RESOURCE BOOK FOR MAINSTREAMING GENDER IN UN COMMON PROGRAMMING AT THE COUNTRY LEVEL

Contents

8. Gender Mainstreaming in UNDAF Results Monitoring, Reporting and Evaluation

Annex 1. Glossary
Annex 2. Key Resources

Abbreviations and Acronyms

AAAA	Addis Ababa Action Agenda
CBF	Common Budgetary Framework
CCA	Common Country Assessment
CEB	Chief Executive Board
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CSO	Civil Society Organization
CSW	Commission on the Status of Women
DaO	Delivering as One
DFA	Development Finance Assessment
DRR	Disaster Risk Reduction
ECOSOC	Economic and Social Council
GBV	Gender-based Violence
GEWE	Gender Equality and Women's Empowerment
GNA	Gender Needs Assessment
GRB	Gender-Responsive Budgeting
GTG	Gender Theme Group
HLCP	High Level Committee on Programme
HoA	Head of Agency
ICPD	International Conference on Population and Development
IFI	International Financial Institution
JGP	Joint Gender Programme
MAS	Management and Accountability System
MDB	Multilateral Development Bank
MDG	Millennium Development Goal
MDG-F	Millennium Development Goal Achievement Fund
M&E	Monitoring and Evaluation
NAP	National Action Plan
NGO	Non-Governmental Organization
NWM	National Women's Machinery
ODA	Official Development Assistance
PDR	(Lao) People's Democratic Republic
PGA	Participatory Gender Audit
PSG	Peer Support Group
QCPR	Quadrennial Comprehensive Policy Review
QSA	Quality Support and Advice
RBM	Results-based Management
RC	Resident Coordinator
SDGs	Sustainable Development Goals
SOPs	Standard Operating Procedures
SWAP	System-wide Action Plan
ToC	Theory of Change
ToR	Terms of Reference
UN-SWAP	UN System-wide Action Plan
UN	United Nations
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDAP	United Nations Development Assistance Plan
UNDG	United Nations Development Group
UNPAF	United Nations Partnership Framework
UNSCR	United Nations Security Council
UPR	Universal Periodic Review

Figures, Boxes and Tables

Acknowledgements

Since its initial development in 2014, the Resource book for mainstreaming gender in UN common programming at the country level has been a key knowledge product for UN staff, especially those supporting regional UNDGs and UNCTs in mainstreaming gender in the UNDAF.

Following the adoption of the 2030 agenda for sustainable development in September 2015, as well as the roll out of the new UNDAF guidance in February 2017, the UNDG embarked in the updating of the Resource Book. Its structure and content were revised to fully align with the SDGs, the new programming guidance to UNCTs, and the updated UNCT SWAP Scorecard. The document features updated checklists at the end of every section, drawing from lessons learned, as well as a new set of examples on gender mainstreaming across the various stages of the UNDAF.

Within the UNDG, the work was led by UN Women and UNFPA, who also provided funding for the update. Michele Ribotta, adviser at the UN System Coordination Division of UN Women, and Eva Johansson, adviser at the Gender, Human Rights and Culture Branch, Technical Division of UNFPA, coordinated the updating process. They ensured the inclusion of UNDG member entities in the exercise, and provided support and oversight to Annalise Moser, the gender and development expert who conducted the updating work and compiled the Resource Book.

Regional experts of UN Women and UNFPA ensured buy-in from regional UNDGs, providing substantive contribution and advise on the content update, and helping identify experiences and good practices from UNCTs across regions. They include, for UN Women: Elisabeth Diaz, Janneke Kukler, Florence Hamimi, Estela Bulk, Fumie Nakamura, Hulda Ouma, and Alethia Jimenez. For UNFPA: Neus Bernabeu; Ingrid Fitzgerald; Nigina Abaszade; Seynabou Tall; Enshrah Ahmed; Idrissa Ouedraogo;

At UN Women HQs, Ingrid Arno ensured communication with the Gender Equality Task Team, while Elwira Zych and Sooyeon Kim provided administrative support.

Brianna Harrison in UN DOCO provided advice and support during the final stages of the updating process.

1. Gender Equality in the 2030 Agenda for Sustainable Development

1.1 Introduction to the Resource Book

This Resource Book supports the prioritization and mainstreaming of gender equality issues in UN common programming processes at the country level, in the context of the 2030 Agenda for sustainable development, the Sustainable Development Goals, and the 2017 United Nations Development Assistance Framework (UNDAF) Guidance. Rather than providing prescriptive guidance, the Resource Book is intended as a practical knowledge tool based on existing guidance combined with field experiences, and as a resource for gender specialists and gender advocates who are responsible for mainstreaming gender into United Nations (UN) common programming processes at the country level.

Depending on the country context, this Resource Book aims to become a practical knowledge tool for: UN gender experts and gender focal points within UN organizations; regional gender advisors and experts (including members of peer support groups within regional UNDGs); members of UN gender theme groups, programme management teams and UNDAF outcome/results groups. It is intended to be used alongside the UNDAF Guidance and associated companion pieces.

Section 1 of the Resource Book provides an overview of gender equality as situated within the 2030 Agenda and the Sustainable Development Goals, the 2016 Quadrennial Comprehensive Policy Review, and especially the new features of the updated UNDAF guidance, as well as the concept of gender mainstreaming within the UN system. The remainder of the Resource Book addresses each of the key steps of the UNDAF process, with each section providing an overview of those steps, considerations for mainstreaming gender equality, and a checklist. Section 2 addresses the UNDAF roadmap; section 3 examines the UNDAF common country analysis; section 4 looks at the UN Vision 2030; section 5 considers the development of the UNDAF; section 6 addresses UNDAF financing; section 7 covers coordination and management arrangements; and section 8 considers UNDAF monitoring, reporting and evaluation. A glossary of key gender-related terms and a list of key resources are among the Annexes provided.

