



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

April 2012

Narrative Report



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Table of Contents

1. Introduction	4
1.1 Gender Scorecard of the UNCT in Maldives	4
2. Background to the Scorecard	4
3. Methodology	5
3.1 The Scorecard dimensions and indicators	5
3.2 How dimensions are rated	6
4. Data sources analysed	7
4.1 How data were analysed	7
5. Challenges	7
6. Key Findings	9
6.1 Strengths	9
6.2 Weaknesses	10
6.3 Average score per dimension	12
7. Areas of opportunity	12
8. Good practices in Gender Equality and Women's Empowerment	12
9. Recommendations for action	13
 Annexes	
Annex 1: Background information to development of the Scorecard	15
Annex 2 List of interviewees	18
Annex 3 Key source documents	20
Annex 4 Other key source documents used by the consultant	21

Abbreviations

CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CSO	Civil Society Organisation
GBV	Gender-Based Violence
GFP	Gender Focal Point
GTG	Gender Thematic Group
HRBA	Human Rights Based Approach
HRCM	Human Rights Commission Maldives
JPGE	Joint Program on Gender Equality
MFDR	Management for Development Results
UNCT	United Nations Country Team
UNDG	United Nations Development Group

1. Introduction

1.1 Gender Scorecard of the UNCT in Maldives

The *UNCT Maldives Performance Indicators for Gender Equality and the Empowerment of Women* (Scorecard) establishes an accountability framework for assessing the effectiveness gender mainstreaming by the Maldives' UN Country Team (UNCT).

The purposes of the Scorecard are:

- To assist the Maldives' UNCT in identifying areas in which they are meeting or not meeting minimum standards.
- To stimulate a constructive dialogue within the UNCT about the current status of gender mainstreaming and how it can be improved.
- To identify where technical assistance can support the achievement of minimum standards.
- To share good practice in supporting national priorities for gender mainstreaming.

2. Background to the Scorecard¹

UN Member States including the Maldives have made visionary commitments concerning achievement of Gender Equality and women's empowerment at the national level.² All UN organisations in the Maldives have policies and/or strategies to enhance their contributions to and support of Gender Equality and women's empowerment. In the context of UN reform, enhancing overall performance of the Maldives UNCT on Gender Equality and women's empowerment is vital.

Reviews undertaken by the undg Task Team on Gender Equality affirmed that there has been notable progress in the reflection of Gender Equality in planning documents, and that innovative programming is being spearheaded by many UN organisations. However, systems and tools to measure progress against stated goals, and accountability functions, need to be strengthened. The Scorecard is intended to assist UNCTs in filling this gap.

The Scorecard is focused on the performance of the UNCT, rather than the performance of any one UN organization. It intends to provide an assessment of what the UN as a whole

Accountability mechanisms for gender mainstreaming across the UN system

The Scorecard is one of three system-wide accountability mechanisms introduced in the UN. The other two mechanisms are standards for the *System-wide policy and strategy on gender equality and the empowerment of women*, with a focus on agency HQs; and a results based framework for planning and reporting on Security Council resolution 1325 (2000) on Women, Peace and Security. Development of the Scorecard has been coordinated with these other initiatives.

¹ See Annex 1 for further information.

² With commitments ranging from agreement on the Beijing Platform for Action, to the UN Convention on the Elimination of All Forms of Discrimination Against Women, to the Millennium Development Goals, including Goal 3: 'Achieve Gender Equality and Women's Empowerment.'

contributes to gender mainstreaming and consequently to the promotion of Gender Equality. It is intended to complement existing accountability frameworks (see upper Box). The main focus of the Scorecard is on strategies and processes – that is gender mainstreaming - rather than development results. Achievement of development results on Gender Equality and women's empowerment must be led by national partners, with support from the Maldives UNCT.

In April 2012, UN Women on behalf of the UNCT hired an international consultant to elaborate the first Gender Equality Scorecard for the Maldives UNCT.

