decision-making
- Budgeting
- Monitoring and evaluation

- Quality control and accountability

The score ranges from 0 to 5, with 0 as “not applicable”, 1 as “missing”, 2 as “inadequate”, 3 as “needs improvement”, 4 as “meets minimum standards” and 5 as “exceeds minimum standards.”¹

A team of two independent consultants was recruited to carry out this exercise between 21st April and 6th May. In the first step, the two consultants reviewed background documents, and then they conducted interviews with key stakeholders. During these interviews, the consultants used a generic questionnaires provided by the Gender PCG and adapted to Vietnamese context. The team was given seven days to conduct 24-30 interviews. Due to this tight timeframe and schedule of the interviewees, around 5-6 interviews were conducted on certain days. Despite these challenges, twenty-nine informants participated in this exercise. Lessons learned from other countries indicated that 12 days are too short to conduct the gender scorecard and come up with a presentation and report. Nevertheless, scorecard rating matrix, narrative report and presentation were presented with feed-back requested.

Since Viet Nam is a pilot country for “One UN Initiative,” it should be noted that the UN in Viet Nam has different planning and programming procedures than in other countries. Instead of CCA/UNDAF, Viet Nam has Joint Country Analysis and One Plan. In addition, the work of the UN in Viet Nam is coordinated by different Program Coordination Groups. Therefore, the consultants took these differences into consideration while conducting this exercise and recommend a revision of some performance indicators in the Gender Scorecard to fit the reality in “One UN” countries. For instance, it is worthwhile having indicators on coordination or designing an extra dimension on coordination, because this is one of the key principles in the “One UN Initiative.”

Outputs of this exercise are (i) a gender scorecard, which presents detailed rating of each dimension, and (ii) a narrative report, in which key findings and follow-up activities are discussed.

¹ UNCT Performance Indicators for Gender Equality. User's Guide. February 2008. UNDP.

2. Key Findings

2.1. Strengths

Since the 2008 gender audit, the UN in Viet Nam has made significant achievements in the following areas:

- The promotion of gender equality plays a central and defined role in One Plan 2012-2016. The development of this document was based on evidence, in-depth research, and lessons learnt from One Plan 2006-2012. It is also planned to improve the monitoring and evaluation of the new One Plan through introducing gender-sensitive indicators, using sex-disaggregated data and establishing a Quality Assurance Panel.
- The gender mainstreaming capacity of the UN has been strengthened. Following the gender audit, a Gender Mainstreaming Strategy was introduced in 2009. This is an internal initiative that was agreed on by UN Heads of Agencies. The document lays out key areas for gender mainstreaming and commitments of each Agency to contributing to these areas from 2009 to 2011.
- Overall, the One UN Initiative has been a favorable environment for joint efforts, especially in promoting gender equality. The UN plays a central role in bringing together key national and international partners working to promote gender equality in Viet Nam.
- Gender PCG, in particular, has been recognized for their effective coordinated supports, especially in strengthening the national policy framework, implementing CEDAW, strengthening the implementation of international human right treaties, commitment to work towards gender equality and women's empowerment for the achievement of the Millennium Development Goals and sustainable democratic governance in Viet Nam.
- UN Agencies have assisted the Ministry of Labour, Invalids and Social Affairs (MOLISA) – as the responsible national agency for the Gender Equality Law to develop a National Strategy on Gender Equality and to strengthen its capacity to coordinate with other line ministries to design and implement the Strategy.
- With UN's support, MOLISA has gained more experience in organizing dialogues on national programmes and policies on gender equality and the empowerment of women with government and other stakeholders working

on gender equality including NGOs, academic institutions and government agencies at the national and sub-national levels. The UN has also provided technical assistance to the Department of Social Affairs (DSA)/ Committee on Social Affairs, National Assembly Office for a pioneering project that supports the development of mechanisms to increase gender mainstreaming in the Vietnamese legislative process.

- There is evidence for effective activities to promote gender equality through communications activities at the meso and macro levels. Under the One UN Initiative, UN Communications Team was established to support various joint campaigns and send out joint messages. The collaboration between Gender PCG and the UN Communications Team has been fruitful, as evident in a variety of joint publications, advocacy materials, events, which makes the works of the UN in Vietnam more coherent and gives a larger visibility to the UN's contribution on gender equality.
- Since the gender audit in 2008, the UN has supported better coordination and collaboration on gender issues through the Gender Action Partnership, a forum for representatives of the government, donor, and UN agencies, mass organizations, civil society organizations, and academic institutions to share and discuss gender concerns and challenges and plan for and coordinate an effective response. Therefore, the UN in Viet Nam has been recognized by different stakeholders as a major force contributing to the promotion of gender equality.