1.2 Leveraging the Global Normative Framework

2015 was a landmark year for gender equality. The 20-year review and appraisal of the Beijing Platform for Action provided a global assessment of progress on achieving gender equality, women's empowerment and the realization of women's human rights, as well as important lessons learned in order to accelerate the full and effective implementation of the Platform for Action. Member States also reached historic agreement on the 2030 Agenda for Sustainable Development (2030 Agenda), the Addis Ababa Action Agenda (the AAAA) on Financing for Development and the Paris Agreement on climate change. Gender equality and human rights commitments across these agreements are key, alongside previous commitments to eradicate poverty, reduce inequalities, build peaceful societies and ensure environmental sustainability and disaster risk reduction (DRR) through a process of transformative change across the humanitarian-development continuum in commitments such as the Sendai Framework, the landmark United Nations Security Council Resolution (UNSCR) 1325 and its successor resolutions (1820, 1888, 1889, 1960, 2106 and 2122) on Women, Peace and Security, and the commitments from the World Humanitarian Summit. Delivering on these promises will require anything but a 'business as usual' approach. In line with commitment to national ownership, the UN system is expected to support countries in the implementation of the **2030**

Agenda, including on the gender equality commitments across the 17 **Sustainable Development Goals** (SDGs).

Gender equality, women's rights and women's empowerment are essential ingredients in creating a more equitable and just world for all. The 2030 Agenda reaffirmed that gender equality is a condition *sine qua non* for sustainable development and, at the same time, an indispensable outcome of it. The UN system has a critical role to play in ensuring that a gender perspective is properly reflected in national development processes, and a responsibility to address gender equality thorough operational activities for development at the country level. The 2030 Agenda, along with its 17 SDGs, prioritizes the realization of gender equality and women's rights in a cross-cutting manner across its economic, social and environmental dimensions, along with the stand-alone goal on gender equality and the empowerment of women and girls (SDG 5). With the 2030 Agenda's shift to a multi-dimensional and integrated approach to development issues, there are opportunities to mainstream gender in a more holistic and systematic way.

A central and defining call of the 2030 Agenda is the commitment of Member States 'to leave no one behind', to 'reach the furthest behind first' and to address inequalities both within and between states. This requires the UN system to deepen its analysis to tackle the root causes of multiple discrimination and structural inequalities, as well as to promote the principles of equality and non-discrimination, including the concept of substantive equality, ensuring equality of outcomes and results for all groups of women and girls. This could include, for example, addressing structural barriers, reversing unequal distributions of power, resources and opportunities, and/or challenging discriminatory laws, social norms and stereotypes that perpetuate inequalities and disparities.[1] The Agenda positions the Beijing Platform for Action as a foundational framework, while the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW), remains central to the realization of women's human rights and the achievement of the 2030 Agenda. Other relevant instruments are also embodied in the Agenda, including human rights commitments and the International Conference on Population and Development (ICPD).

The sixtieth session of the Commission on the Status of Women (CSW60) adopted a comprehensive roadmap for the gender-responsive implementation of the 2030 Agenda. It reaffirmed that the full, effective and accelerated implementation of the Beijing Declaration and Platform for Action will make a crucial contribution to the implementation of the 2030 Agenda for Sustainable Development that will leave no one behind. It also acknowledged the vulnerability and marginalization that many women and girls experience owing to multiple and intersecting forms of discrimination, as well as calling upon the UN system to support the gender-responsive implementation of the 2030 Agenda, including through strengthening normative and policy frameworks, financing for gender equality and women's empowerment, and promoting leadership and women in decision-making as well as data and evidence strengthening.

1.3 The QCPR and Gender Equality

The **Quadrennial Comprehensive Policy Review**[2] (QCPR) gives guidance to the UN development system for ensuring greater coherence and integrated support across the SDGs; this is a key theme in terms of gender equality and the empowerment of women and girls, as these priorities cross-cut the majority of the SDGs.

---

[1] See Annex 1 for a definition of substantive gender equality.
[2] The QCPR is the primary policy instrument of the General Assembly to guide the operational activities for development of the UN System. For more information click here.

The 2016 QCPR (A/71/243) places strong emphasis on the fundamental importance of promoting gender equality and empowerment of all women and girls, noting the multiplier effect for achieving sustained and inclusive economic growth, poverty eradication and sustainable development. It calls upon all entities of the United Nations development system to continue to promote women's empowerment and gender equality by enhancing gender mainstreaming through the full implementation of the System-wide Action Plan (SWAP) on Gender Equality and the Empowerment of Women, as well as through the United Nations Country Team (UNCT) performance indicators for gender equality and the empowerment of women (the "scorecard")[3].

The QCPR also highlights the importance of gender-responsive performance management and strategic planning, the collection, use and dissemination of sex-disaggregated data, reporting and resource tracking, and drawing on available gender expertise in the system at all levels, including in UN Women, to assist in mainstreaming gender equality in the preparation of the UNDAF or equivalent planning framework. This builds upon the 2012 QCPR (A/RES/67/226), which urged accountability for gender equality and the empowerment of women, and greater effectiveness in the context of the UNDAF.

The new QCPR also recognizes normative support as a key area for enhancing national capacities and development results. Linking the normative mandates of the UN system with its operational activities becomes critical, especially for UNCTs. A series of country case studies commissioned by the UNDG illustrate how UNCTs address normative and operational linkages, including with regards to human rights, gender equality and environmental sustainability.

1.4 The New UNDAF Guidance and its Principles for Integrated Programming

Common approaches at the corporate level support gender equality and women's empowerment in the implementation of the 2030 Agenda. The UN System Chief Executives Board for Coordination (CEB) developed a set of common principles for an integrated and coordinated approach to supporting the implementation of the Agenda by member states, including "promoting gender equality and the empowerment of women and girls, addressing inequality, leaving no one behind and reaching the furthest behind first". Furthermore, the CEB developed a shared UN Framework for Action around inequalities and non-discrimination that includes the broader concept of equity, and addresses both horizontal and vertical inequalities and inequalities of opportunities and outcomes. The UNDG has also prioritized support to UNCT efforts to mainstream gender and monitor gender equality benchmarks, through its various working mechanisms and the regional UNDGs, that support gender mainstreaming in the UNDAFs through their Peer Support Groups (PSG) and dedicated working groups on gender.

The **UNDAF[4]** is the strategic programme framework that describes the collective response of the UN system to national development priorities, taking place typically every five years. The UNDAF provides a system-wide overview of key UN activities and functions at country level, in support of the national policies, priorities and plans of programme countries, whilst ensuring coordination, coherence, effectiveness and efficiency for maximum impact. The 2017 UNDAF guidance developed by the UNDG is based on the integration of four principles for integrated programming, each of which has critical implications for gender equality:

---

[3] See box 4 for more details on the new UNCT SWAP scorecard

[4] The UN Development Assistance Framework (UNDAF) is the common programming framework most commonly used by UNCTs, including under the Delivery as One modality. Many countries use different names to identify those frameworks. For the sake of clarity, this Resource Book refers throughout to the UNDAF, but applies to the full range of common programming frameworks in use.