This document contains the findings of an exhaustive exercise that included a comprehensive desk review and around 20 interviews with UNCT members and national counterparts.

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.

3. Scorecard methodology

The Maldives Scorecard 2012 is based on a background literature review, a review of a number of similar initiatives, and substantial interaction with UNCT agencies. Development of Scorecard dimensions, phrasing of the explanation of dimensions – the performance indicators, and the rating system, went through a review by the UN Gender Equality Task Team and it has been used in several other countries.

The performance indicators included in the Scorecard were drawn from international mandates on Gender Equality and the empowerment of women, and UNDG guidance. The source for each indicator is provided in the left hand column of the Scorecard, and these sources are outlined in point 4 of this document. The Scorecard indicators are not meant to supersede individual UN organisation indicators. Rather, the Scorecard was developed based on a review of what exists, consolidated and built on indicators used by a number of UN organisations, and has developed new indicators where none existed.

3.1 The Scorecard dimensions and indicators

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 following Table explains the Scorecard columns³.

Dimensions	Definition	Rating
<p>Dimensions refer to the overarching area which needs to be assessed.</p> <p>This column also includes the source of the indicator that is the institutional mandate from which the indicator was developed.</p>	<p>This provides the indicators against which the Maldives UNCT is assessed.</p>	<p>A numerical score is given, as below.</p> <p>5 = exceeds minimum standards 4 = meets minimum standards 3 = Needs improvement 2 = Inadequate 1 = Missing 0 = not applicable</p> <p>It includes reviewer comments as to why a particular rating was made, and the evidence base such as interviews and documents reviewed.</p> <p>As an added value to this exercise, the international consultant has added some comments or recommendations on possible ways to improve some indicators, where applicable.</p>

3.2 How dimensions are rated

- **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.

³ UNCT Performance Indicators for Gender Equality. User's Guide. February 2008. UNDP.

- **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.

4. Data sources analysed for the Maldives UNCT Scorecard 2012

- A complete list of reviewed documents can be found in Annexes 3 and 4.
- Nearly 20 interviews were conducted with senior members of the UNCT, HoA, GTG Chair, Maldivian NGOs and government counterparts

4.1 How data were analysed

The rating assigned was included in the final column of the Scorecard. The average score for each Dimension (planning, programming etc.) was included in this narrative report (see point 6.3). The average score for each Dimension was calculated by adding the ratings for that Dimension, and then dividing by the number of elements in each dimension (e.g. in Dimension 1, planning, there are five elements, 1a-1e).⁴

The Scorecard was not developed with the intention of producing a composite rating for the Maldives UNCT, because of the issue of weighting the different Dimensions. Further analysis across Dimensions should be carried out by the Maldives UNCT at the regional and country level. This will allow an assessment of how the UN is performing overall, as well as regional/country strengths and weaknesses in relation to gender mainstreaming.

5. Challenges

The current political situation of the Maldives has not allowed the government to properly define the role of the women's machinery and to provide it with the required resources to accomplish its mandate.

On 7 February 2012, President Mohamed Nasheed resigned from power. The Vice President Dr. Mohamed Waheed Hassan Manik was sworn in shortly after as the new President of Maldives in front of the Chief Justice and the Speaker of Parliament. The resignation came after 21 days of protests and clashes between the Police and opposition supporters, sparked by the arrest of the Chief Judge of the Criminal Court and a peaceful sit-in by the Police who demanded that they not be given orders that are unconstitutional. The following day, former President Nasheed and his party (Maldives Democratic Party) declared the transition a coup d'état and passed a party resolution to bring down President Waheed's government. Violent protests in Addu and in Male immediately followed. Immediately after being sworn in, President Waheed declared that he would be setting-up a government of national unity. Appointments to the Cabinet have been deliberately slow to give the MDP the opportunity to be part of the government.

⁴ For 5a, 'Gender Theme Group coordinator is part of UNCT Heads of Agency group', which requires a yes or no response, rate '4' for yes, and '0' for no.