2.2. Weaknesses

There are some weaknesses identified in promoting gender equality within the UN in Viet Nam:

- The information-sharing system with key stakeholders needs improvement. For instance, national counterparts, donors and NGOs commented that in some cases they are consulted at later stage when it is too late to make any change, or they are given little time to provide comments and feedback on the UN's documents. This is largely because of the inclusive procedures that PCGs have to go through before they can share information with partners.
- The One Plan 2012-2016 needs to be more gender sensitized. Gender sensitive terminology need to be incorporated in One Plan 2012-2016 formulations and avoid the usage of gender blind terms. For example, the draft One Plan 2012-2016 adopts the term "the most vulnerable and disadvantaged groups" (17 out of 45 Outputs use this term). The frequent use of this gender blind and broad term risks the Outputs being less specific and relevant.

- Capacity gaps nationally and in UN agencies need to be clearly identified, and develop training program on methodologies of socio-economic and gender analysis applicable for Vietnam context;
- Gender mainstreaming in some PCGs is limited for two main reasons. Firstly, these PCGs need to be better structured. They work on a wide range of issues and do not meet regularly. It is a challenge for GFPs to support these PCGs in gender mainstreaming. Secondly, even GFPs have a clear role they lack of adequate capacity to carry out their work; their TOR for gender mainstreaming needs to be revised based on the concept and methods for mainstreaming gender equality².
- PCGs' TOR needs revision and clearly focused on gender mainstreaming: PCGs/GFPs in all areas should understand that the work of such gender sensitive professionals do not require additional time allocation for 'gender related' activities; PCGs/GFPs should be equipped with specific methodological tools on promoting gender mainstreaming within the work in their sectors, including clear steps on 'how to'.
- Some PCGs concern was that PCGs are not in decision-making positions, this limits advocacy for gender mainstreaming at national level and their support for GFPs. Suggestion was to engage senior gender adviser to ensure that One Plan 2006-2010 and Joint Programmes are gender responsive and to monitor this work; Senior Gender Adviser responsibilities to include involvement in needs assessment, program concept development, ensure actions take towards gender equality with adequate budget allocations, targets and indicators, and an engendered M&E framework and reporting process; coordinate capacity building with the focus on gender analysis in all national counterparts, including ministries;
- There are some senior managers who admit that their understanding of gender mainstreaming is limited, and it is still a tendency to equate programming that addresses specific women's issues. While there has been improvement in capacity development for UN staff to mainstream gender in their work, some PCGs commented that gender trainings are still at the introductory level, which does not attract the participation of middle and senior staff.
- Gender-sensitive budgeting remains a challenge to the UNCT in Viet Nam. According to the GMS, there should be some groundwork done in 2010 and 2011 so that the budgeting system will be introduced in the new One Plan.

² Toolkit on Mainstreaming Gender equality in Development Cooperation.
<http://www.ec.europa.eu/europeaid/sp/gender-toolkit/en/pdf/>

2.3. Average score per dimension

No.	Dimension	Average score
1	Planning	4.0
2	Programming	4.0
3	Partnerships	3.3
4	Policies and capacities	4.3
5	Decision-making	4.0
6	Budgeting	3.0
7	Monitoring and evaluation	3.0
8	Quality control and accountability	4.0

2.4. Good practices in gender mainstreaming

Throughout the Gender Scorecard exercise, the following good practices have been identified:

- The establishment of a PCG on gender has strengthened coordination and common action to achieve gender equality and women's empowerment commitments in the One Plan. The PCG's annual work plans reflected joint planning, implementation, advocacy (One Voice), mobilization of expertise and resources to advance gender equality agenda (via sub-working groups on GBV, gender mainstreaming, Joint Programme Taskforce monthly meeting, Gender Action Partnership (GAP), joint missions, etc.) Specifically, the PCG has made joint efforts to prevent domestic violence through the development and implementation of the national communication campaign through JPGE. The coordinated efforts from Gender PCG have contributed to gender mainstreaming in key policy documents of different line ministries, e.g. National Strategy on Gender Equality, National Strategy on HIV/AIDS Prevention, National Strategy on Population and Reproductive Health.
- A forum for different stakeholders established to discuss and provide strategic supports to gender equality and women's empowerment in Viet Nam. Established in 1999, Gender Action Partnership (GAP) has been strengthened by the UN since 2008. GAP is a forum for representatives of the government, civil society organizations, international donor organizations, UN Agencies, mass media organizations, academic institutions to share and discuss gender concerns and challenges, plan and coordinate and effective response. Meetings are held regularly, providing continued discussions between the Government and other stakeholders to achieve common goals on gender equality and women's advancement in Viet Nam.

- In addition to supporting General Statistics Office develop new “Gender Indicator System,” the UN has invested resources in developing sex-disaggregated data and analysis of these data. Key findings were successfully integrated into the government’s official documents.