- **"Leave no one behind":** As the core principle of the 2030 Agenda, it constitutes the overarching programming principle for all country contexts. Leaving no one behind and reaching the furthest behind first is crucial for gender equality as women are often disproportionately represented among the most marginalized, discriminated against and excluded, as well as being more at risk from conflict, climate change, or natural disasters.

- **Human rights, gender equality and women's empowerment**: Placing gender equality at the heart of UNDAF programming, this principle includes addressing root causes of inequalities and discrimination based on gender in addition to other factors, promoting active and meaningful participation of women as well as men, and specifically reducing gender inequalities by empowering all women and girls. This principle further includes the use of CEDAW, the Universal Periodic Review (UPR) and other international human rights instruments and their reporting mechanisms in planning and monitoring of the UNDAF. The human rights and gender equality agendas are interlinked, with both agendas reinforcing each other.

- **Sustainability and resilience**: All UNDAF interventions seek to reduce risks and build resilience. They take into account how the legal, policy and institutional environment as well as economic and social patterns affect the resilience of communities, especially for vulnerable and excluded groups. Gender equality and women's participation are catalytic components of successful social, economic and environmental resilience, disaster risk reduction and sustainability strategies, and sustainable peace building, with women and girls experiencing a disproportionate impact of shocks, as well as providing specific knowledge, agency and collective action in work to promote sustainability and resilience.

- **Accountability**: UNDAFs seek to promote accountable societies, including through improved measurement and reporting on results, promoting citizens' participation in decision-making, and supporting the development and use of transparent and robust data and information for policy formulation, programme design and implementation. This includes measures such as using indicators disaggregated by sex, age, disability and other diversities and gender-specific indicators involving women's rights organisations in monitoring and decision-making, supporting human rights monitoring processes at national level, and strengthening national gender equality mechanisms to monitor results; internally, the UNCT SWAP-Scorecard is a key element of strengthening UN accountability to gender equality.

These principles are supported by six integrated programming approaches, with the following relevance to gender mainstreaming:

- **Results-focused programming**: A context-based gender analysis informs the Common Country Analysis (CCA), drawing on and supporting gender-sensitive data and evidence; gender equality issues are also addressed during the selection of priority issues and target groups.

- **Capacity development**: Capacity development support implies addressing the capacity needs of key national stakeholders, including women's civil society organizations and national machineries for gender equality, as well as strengthening the policy environment with regards to gender equality.

- **Risk informed programming**: Must include analysis of how risks impact men and women, gender-specific risks such as gender-based violence (GBV), and the

differentiated abilities of women and men to adapt to, mitigate and build resilience to risks.[5]

- **Development, humanitarian and peacebuilding linkages**: Recognises the importance of gender equality and women's leadership and decision-making in humanitarian action, peacebuilding and development practice, in addition to addressing the protection of women and girls from violence – especially GBV – and the provision of services to women affected by conflict.[6]

- **Coherent policy support**: Refers to the need to ensure that gender equality and women's empowerment (GEWE) principles are mainstreamed across all areas of policy coherence – aligning with national policy and legislative frameworks for gender equality, as well as in cross-sectoral work and approaches.

- **Partnerships**: Prioritizes partnerships with women's civil society organizations (CSOs) and non-governmental organizations (NGOs), gender-focused research or private sector institutions, workers' organizations, as well as those working on gender equality in national government across a variety of sectors.

There are seven key steps in the development and management of an UNDAF, as established out in the new UNDAF Guidance; the roadmap, common country analysis, UN Vision 2030, developing the UNDAF, financing, coordination and management, and monitoring, reporting and evaluation (see Figure 1). The entry-points and issues associated with each of these seven steps are addressed in detail in the later sections of this Resource Book.

Figure 1. Steps in Developing and Managing an UNDAF

Roadmap → Common Country Analysis → UN Vision 2030 → Developing the UNDAF → Financing → Coordination and Management → Reporting and M&E

1.5 Gender Mainstreaming: Multiple-Track Strategy and UN System Accountability

Gender mainstreaming, as a strategic approach for achieving the goal of gender equality, has been mandated in the UN system since the Beijing Platform for Action (1995) and the 1997/2 agreed conclusions of the Economic and Social Council (ECOSOC 1997/2), and subsequently across all of the major areas of work of the UN system. The ECOSOC defined gender mainstreaming as: a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetrated. The ultimate goal is to achieve gender equality.

In this sense, gender is a social construction with structural effects on both women and men. These intersect with different socio-economic determinants and multiple diversities such as

---

[5] See for example UN Women (2012). Gender and Conflict Analysis: Policy Briefing Paper, New York: UN Women and UNISDR, UNDP; and IUCN (2009). Making disaster risk reduction gender-sensitive: policy and practical guidelines, Geneva.

[6] See for example UN Women (2015). Preventing Conflict, Transforming Justice, Securing the Peace: A Global Study on the Implementation of United Nations Security Council resolution 1325. New York.

age, geographic location, ethnic group, socio-economic status, disability, sexual orientation and gender identity. There is an ongoing agenda around masculinities and engaging men as partners in work to address gender inequality. These issues need to be addressed within ongoing efforts to achieve gender equality and women's empowerment, and in line with the core 2030 Agenda principle of "leave no one behind".

The multiple-track (or 'twin-track')[7] approach for gender mainstreaming is the UN system's official strategy for achieving transformative change, and is also the strategy adopted in the SDGs; it incorporates both **gender-targeted interventions** to support gender equality and women's empowerment in specific social groups, specific organizations and/or processes as well as **integrating gender perspectives** in relevant areas, to ensure that gender equality is integrated across the substantive work of all sectors; this is discussed in detail in Gender Mainstreaming in Development Programming: Guidance Note[8]. **Gender mainstreaming in the context of the UNDAF therefore involves advocating, planning and programming for both interventions specifically targeting gender equality issues, as well as integrating gender equality concerns across all other areas of the UNDAF.**

The ECOSOC, through its resolutions[9], confirms guidance to the UN System to implement gender mainstreaming, specifically calling on the UN system to increase focus and investments on gender results at the outcome level. The UN system has reinforced its accountability instruments on gender in response to the ECOSOC resolutions on gender mainstreaming, through for example the 2006 Chief Executives Board policy, the UNCT SWAP-Scorecard, and the UN-SWAP. The latter two were updated to align with the SDGs, new QCPR and new UNDAF guidance. UN gender mainstreaming efforts also align with other relevant accountability mechanisms for gender equality in humanitarian action and disaster risk reduction. A detailed list of key resources on gender mainstreaming is provided in Annex 2.