In spite of the fact that the UN plays a central role in bringing together key national and international partners working to promote Gender Equality in Maldives, some elements have jeopardised success in the UNCT strategy to mainstream Gender Equality and women empowerment

For instance, the overall finding is that the government counterpart's women's machinery lacks of adequate resources. Despite a strong advocacy role to lobby for increased capacity of the women's machinery in the Maldives displayed by the RC and UNCT, the government has not responded adequately by directing resources to its women's machinery. In addition, efforts displayed by the UNCT in the last two years were not consolidated due to the political instability circumstances in the country. A great example of this is the fact that in 2011 the UNCT successfully lobbied the government to appoint Gender Equality and Women's Empowerment Focal Points in all ministries. Nevertheless, with the sudden change in the Maldivian government, neither the ministers nor the focal points remained in their positions.

In addition, two other significant challenges are faced by the UNCT in Maldives in order to properly address and mainstream Gender Equality and Women's Empowerment:

In the first place, it constitutes a challenge to understand the social grounds that are determining the role of men and women in the current Maldivian society. It is difficult to find studies or research partners in the Maldives that can provide analysis on Gender Equality patterns.

Amongst the concerns about the current Maldivian society highlighted by some of the respondents from the UNCT, government counterparts and NGOs interviewed are: i) a radicalisation of the way some people understand religion and its implications in the roles of women; ii) a new wave of radicalisation in the way men understand the role of women; and, iii) conservative thinking in strategic political spheres.

During the process of the Scorecard, many respondents shared the idea that the Maldives is a "different country" than the one it was less than a decade before. They believe that men started to have a new understanding of the role that women 'can' play within the Maldivian society.

"Before, women were not as restricted as they are now"; "Men now, are asking women to stay at home"; and, "many women are forced to use a hijab"; are just some examples of the series of responses about how the roles of men and women are evolving in the Maldivian society.

In addition, members of the UNCT and respondents from the government counterpart and NGOs shared the idea that many strategic positions were recently occupied by "very conservative" people.

They also shared the idea that religious associations and NGOs are equipped with all types of resources and continuously active, supporting a more conservative thinking amongst society and particularly men.

Whilst these responses do not constitute a scientific evidence of any change in the roles of women, there are not any studies, research or data that provide a clear understanding of the situation of Gender Equality in the Maldives.

This is the real challenge that the UNCT has to overcome. There is a need of a thorough analysis of the state of women and Gender Equality in the Maldives to allow policy dialogue, policy making and programming to be updated, efficient and adequate.

This analysis is important to clearly understand how can the UN Agencies properly address current circumstances and plan an opportune strategy to contribute to the strengthening of the government institutions and civil society and to the development of the Maldives with a very clear Gender Equality scope.

In the second place, a very young –weak- civil society with nascent institutions and NGOs constitute another challenge.

A strong civil society is important to activate mechanism and policy dialogue toward an integral governmental response to address Gender Equality Issues and Women's empowerment in the Maldivian society.

The UNCT needs to clearly map this civil society and find its strengths and weaknesses that can represent a barrier or an area of opportunity to mainstream Gender Equality and Women's Empowerment.

6. Key Findings

6.1 Strengths

- **Adequate Planning:** The promotion of Gender Equality plays a central and defined role in the UNDAF 2011-2015. The development of this document was based on evidence, in-depth research, and lessons learnt from the UNDAF 2008-2010 and the Maldives UN Situation Analysis 2010 and the Common Country Assessment 2007. It is also planned to improve the monitoring and evaluation of the new UNDAF through introducing gender-sensitive indicators, using sex-disaggregated data.
- **Capacity constantly strengthened:** The gender mainstreaming capacity of the UN has been strengthened. Following the appointment of a Gender Expert at the UNCT level and by the development of the Guideline for Mainstreaming Gender Equality and Social Inclusion in UNDAF Action Plan and UN Programmes, UN Maldives in July 2010.
- **Governments recognition of the UNCT work:** The UNCT and the UNDAF 2011-2015, have been recognised by the government 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 Maldives.