Appendix A: Documents Reviewed

No.	Documents
1	Scorecard User's Guide
2	One Plan II
3	OPMP
4	UNCT Budget
5	Joint Country Analysis
6	UN Synthesis Report
7	Draft One Plan 2012-2016
8	UN Gender Audit
9	UN Gender Mainstreaming Strategy
10	Update reports on Gender Mainstreaming Strategy implementation (from 2008)
11	UN Stakeholder Survey 2008
12	UN Staff Survey 2008
13	UNDG UNDAF Guidance
14	PCG Annual Reports 2008, 2009, 2010
15	PCG Guidelines and Generic TOR
16	National Strategy for Gender Equality
17	CEDAW Concluding Comments
18	Socio-Economic Development Plan and Strategy (draft)
19	One UN Annual Reports 2008,2009
20	OPFMAC Allocation Criteria and Guidance
21	Management Response: Country-Led Evaluation of the Delivering as One UN Pilot Initiative in Viet Nam (2010)
22	Final Report of independent Country-Led Evaluation
23	Delivering as One on Gender Report 2008
24	UN Viet Nam Annual Reports
25	GUIDANCE NOTE: PCG Annual Review, Reporting and Planning Process 2010-2011
26	Mid-term evaluation report of Joint Programme on Gender Equality
27	Hanoi Conference 2010
28	TOR for Gender Focal Points
29	Profile of key sex-disaggregated indicators (2009)
30	Feedback from Cross-Cutting Issues Quality Assurance Panel
31	Gender PCG's Terms of Reference
32	Terms of Reference for Cross-Cutting Issues Quality Assurance Panel
33	M&E Working Group's Terms of Reference
34	Gender Expert Rosters

Appendix B: List of Key Informants

No.	Name	Title
1	Mr. Dao Huy Giap	Sustainable Development PCG Secretariat Science Program Coordinator, UNESCO Hanoi Office
2	Mr. Filip Lenaerts	Education PCG Secretariat Education Specialist, UNESCO Hanoi Office
3	Ms. Suzette Michelle	Gender PCG Co-convenor Country Representative, UN Women Vietnam
4	Ms. Ingrid FitzGerald	Policy Specialist, Resident Coordinator Office
5	Mr. Le Van Son	HIV PCG Secretariat UNAIDS, UN Women
6	Ms. VuongThiHanh	Gender and Community Network (GENCOMNET) Director, Center for Education Promotion and Empowerment of Women
7	Ms. Le Thi Qui	Director, Network for Empowerment of Women
8	Mr. Nguyen Phong	Director, Social and Environmental Statistics Department General Statistics Office, Ministry of Planning and Investment
9	Ms. Nguyen ThiThanhHuong	Senior Development Officer Canadian International Development Agency, Government of Canada
10	Ms. Tran Nam Binh	Head of General Economic Affairs Division, Department for Multilateral Economic Cooperation Ministry of Foreign Affairs
11	Ms. Nguyen ThiDieu Hong	Senior Expert, Gender Equality Department Ministry of Labor, Invalid and Social Affairs
12	Ms. Patricia Barandun	Governance PCG Secretariat Assistant Country Director, Head of Governance Unit, UNDP Vietnam
13	Ms. Nguyen Van Anh	Domestic Violence Prevention Network (DOVIPNET) Founder, Center for Studies and Applied Sciences in Gender- Family- Women and Adolescents
14	Ms. Le Hong Giang	Deputy Director, Center for Studies and Applied Sciences in Gender- Family- Women and Adolescents
15	Ms. Than ThiThienHuong	Social Development Sector Manager Department for International Development Vietnam, British Embassy
16	Mr. Pham Ngoc Tien	Director, Gender Equality Department Ministry of Labor, Invalid and Social Affairs
17	Ms. Hoang Thi Thu	Expert, Gender Equality Department

	Hien	Ministry of Labor, Invalid and Social Affairs
18	Mr. Duong Van Dat	Health PCG Secretariat Reproductive Health Manager, UNFPA
19	Mr. Miguel Coulier	Disaster Management PCG Secretariat International Facilitator, UNDP-UNV
20	Mr. Ian Wilderspin	Disaster Management PCG Secretariat Technical Specialist, UNDP
21	Ms. Caroline den Dulk	Manager, UN Communications Team
22	Mr. Paul Quarles van Ufford	Social Policy PCG Secretariat Chief, Planning & Social Policy, UNICEF Vietnam
23	Ms. Katherine Muller-Marin	Representative and Head, UNESCO Hanoi Office
24	Ms. Pham HoaiGiang	Chief, International Cooperation Department Women's Union
25	Mr. JordiGalbe Lopez	Programme Director- Bilateral Cooperation & NGOs AECID. Spanish Technical Office in Vietnam Embassy of Spain in Vietnam
26	Mr. Eamonn Murphy	Country Director, UNAIDS
27	Mr. John Hendra	UN Resident Coordinator
28	Mr. Bruce Campbell	Representative, UNFPA Viet Nam
29	Mr. AlwinNijholt	Planning/M&E Advisor, Resident Coordinator Office