---

[7] See the glossary in Annex 1 for an explanation of key terms.

[8] The Guidance Note addresses gender mainstreaming in the current development context, providing general guiding principles and key concepts, as well as highlighting issues related to mainstreaming gender in development programming; it should be consulted along with the present Resource Book in the process of mainstreaming gender into common country programming.

[9] See here for a list of ECOSOC resolutions on gender mainstreaming, and related reports of the Secretary General.

2. Gender Mainstreaming in the UNDAF Roadmap

2.1 What is the UNDAF Roadmap?

The UNDAF roadmap sets the stage for and outlines the UNDAF preparation process. The UNCT and the government coordinating body prepare and agree on a roadmap aligning to the national development planning process, as well as the 2030 Agenda, and laying out the steps and milestones for the UNCT's contribution to country analysis and UNDAF preparation. The roadmap also identifies support needed from regional offices and headquarters.

2.2 Considerations for Mainstreaming Gender in the Roadmap

Mainstreaming gender is more effective when it happens from the beginning of the roadmap phase of the UNDAF. Generic roadmaps will have a number of actions, including highlighting alignment with national, regional and global processes and priorities, and with other UN pillars and planning processes; identifying existing analysis, and analysis gaps; management arrangements; engagement of stakeholders; communications; capacity support requirements; risk management; a summary budget and an UNDAF activity plan. Each of these actions will require planning ahead so that gender equality principles are fully integrated in the UNDAF.[10] Overall, the gender theme group (GTG) and/or gender focal points across the various thematic and results groups should **screen all elements of the UNDAF roadmap through a gender lens**.

Box 1. An Engendered UNDAF Roadmap in Papua New Guinea

The roadmap developed by the Papua New Guinea UNCT as part of the planning process for the UNDAF 2018-2022 illustrates how gender equality concerns can be mainstreamed into this brief but crucial document.

In the opening section, it is noted that "The UNDAF was developed following consultations with key ministries, development partners and civil society organizations to ensure coherence, and integrates *gender-equality* and a human rights-based approach" [emphasis added].

The roadmap timeline activities include the TOR for a Gender Scorecard consultant (responsibility of the RCO); the Gender Scorecard process itself, including developing the final report (responsibility of the RCO, UN Women, and the Gender Task Team); and engendering the UNDAF workshop (Gender Task Team).

Source: UNCT Papua New Guinea (2016). '*Draft* Roadmap for the Development of the UN Development Assistance Framework in Papua New Guinea'.

During the roadmap phase, it is critical that **gender experts, advisors and regional GTGs work with the Resident Coordinator (RC) and the UNCT** to provide advice on how to ensure that gender equality gets on the agenda of the planning process early on, and identify appropriate entry-points. Mainstreaming gender equality in the UNDAF is more than just a technical exercise; it is a politically complex process that requires a thorough understanding of the different interests at stake, as well as of the implications of working for gender equality. Leadership by the RC is key, because gender is a political issue as well as a technical issue, with multiple implications for policy and public services, and with multiple power relations at

---

[10] In practice, this may not always be possible – if for example gender advocates are invited to the UNDAF process after the roadmap has been formulated. While best practice would see gender issues incorporated from the outset, gender may also be included at each subsequent stage of the process, as discussed in the following sections.

play. Gender expertise, capacity and resources are required to ensure institutional effectiveness.

Box 2. Gender Advocacy with UNCTs and Government Partners

Advocating for gender issues within UNCTs and among government partners can be met with resistance, at any point during the UNDAF process. In addition, in some contexts there may be a shrinking space available for discussions and engagement around gender issues, making it harder to mobilize specific groups in society. Tips for gender advocates include:

- Be prepared to speak to broader aspects of the issue under discussion, as well as any gender specific issues.

- Identify commitments the government has made internationally and nationally, and existing obstacles and bottlenecks.

- Have the evidence ready, including relevant local data and research, and case studies.

- Understand on what resistance is based and within which partners/sectors.

- Make sure you understand the internal and external politics, including where there is likely to be support and opposition. Undertaking stakeholder analysis can be a helpful tool.

- Engage with key stakeholders as early as possible (e.g. RC and UNCT members) and identify allies from multiple levels who are willing to support and speak up.

- Be equipped with national reports on ICPD, Beijing Platform for Action, SDGs etc. to refer to country defined advances and challenges as part of the UNDAF discussions.

- Engage in participatory dialogue with groups, generating discussion from the group as to how unequal gender norms, roles and relations affect overall development results.

- Acknowledge within-group differences (among groups of women, among groups of men) and account for demographic transitions in the country.

- Aim to build alliances – across different results groups within the UNCT, and between the UN and donors, government and civil society.

- Work with national cultures and values as an entry-point: without compromising principles, emphasize that gender is not a foreign concept, stress linkages to local support and advocacy efforts among partners in government, civil society, etc.

- Use political analysis to scan the environment to identify spaces for mobilizing hard-to-reach groups; consider a risk and threat analysis around barriers to engagement on gender.

- Link gender equality with a human rights-based approach, and the UN's normative mandate.