- **Continued support from the UNCT to the government:** UN Agencies have assisted the Maldivian government in a Domestic Violence bill approved in April this year. The bill focuses on three major areas – access to justice, prevention and protection-- making domestic violence illegal, and mandating authorities to preventing it from occurring and providing justice to survivors of domestic violence and abuse.

6.2 Weaknesses

There are some weaknesses identified in promoting Gender Equality within the UN in Maldives:

- **Accomplishment needed:** A year after the UNDAF period started, some non-resident agencies are not accomplishing their commitments made for this core document and for the UNDAF Annual Plan.
- **Gender planning at UNDAF level:** Two entire Outcomes of the UNDAF and UNDAF Action Plan are almost Gender Blind: Outcomes 5 (MARPs and Vulnerable Populations) and 8 (Environment Management and Water and Sanitation).
- **Recent inclusion of the Gender Equality Concept:** Another issue faced by the UNCT in Maldives is the fact that Gender Equality and Women Empowerment is a fairly new achievement. Gender Equality was included for the first time in the UNDAF 2011-2015. Therefore, whilst the UNCT exceeds minimum standards in the Planning dimension, it still has to make several improvements in the rest of the dimensions.
- **Potential partnership underdeveloped:** 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. Additionally, the UNCT needs to be more inclusive with all NGOs (and beneficiaries) in the specific issue of Gender Equality and Women's Empowerment.
- **Need of a knowledge system:** A knowledge sharing system within the UNCT needs to be developed. This can start with an inventory of documents and tools for Gender Equality and women's empowerment and with a scheme for a continuous and permanent review and access from all staff. In addition, access to information on Gender Equality within the UNCT is not ready. It is extremely difficult to find out the progress of initiatives, the status of a programme, etc.
- **Lack of current/updated research:** The UNCT lacks of a document clearly mapping capacity gaps. Capacity gaps nationally and in UN agencies need to be clearly identified, and develop training programmes on methodologies of socio-economic and gender analysis applicable for Maldivian context.

- **Underdeveloped Intellectual infrastructure:** It is a challenge for Gender Focal Points (GFPs) in the agencies and for the Gender Theme Group (GTG) to support activities in gender mainstreaming because:
 - The GTG should be a permanent consultation group with access to resources and consulted in executive decisions made by the HoA. The idea is to conform a GTG with an updated and holistic information and that is able to support, inform, strengthen or change executive decisions in Gender Equality and Women's Empowerment.
 - There is not any document to guide the GTG and its work.
 - The GFPs and members of the GTG lack of training, direction and specific ToRs.
 - When 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 Equality⁵.
- GTG members/GFPs in all areas should understand that the work of such gender sensitive professionals do not require additional time allocation for 'gender related' activities; GTG members/GFPs should be equipped with specific methodological tools on promoting gender mainstreaming within the work in their sectors, including clear steps on 'how to'.
- Most GTG members and GFPs are not in decision-making positions, this limits advocacy for gender mainstreaming at national level and their support for National GFPs.
- **Gender Equality as a relatively new concept in the government:** Overall, most Government Gender Equality policies are relatively new and need a good monitoring system to address the lapses and gaps in implementation. Programme monitoring, using sex-disaggregated data, is not yet in place that will inform a gender analysis of impacts of policies, programmes and services.
- **Better accountability:** Although mainstreaming of Gender in SAP RFs and Evaluation Frameworks is identified, no one is held accountable to ensure gender mainstreaming.
- **Development of existent tools:** 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). In addition to that, this guide lacks of comprehensive advice on how to build a gender-sensitive budget system that allows for effective tracking and accountability amongst agencies. The results are evident: in the UNDAF Action Plan is not possible to identify specific actions linked to the budget. Therefore, the Planning dimension is not coherent with the implementation and accountability

⁵ Toolkit on Mainstreaming Gender equality in Development Cooperation.
<http://www.ec.europa.eu/europeaid/sp/gender-toolkit/en/pdf/>

one when it comes to budget implemented towards Gender Equality and Women's Empowerment.