This involves, for example, **ensuring the participation of civil society organizations (including women's rights organizations), national women's machineries (NWMs) and other stakeholders** in the development of the UNDAF roadmap so that women's views are represented in a participatory way, and gender equality and women's empowerment issues become part of the UNDAF design from its inception[11]. Gender advocates can meet with these stakeholders, and organize meetings for them with the RC and other UNCT members. In order to support the principle of leaving no one behind, it is also important to identify the most excluded groups of women, and make sure they have a voice or a represented in consultation

---

[11] See also UNDG (2015). Guidance Note on Human Rights for RCs and UNCTs. New York.

processes for the UNDAF roadmap. Involving stakeholders in the initial stages of the UNDAF roadmap process can make a difference to the gender-sensitivity of the UNDAF. This could include for example civil society organizations and women's rights groups specializing in areas such as women's leadership and participation in conflict and crisis prevention, on environmental issues and climate change, or in women's economic and political empowerment, or workers' and employers' organizations focusing on employment and workplace issues, or organizations that focus on sexual and reproductive health and rights, gender-based violence, and LGBTI rights. Bringing women to the table and ensuring that their voices and perspectives are heard can contribute to addressing gender-related issues in the UNDAF roadmap in a more systematic fashion. Box 2 above provides a list of tips for gender advocates in their work with UNCTs and government partners.

During the roadmap stage, an **assessment of existing capacities** around gender should take place, with a view to identify and develop capacity development initiatives for both UN staff and partners. Examples of support could include: dedicated training on GEWE as a programming principle, to be organized by the UNCT with support by UN Women, other UN agencies, and/or the GTG chairs – depending on the country context – and relevant local gender experts, or as a module within broader training on the four programming principles (see Section 1); training on applying the multiple-track approach to gender mainstreaming in the CCA and UNDAF development; training in ILO's Participatory Gender Audit; dedicated training on integrating gender equality throughout thematic areas; gender mainstreaming support from regional offices or headquarters; accessing Gender expertise within the UNDG; completing the online course ['UN Coherence, Gender Equality and You'](#); or using the new [Gender Equality Capacity Assessment Tool](#) (see Box 3).

Box 3. Using the Gender Equality Capacity Assessment Tool to Support the UNDAF in Nepal

The Gender Equality Capacity Assessment Tool, developed by the UN Women Training Centre and updated in 2016, provides a straightforward questionnaire methodology for assessing gender equality capacity in agencies, organizations and entities. It measures knowledge, attitude and skills against six Gender Core Capacities:

1. Gender analysis and strategic planning
2. Gender-responsive programming, budgeting and implementation
3. Knowledge management, communication and gender responsive M&E
4. Effective partnerships and advocacy on promoting gender equality
5. Gender and leadership
6. Innovation in gender transformative approaches

In response to recommendations from a Gender Scorecard exercise conducted in 2014, the Nepal GTG used the Gender Equality Capacity Assessment Tool to assess the capacities of GTG members and develop a GTG capacity development plan with the overall aim to support the UNCT's gender responsive implementation and monitoring of the UNDAF 2013-2017.

As a result of the assessment, various training sessions were delivered in 2015-2016 by key experts on topics including Gender Equality Normative Frameworks, Gender Equality in Humanitarian Action, Gender Responsive Peacebuilding, Conflict-related sexual violence, Gender Equality and Social Inclusion Mainstreaming in Programming, Gender Mainstreaming in the UNDAF, Gender Equality and the SDGs, Gender-Responsive Evaluations, and Gender-responsive Budgeting. These sessions included participation from members of the GTG and other relevant UNCT coordination groups and UN colleagues in Nepal who provided positive feedback on the relevance and importance of this for their work.

Source: UN Women Training Centre (2016). 'Gender Equality Capacity Assessment Tool'. Santo Domingo; and UN Women.

Additional **forms of gender expertise** from outside the UNCT should also be accessed where necessary, and in particular when there is a specialised agency on the topic at hand, to ensure leveraging approaches and expertise on gender that is specific to the issues as well as to ensure a 'delivering as one' approach. The UNDG[12] established a roster of UN gender experts in 2014, in accordance with the recommendations made in the 2012 QCPR. All regional UNDGs have set up dedicated gender working groups, and started to create dedicated regional level rosters of experts. UNCTs are therefore able to draw on the expertise available in the UN system for gender mainstreaming in programme planning and implementation, to ensure that gender dimensions are systematically addressed in the UNDAF, joint programmes and other development programming frameworks, in the context of the SDGs. GTGs in some countries have also created similar national rosters of gender experts, as well as inventories of gender equality knowledge products developed in the country, to draw on for gender mainstreaming of the UNDAF cycle.

The UNDAF roadmap process also provides the opportunity to agree and plan for the **UNCT SWAP-Scorecard** which – through an overall assessment of UNCTs effectiveness in mainstreaming gender – can provide a key input for the new UNDAF. Following eight years of implementation of the UNDG gender scorecard, a revised set of performance indicators on gender equality and women's empowerment aims to strengthen the effectiveness of UNCTs' collective efforts on gender mainstreaming. The new tool is aligned with the UN-SWAP, contextualized with Agenda 2030, the Sustainable Development Goals and the new UNDAF guidance (see Box 4).

Box 4. A New UNCT SWAP-Scorecard to Enhance Gender Mainstreaming at Country Level

The UNCT SWAP-Scorecard is a globally standardized rapid assessment of UN country level gender mainstreaming practices and performance. The SWAP-Scorecard focuses on the performance of the UN system as a whole, rather than the achievements of any single agency. By focusing on gender mainstreaming processes at the country level, the tool highlights the growing importance of interagency collaboration and coordination to achieve GEWE results at the country level, and in the context of the UNDAF.

The SWAP-Scorecard measures gender mainstreaming in UN common programming processes across seven dimensions that encompass 15 indicators to present a holistic overview. The seven dimension areas are: planning, programming and M&E, partnerships, leadership and organizational culture, gender architecture and capacities, resources, and results. The participatory internal self-assessment methodology relies on cross-sectoral consultation and collective analysis to rate the country team for each indicator against minimum standards. Moreover, it addresses the key issue of UNCT contributions to achieving gender results, consistent with the SDGs. The methodology also links to action planning to address key findings from the exercise.

In Vietnam for example, the UNCT piloted the SWAP-Scorecard at the end of the 2012-2016 UNDAF cycle, and during the finalization of the One Strategic Plan for 2017-2021. UNCT ownership of gender equality as a guiding principle and critical focus area was evidenced throughout the UNCT SWAP-Scorecard assessment, providing a solid foundation for coordinated programming for GEWE over the next One Plan cycle. The assessment revealed that the UNCT Vietnam meets or exceeds minimum standards for two thirds of the performance indicators under the new Scorecard. The action plan that was developed drawing on the findings of the assessment will help the UNCT sustain and enhance its achievements over time, including through the implementation of the One Plan.

For more information visit the relevant pages of the UNDG website.

---

[12] The UNDG Task Team on Gender Equality works to support UN coherence in mainstreaming gender equality and promoting women's empowerment. In addition to UN Women who co-chairs and provide secretarial support, the Task Team has currently the following members who take co-chairing responsibilities on a rotating basis: FAO, IFAD, ILO, ITCILO, UNDP, UNEP, UNESCO, UNFPA, UNICEF, UNOPS, UN Secretariat, WFP, and WHO.

Finally, another key concurrent process is to **ensure that any key evaluations**, **lessons learned or studies** are used to inform the formulation of the UNDAF roadmap. This includes evaluations that are specifically gender-related, as well as others so as to highlight what information is missing from them with respect to gender. Reports on the implementation of CEDAW, UPR and other human rights treaties as related to gender equality and women's empowerment should also be reviewed, as should any SDG monitoring processes, and Beijing Platform for Action national reviews, ICPD reports or reports related to humanitarian and security issues such as UNSCR 1325 and DRR (e.g. on the Sendai Framework). While rigorous gender evaluations may not be available, many countries conduct reviews of Strategic Plans (such as National Health Sector Strategic Plans) that may include specific attention to gender equality and human rights. These sectoral evaluations can provide useful gender-related evidence for the UNDAF roadmap. In addition, academic partners or research institutes often conduct studies on gender in different sectors that may be useful sources of information for the UNDAF. It is important to consult UN evaluations as well as those external to the UN.

2.3 Checklist on Gender Mainstreaming in the Roadmap

✓ **Work** with the Resident Coordinator and UNCT during the roadmap phase to ensure that GEWE issues are properly addressed in the UNDAF roadmap.

✓ **Identify** appropriate government, civil society and academic partners to be involved in the UNDAF process, and ensure that voices from specific groups of women are heard, leaving no one behind.

✓ **Ensure** that these stakeholders are consulted in the development of the Roadmap and in the strategic prioritisation retreat; are they are given equal opportunity to contribute to the process?

✓ **Strategize** with selected stakeholders (within UNCT leadership, GTGs, non-resident agencies, NWMs and the donor community) to discuss priorities and minimum benchmarks for advancing GEWE within the framework of national priorities and commitments on gender equality, including across 'non-traditional' sectors.

✓ **Map** out existing government commitments on gender equality and women's empowerment, and identify what has been tried before, including successes and failures.

✓ **Identify** capacity needs for mainstreaming gender into the UNDAF (both UNCT and national counterparts) and ensure UNCT support; this could include gender mainstreaming support from regional offices and headquarters, as well as the gender Experts Roster or online training course. Any training in gender mainstreaming needs should be included in the roadmap, as should any tools that need to be developed to ensure gender equality issues are addressed in the UNDAF.

✓ **Consider** ways of making gender interventions viable in the UNDAF planning and budgeting process, including through costing exercises.

✓ **Plan** effectively through the UNCT and GTG to conduct the UNCT SWAP-Scorecard to assess past effectiveness on gender mainstreaming, in order to inform the future UNDAF from the roadmap stage onwards.

- ✓ **Ensure** during the roadmap phase that any key gender-related evaluations, lessons learned or key studies on development issues inform the next UNDAF formulation.

- ✓ **Reflect** on how to use relevant normative frameworks around gender equality (including international and regional, CEDAW, and other treaty body reports such as UPR, and including those related to humanitarian and security issues such as UNSCR 1325 and DRR such as the Sendai Framework) to inform the UNDAF formulation process.

- ✓ **Ensure** that the UNDAF roadmap includes an in-depth gender analysis throughout sustainable development, humanitarian, disaster risk reduction, climate change and peacebuilding issues as part of the contribution to country analytical work.

- ✓ **Examine** how the UN's comparative advantage in the area of gender equality and women's empowerment is being assessed.

- ✓ **Advocate** for gender-specific results (outcomes/outputs), indicators and resources during the Roadmap phase to complement gender mainstreaming across UNDAF priority areas, especially gender transformative results that challenge gender relations.

- ✓ **Verify** that any action in the roadmap related to UNDAF M&E takes into account the requirements of data disaggregation by sex and other categories, and that M&E activities are gender-specific and gender responsive (see Section 8 on monitoring, reporting and evaluation).

- ✓ **Ensure** that whenever consultants are hired to support any stage of the UNDAF, their Terms of Reference (ToRs) reflect the key elements for mainstreaming gender as identified in this Resource Book, and that they have access to relevant resources (including this Resource Book) for reference and use during their assignment.

3. Gender Mainstreaming in UNDAF Common Country Analysis

3.1 What is the UNDAF Common Country Analysis?

The second step of the UNDAF is the common country analysis (CCA), which is necessary to inform the following strategic planning stage. It is a requirement for the UNDAF, articulating the country context, opportunities and challenges. The CCA involves 1) **data collection** and **reviewing existing analysis**, 2) **assessment and analysis,** and 3) **mapping the UNCT's work in country and comparative advantage**. The analysis identifies successes as well as areas where the country has not been able to reach internationally-agreed development goals and normative commitments, and identifying how the UN can best assist the country to do so.

3.2 Considerations for Mainstreaming Gender in Common Country Analysis

Ensuring a gender-responsive UNCT contribution to the country analysis is critical for the UNDAF and an essential component of gender mainstreaming.

From the outset, it is important to **identify appropriate sources of gender expertise,** to enable gender perspectives to be integrated into the common country analysis and to involve relevant stakeholders in the process. This could include UN gender experts in country, or from regional UN sources of support, including from specialized agencies, in addition to experts from government bodies and women's rights organizations. In this regard, it is crucial to **systematically engage women's rights organizations** throughout the CCA process. In addition, the Terms of Reference for the CCA team should include specific reference to the use of the programming principles including gender equality and women's empowerment, and at least one member of the CCA team should be capable of leading and conducting gender analysis.

Gathering data and resources

During the compilation of material to be assessed, a key strategy is to **include references to gender-focused documentation and sex-disaggregated data**, such as existing national gender studies, SDG voluntary reviews, gender-responsive evaluations, relevant international and regional instruments and frameworks, as well as national legal frameworks relevant to the promotion of gender equality and women's empowerment, such as CEDAW reports and concluding observations and comments, comments of the ILO Committee of Experts on the Application of Conventions and Recommendations, ICPD and UPR reports, as well as reports on the Sendai Framework on DRR and UNSCRs 1325 and 1820. Reports from any UNCT SWAP-Scorecard, Gender Capacity Assessment or Participatory Gender Audit (see Box 5) exercises should also be consulted.