- **Lack of a gender-sensitive budget:** 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 cent of the UNDAF 2011-2015 budget. 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.

6.3 Average score per dimension

No.	Dimension	Average score	Dimension rate
1	Planning	3.7	Needs improvement
2	Programming	3.4	Needs improvement
3	Partnerships	2.3	Inadequate
4	Policies and capacities	3.3	Needs improvement
5	Decision-making	2.0	Inadequate
6	Budgeting	2.2	Inadequate
7	Monitoring and evaluation	2.0	Inadequate
8	Quality control and accountability	4.0	Meets minimum standards

7. Areas of opportunity

- The government has announced the creation of a new ministry to give dedicated attention to Gender Equality and Women's empowerment. This is an obvious area of opportunity that can be used to leverage policy dialogue on this issues, redesign the UNDAF and its Outcome 15 and agree new commitments with the government.
- The LECRED project is a multimillion effort that contains numerous areas of opportunities to mainstream Gender Equality that can be used as examples of good practices to use in an advocacy agenda with the government counterpart. Examples of areas of opportunities include energy efficiency, agriculture and household spending components within the LECRED initiative.
- This Scorecard and its recommendations, can be used as a tool for fundraising with donors that support these type of projects (e.g. the Danish Ministry of Foreign Affairs, DANIDA; and the Norwegian government)

8. Good practices in Gender Equality and Women's Empowerment

The Maldives UNCT has a number of good experiences in Gender Equality and Women's Empowerment. Amongst these experiences, it is opportune to highlight:

- The appointment of Ministerial Gender Focal Points.
- A Domestic Violence (DV) bill was proposed many years ago and a draft bill had existed for several years. The DV bill is the first legislation of its kind in the Maldives, recognising at State level the existence of domestic violence in the Maldivian society and the need to address this as a serious social issue. The bill was proposed by the opposition party and was supported by the government. Throughout the process, all UN Agencies particularly UNFPA and civil society members advocated for the passage of this bill and provided comments to the ad-hoc committee at the Parliament. This is a good example of how issues of common concern can yield positive results despite political tensions in the country.
- The Gender Advocacy Working Group (GAWG) was formed as a UNFPA initiative to network with like minded people from other organisations. The GAWG have had many successful advocacy events and media appearances to lobby for Gender Equality and non-discrimination. The 16 days of activism to eliminate violence against women in 2011 was marked as a collaborative effort and a 500km collective run was organized to raise awareness on violence against women.

9. Recommendations for action

Four main recommendations are made by the International Consultant that elaborated the Scorecard 2012

1. The UNCT requires commencing a research exercise to develop a comprehensive analysis of the current situation of the roles of women and men in the current Maldivian society. The analysis needs to identify risks and current gender gaps.
2. The UNCT needs a holistic country strategy to properly and timely address issues related to Gender Equality and Women's Empowerment making appropriate use of advocacy and policy dialogue with an efficient use of resources.
3. The UNCT has an in-house expert. It is recommended to keep, strengthen and further develop that expertise.
4. The UNCT needs to develop an internal system to strengthen Gender Equality and Women's Empowerment:
 - a. Knowledge sharing,
 - b. Gender database,
 - c. System of budget-reporting-tracking,
 - d. System of accountability.

Other general recommendations made by the consultant include:

Given the current circumstances and all the issues mentioned points 5 and 6.2, it is strongly recommended to develop an Advocacy Strategy for Gender Equality and Women Empowerment. This strategy should consider the use of new technologies and an external communications and a social media chapter.