Box 5. ILO Participatory Gender Audit (PGA)

The ILO's Participatory Gender Audit is a key tool and process based on a participatory methodology to promote organizational learning at the individual, work unit and organizational levels on how to practically and effectively mainstream gender to advance gender equality. As such, it is suited to common planning processes such as the UNDAF, with the CCA/UNDAF guidance package referring to the PGA as a key tool for gender mainstreaming at the operational level. The PGA methodology includes desk reviews, targeted interviews and participatory workshops.

There are two main entry-points for applying the PGA in the UNDAF process: during the country analysis (e.g. as an input in the UNCT discussion on comparative advantages), and subsequently during the mid-term review. For example, in 2004-2005, the ILO responded to a request to take the lead in a UN system-wide PGA in Zimbabwe when an evaluation had found that gender equality was the poorest performance area among the agencies. This coordinated effort led to a strengthened UN response to gender equality within the framework of the revised UNDAF, and the gender working group was promoted to a Gender Thematic Group within the UNDAF.

Source: ILO (2011). 'ILO Participatory Gender Audit: Relevance and use for the United Nations and its agencies.' Geneva.

The information gathered should make the differences between women and men explicit; as such, data **disaggregated by sex, age, disability, ethnic group, socio-economic status** and other relevant diversities must be identified so that data can be analyzed using gender analysis tools (see below on gender analysis tools) (see also Section 8 on types of gender-sensitive indicators). This is emphasized by the UNCT SWAP-Scorecard that requires that the CCA includes the systematic use of gender-sensitive data disaggregated by sex, age and other relevant diversities.

It can often be challenging to identify robust sex-disaggregated and gender specific data. The **absence of sex-disaggregated data in specific sectors should also be noted** as a challenge. In an effort to positively address this paucity of sex-disaggregated and gender specific data and indicators, in 2013 the United Nations Statistical Commission agreed to a minimum set of 52 gender indicators developed by the Inter-Agency and Expert Group on Gender Statistics (see Table 5 in Section 8); these are supplemented by a set of nine core indicators for measuring violence against women (see Box 19 in Section 8). In light of the 2030 Agenda and the SDGs, a more recent set of 48 suggested **indicators for monitoring gender equality and women's empowerment in the SDG framework** have been developed (see Section 8 and Annex 5). All of these sets of indicators are key basic references for the development of the UNDAF and should be used whenever possible, as key UN agencies have been given the responsibility to support member countries to develop the methodology and collect data as custodian agencies for targets under the SDGs. Box 6 provides examples of two CCAs that have successfully mainstreamed sex-disaggregated data throughout.

Box 6. Sex-Disaggregated Data in CCAs in the Latin American and the Caribbean Region

The Uruguay CCA includes an in-depth gender analysis that features data disaggregated by sex for each of the themes analyzed (political participation and governance, economic development and poverty reduction, education, access to social services and social security, access to ICT, gender-based violence, and protection of human rights, including women's rights).

Peru's CCA analyses the situation of each Sustainable Development Goal in the county, including SDG 5, and includes a gender analysis and systematic use of data disaggregated by sex.

Source: Naciones Unidas Uruguay (2015). Análisis Común de País 2015; and Sistema de Naciones Unidas en el Perú. 2015. Perú: Documento de Análisis Común de País.

Gender analysis

Once adequate data (both qualitative and quantitative – see Section 8) has been gathered, it is necessary to thoroughly **examine gender equality and women's empowerment issues** across different sectors and themes, linking these to specific normative standards and legal obligations of States, and **identifying the intersectionality between patterns of discrimination and inequality, as well as those women and girls and other groups who have been left behind**. Policy and programme assessments should be undertaken as part of the gender analysis during this phase to help identify areas that may require support within the UNDAF. The UNCT SWAP-Scorecard requires that the CCA includes a gender analysis across sectors, including identifying underlying causes of gender inequalities and discrimination in line with SDG priorities including SDG 5 as well as other SDGs; to exceed minimum standards, it must include a targeted analysis of excluded or marginalized gender-specific groups.

Integrating gender in the CCA means understanding the dynamics of power relationships between men and women, their access to and control over resources, their activities, and the constraints they face relative to each other, with a view to subsequently developing results that **challenge and transform** those power relationships. A gender analysis focuses on the reasons for the current division of labour and their effect on the distribution of rewards, benefits and incentives. Furthermore, gender analysis provides information that recognizes that gender, and its relationship with ethnicity, culture, class, age, sexuality, gender identity, disability, and/or other status, is important in understanding the different patterns of involvement, behaviour and activities that women and men have in economic, social, political and legal structures. Gender analysis involves examining the enabling and constraining factors for gender equality, and the potential impact (both positive and negative) of certain development interventions on existing gender roles and strategic gender interests, as well as, humanitarian and peacebuilding dimensions, multi-hazard disaster risks and climate change along with associated gender considerations in response and resilience systems (see glossary in Annex 1). When priority gender issues have been identified, a deeper analysis of root causes of gender inequality can point to potential policy and programming responses, as illustrated in Box 7. In addition, a financial analysis to map the financial landscape is undertaken during the CCA process, and a gender analysis should be integrated here (see Section 6 for more on gender and finance).

Box 7. Gender Analysis in the Cabo Verde CCA

The Cabo Verde CCA, which is organized around the 5 "Ps" (Partnership, People, Planet, Prosperity, Peace) of the 2030 Agenda for sustainable development, under "Prosperity" analyses in depth the gender dimensions of women's weak participation in the labour force and differentiated employment conditions. It specifically addresses gender stereotypes that confine women to caretaking roles and unpaid work, limiting their time, voice and agency and opportunities for capacity development. The analysis shows how closing the gender gap in labour force participation, through a mix of dedicated policies, and realizing women's rights could impact growth and poverty reduction.