UNCT can additionally make efforts to:

- elaborate a situation analysis of women within vulnerable groups in the Maldives.
- advocate to make sure all the agencies accomplish their commitments written within the UNDAF.
- develop a budget system that allows for appropriate tracking (e.g. consolidated matrix).
- develop a Gender Equality M&E system and assign resources for the government counterparts so they develop their own systems.
- strengthen the M&E UNCT Thematic Group. The group requires training on how to develop indicators and baselines in Gender Equality and Women's Empowerment.
- implement and follow up the tools contained in the "Guideline for Mainstreaming Gender Equality and Social Inclusion in UNDAF Action Plan and UN Programmes, UN Maldives", developed in July 2011. This tool can be used to review the Un Agencies' core documents (gender audit).
- develop a knowledge sharing system that allow documentation of good practices and lessons learnt. This could be done by a folder in the share drive of each agency and the RC office. The "Gender" folder should contain a holistic database on Gender Equality and Women's Empowerment.
- strengthen the GTG allocating a budget for research, knowledge sharing and training for UNCT agencies and implementing partners.
- develop a gender experts roster.

Annexes

Annex 1: Background Information to development of the Scorecard

Development of the Scorecard follows from the 59th Session of the UN General Assembly, where Member States, in adopting the Triennial Comprehensive Policy Review (TCPR) of Operational Activities for Development of the UN System (UN 2005: 13) called on all UN organisations to:

mainstream gender and to pursue Gender Equality in their country programmes, planning instruments and sector-wide programmes and to articulate specific country-level goals and targets in this field in accordance with the national development strategies.⁶

Further, ECOSOC Resolution 2004/4 - *Review of Economic and Social Council agreed conclusions 1997/2 on mainstreaming the gender perspective into all policies and programmes in the United Nations system* requested: ‘the Secretary-General to ensure that all United Nations entities develop action plans with time lines for implementing the agreed conclusions 1997/2, which address the gap between policy and practice identified in the Secretary-General’s report, with a view to strengthening commitment and accountability at the highest levels within the United Nations system as well as to establishing mechanisms to ensure accountability, systematic monitoring and reporting on progress in implementation.’

As a direct follow-up to the TCPR, and to ensure a comprehensive response to many of its recommendations, the UN Development Group (UNDG) created a Task Team on Gender Equality as a sub-group of the UNDG Programme Group. The goals of the Task Team are: to support more consistent and coherent action among UNDG member agencies to mainstream Gender Equality and promote women’s empowerment at the country level; and to ensure that Gender Equality and women’s empowerment are mainstreamed into the wide range of tools and processes that emerge from the UNDG for use by UN Country Teams (UNCTs).

In 2006 the UNDG Task Team on Gender Equality commissioned a background paper on accountability mechanisms in UNDG agencies. This paper⁷ reviewed accountability for programming in support of Gender Equality in ILO, UNDP, UNFPA, UNICEF, and WFP⁸ and found that:

A common understanding of how to apply gender mainstreaming in UN operational activities is needed. This is because if there is no agreement on what

⁶ UN (2005) *Resolution adopted by the General Assembly. 59/250. Triennial comprehensive policy review of operational activities for development of the United Nations system*. New York: A/RES/59/250.

⁷ <http://www.undg.org/search.cfm?x=0&y=0&by=keywords&q=tony+beck&country>

⁸ The four ExCom agencies were chosen, along with ILO because of their well-recognized work on gender audits.

constitutes a minimum level of actions to support Gender Equality, how will it be possible to hold agencies and UN Country Teams accountable for this? Reaching agreement across agencies on what constitutes a minimally acceptable performance to support Gender Equality, through an agreed set of indicators, would contribute to stronger guidance and accountability.

Subsequently this background paper was endorsed at the undg Principals' meeting in July 2006, where agreement was reached on development of a UNCT-level 'Accounting for Gender Equality' Scorecard that sets minimum standards for UNCTs to assess their performance, and to identify gaps and progress across the system.

General background to scorecards

The use of scorecards for strategic planning originated with the concept of the Balanced Scorecard in the early 1990s - planned to enable businesses to turn their vision and strategies into action⁹, and currently considered one of the most important business planning tools. Instead of measuring performance by financial outcomes alone, the Balanced Scorecard incorporates four perspectives: financial; business process; learning and growth; and customer perspective. The intention of moving beyond financial information was to provide managers with richer and more relevant information about activities they are managing. Over time the design of Balanced Scorecards evolved to include causal links between an organization's strategic goals and the four perspectives; causal links between strategic objectives within the different perspectives; and the inclusion of a Destination Statement, which acts as a final check on objectives, measures, and targets chosen in the development of a scorecard¹⁰. However, these authors argue that since the initial task of designing a scorecard is challenging: 'many management teams are persuaded to use less demanding design processes, with the result that perhaps a majority of Balanced Scorecards fail.' (ibid: p.5). Some of the challenges of developing a scorecard are the process of choosing specific measures to report, and clustering – deciding how to group measures into perspectives.

Scorecards in the public sector

Like many evaluation and strategic planning tools, the scorecard concept has been picked up on by the public sector. In the public sector, including the UN, management consultants are increasingly brought in to improve strategic planning. The UNDP Balanced Scorecard for example uses many of the techniques introduced in the original scorecard concept, including destination statements. However, in the public sector, at least among development agencies, scorecards appear to have been used more for monitoring and evaluation than for planning – that is for 'keeping score' in the organization, rather than for planning and attempting to maintain a balance between

⁹ Arveson, P. (1998) *What is the Balanced Scorecard?* Balanced Scorecard Institute. Washington, D.C. Accessed on-line: January 17, 2007 <http://www.balancedscorecard.org/basics/bsc1.html>

¹⁰ Cobbold, I. and G. Lawrie. 2002. *The development of the Balanced Scorecard as a strategic management tool*. 2GC Conference Paper, mimeo

different organizational functions. Because of this, public sector scorecards often resemble a revised Logical Framework Analysis format. Below are three recent examples of gender scorecards.

The UNDP Gender Mainstreaming Scorecard¹¹ is to be completed by all Headquarters Bureaux, Regional Centres and Country Offices every six months. The Scorecard covers six areas: corporate commitments; implementation mechanisms; internal capacities; gender mainstreaming in the project cycle; accountability; and culture. In the scoring system for the Scorecard, UNDP uses a six-point scale, and has taken a mainly quantitative approach, with cut off points at 25, 50 and 75 per cent.

The UNDP's Rwanda Gender Audit Project¹² used a Balanced Scorecard to better understand the extent to which policies on Gender Equality were being incorporated into programmes and interventions, and to see if internal policies reflected the agency's commitment to Gender Equality. An anonymous questionnaire of all project staff was generated, and the Scorecard considered four perspectives: accountability to headquarters; internal operations and competences; innovation and learning; and reputation with partners, clients and constituencies.

UNESCO's *Scorecard on Gender Equality and Girls' Education in Asia 1990-2000*¹³ faced complex conceptual and data issues, particularly related to conceptualization, measurement, quality and accessibility of data. The scorecard was built around four measures that are considered indicators of girls' access to and retention in schooling: girls' net attendance rate at primary school; girls' survival rate over 5 years in primary schooling; girls' secondary net enrolment rate; and the country gender development index. Despite the methodological constraints, it was concluded that the Scorecards generated some useful insights with regards to the MDG achievements.

¹¹ UNDP (2006) *Gender Mainstreaming Scorecard*. New York: mimeo.

¹² UNDP (2006a) Rwanda Gender Audit Project, Internal Self-Assessment Questionnaire, mimeo.

¹³ UNESCO (2004) *A Scorecard on Gender Equality and Girls' Education in Asia 1990-2000*. Bangkok: UNESCO.

Annex 2 List of interviewees

The international consultant interviewed the following people:

Mr. Andrew Cox	UN Resident Coordinator & UNDP Resident Representative	UNRCO
Ms. Anna Liboro-Senga	Head of the RC Office/ Coordination Specialist	UNRCO
Laila Horton	LECRED Development Advisor	UNRCO
Ms Michiyo Yamada	Gender Specialist	UNWOMEN / UNRCO
Ms. Zeba Tanvir Bukhari	Representative	UNICEF
Mr. Ibrahim Naseem	M&E Officer	UNICEF
Ms. Mazeena Jameel	Senior Programme Specialist	UNICEF
Mr. Rune Dige Brandrup	International Programme Coordinator	UNFPA
Ms. Shadiya Ibrahim	Assistant Representative, (GTG chair)	UNFPA
Ms. Aishath Shahula Ahmed	National Project Coordinator	UNODC
Ms. Zindu Salih	Assistant Representative, Governance	UNDP
Ms Azusa Kubota	Programme and Operations Coordinator	UNDP
Mr Alejandro Ruiz- Acevedo	Coordination and Liaison Officer	UNOPS
Dr. Akjemal Magtymova	Representative	WHO
Ms. Mariyam Mohamed	Member of the Board of Directors	NGO Democracy House
	Member of the Board of Directors	NGO SHE
Ms. Rashida Yoosuf	Founder Member	NGO Hope for women
Mr. Ahmed Tholal	Vice President	HRCM
Mr. Ahmed Ameen	Director Commission Bureau	HRCM
Dr Aishath Rameela	Minister of State for Health and Family	Ministry of Health and Family

Ms. Mamdhoocha Ali	Assistant Director Family and Community Development Division	Department of Gender and Family Protection Services
Ms. Shirani Naeem	Senior Social Development Officer Family and Community Development Division	Department of Gender and Family Protection Services
Ms. Hafeeza Ali	Director General	Department of Gender and Family Protection Services
Ms. Aminath Nashia,	Director	Ministry of Finance/Department of Planning Government of Maldives
Ms. Fathimath Shafeega	Deputy Director	Ministry of Health/ Department of Women's Affairs Government of Maldives

Annex 3: Key source documents

1. 2011 Resident Coordinator/UN Country Team Annual Report: Introductory Letter
2. 2011 Resident Coordinator/UN Country Team Annual Report
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7. Maldives UNDAF Action Plan 2011-2015
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9. Maldives HDR 2009 Report
10. Country Fact Sheets for the Maldives
11. Government of Maldives' Common Core Document: Forming Part of the Reports of States Parties – Republic of Maldives". 16 February 2010
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14. Guideline for Mainstreaming Gender Equality and Social Inclusion in UNDAF Action Plan and UN Programmes, UN Maldives, July 2010.
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17. Maldives 2011 Application for fund from the United Nations Trust Fund to End Violence Against Women
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30. 2010 Work plan and Performance Appraisal Planning. RC/HC/DO and UNCT Work plan.
31. 2011 UNCT Maldives Annual Retreat.
32. UNDP Country Programme for Maldives (2011-2015).
33. UNICEF SPAP quarterly report1 2012.

Annex 4: Other key source documents used by the consultant

1. ECOSOC 2006. Resolution 2006/36 Mainstreaming a gender perspective into all policies and programmes in the United Nations system
2. ECOSOC 2005. Resolution 2005/31 Mainstreaming a gender perspective into all policies and programmes in the United Nations system
3. ECOSOC 2004 Resolution 2004/4 Review of Economic and Social Council agreed conclusions 1997/2 on mainstreaming the gender perspective into all policies and programmes in the United Nations system. E/2004/INF/2/Add.2
4. ECOSOC 1997 Agreed Conclusions 1997/2: Mainstreaming the gender perspective into all policies and programmes in the United Nations system.
5. TCPR. Triennial comprehensive policy review of operational activities for development of the United Nations system. A/62/424/Add.2, 18 December 2007.
6. UNDG. Common Country Assessment and United Nations Development Assistance Framework. Guidelines for UN Country Teams on Preparing a CCA and UNDAF. February 2007.
7. World Summit Outcome 2005 Resolution adopted by the General Assembly 60/1.