Key factors to achieve this result have been (i) the CCA international consultant's in depth knowledge of Cabo Verde's context, in particular women's situation in the economy, (ii) the availability of gender data and analysis, and (iii) the gender sensitiveness of the 2030 Agenda CCA and UNDAF guidance. During the CCA elaboration process, UN Women provided (a) data, analysis and inputs to the international consultant, on all 5 P's of the 2030 sustainable development agenda, around which the CCA is organized, and (b) co-facilitated internal workshops, for which additional gender briefing notes were provided per each "P".

Source: UN Women Cabo Verde.

There are a range of available models and **frameworks for gender analysis[13]**. It is critical to remember that no single framework provides an appropriate way to address all development issues, and that each model reflects a set of assumptions about what gender means and how it is relevant to development objectives. It is useful to focus on those that are most aligned to the UN system in terms of a theory of change and results-based management approach; these frameworks would address the root, immediate and underlying causes of inequalities, and identify gender-specific issues as well as those mainstreamed across other sectors in order to adhere to the multiple-track approach to gender mainstreaming.

Mapping UNCT work and determining comparative advantage

As part of the CCA, UNCTs also identify comparative advantages that the UN system has to provide support at the country level on the key development priorities emerging from the analysis itself. The UN's specific comparative advantage in its work on gender equality and women's empowerment will also need to be identified. This should be done in consultation with partners and based on a mapping of the work of other development partners. Box 8 below provides an overview of common points in the UN system's comparative advantage on gender equality.

---

[13] See Annex II and table 1 (page 17) of the 2014 version of this UNDG Resource Book

Box 8. Potential Areas of UN System Comparative Advantage on Gender Equality

• Support to government on multi-sectoral issues such as gender equality that require a cross-sectoral, cross-government approach.

• Coordination and convening role bringing together all partners and stakeholders working on gender equality in country.

• Supporting national mechanisms for promoting gender equality and women's empowerment.

• Promoting and supporting dialogue on potentially sensitive issues.

• Acting as a bridge/broker to facilitate government dialogue with women's rights organizations.

• Advocating for the most disadvantaged and marginalized women – those without a voice.

• Fostering enabling environments for financing GEWE.

• Provision of technical expertise and exchange of knowledge, based on global normative standards, international best practice and innovative approaches.

• Supporting and monitoring the integration of international norms and standards in national legislative and policy frameworks.

• Ensuring decision-making is evidence-based, is in line with international norms and standards, and benefits women, men, girls and boys.

• Strengthening gender-responsive data and data that is disaggregated by sex, age, and other diversities.

• Supporting women's leadership and women's full and equal participation in decision-making.

3.3 Checklist on Gender Mainstreaming in the Common Country Analysis

✓ **Identify** expertise through the GTG or similar structure to address gender perspectives in the CCA and involve relevant stakeholders in the process.

✓ **Engage** systematically women's rights organizations in the CCA process, particularly those representing "those most at risk of being left behind".

✓ **Advocate for** the CCA to contain a specific section on gender, and that gender is integrated throughout other thematic areas including those related to humanitarian work and peacebuilding.

✓ **Use** appropriate tools to map the UNCT's work and comparative advantage around gender issues for the CCA, such as the Participatory Gender Audit, ensuring buy-in from UNCT. When implementing these assessments:

→ *Use it as an opportunity to prioritize responses and interventions.*

→ *Involve other key groups, e.g. UNDAF results groups, inter-agency M&E group, and other relevant existing coordination mechanisms.*

→ *Use a core interdisciplinary team, not just gender focal points.*

→ *Link exercise to existing incentives that may derive from implementing a management response to results of the performance assessment.*

→ *Ensure the exercise is presented in context of the broader UN agenda.*

✓ **Include** references to existing gender studies, SDG reports, gender evaluations and assessments, gender scorecard/audits, national and regional legal frameworks relevant to GEWE, and reports related to any relevant international normative processes, including international human rights treaty bodies.

✓ **Identify** data disaggregated by sex, age and other diversities, and ensure that it is adequately analysed through a gender lens.

✓ **Examine** gender equality problems across different sectors and across the humanitarian-development continuum, linking to specific normative standards.

✓ **Identify** patterns of discrimination and inequality, including among different groups of men and women, and including highlighting those who have been left behind**,** and analyse the root/underlying causes of gender inequalities.

✓ **Assess** capacity gaps of key actors, duty bearers and rights holders.

✓ **Ask** useful questions:

→ *Do women and men, girls and boys, experience development problems differently and how does this affect the enjoyment of their human rights?*

→ *How well does country analysis provide analysis of the ways in which gender inequality is reproduced?*

→ *How do different forms of inequality, marginalization and vulnerability intersect? Which groups of women are most at risk of being left behind?*

→ *Have the most vulnerable groups been consulted on current challenges? Has the issue of violence against women been taken into account? Are NGO shadow reports consulted as well as official reports?*

→ *What are the specific commitments related to this problem in international goals and treaty obligations of States and related national laws?*

→ *Among short-listed development challenges, are gender equality issues stand-alone points, or are they mainstreamed in a meaningful way?*

4. Gender Mainstreaming in the UN Vision 2030

4.1 What is the UN Vision 2030?

The new UNDAF guidance highly recommends a shared long-term visioning exercise; the **UN Vision 2030** provides a longer-term strategic view up until the completion of the 2030 Agenda. The visioning exercise is undertaken alongside the CCA, and builds on the evidence produced by it. The Vision 2030 paper summarises the visioning exercise results, reflecting a shared vision of the country's sustainable development challenges and objectives, and priority actions over the longer-term, allowing successive UNDAF results to build on each other in order to contribute to achieving the 2030 Agenda and the SGDs.

4.2 Considerations for Mainstreaming Gender in the UN Vision 2030

Mainstreaming gender equality and women's empowerment into the UN Vision 2030 must once again start with **the engagement of those with gender expertise in the visioning process**. This includes in-country expertise within the UN system (from gender specialists, GTG members, etc.), national gender specialists from government and civil society, as well as drawing on regional gender expertise.

The **gender analyses conducted for the CCA should be used to inform the trend analyses and forecasting for the UN Vision 2030**. For example, longer-term anticipated results should include prioritization of those needed to achieve GEWE, including gender-transformational results that challenge established gender norms and structures, under the 2030 Agenda, and perceived medium-term risks should include those based on existing gender gaps, with gender-related vulnerabilities and inequalities considered as issues potentially affecting the operating environment. The visioning exercise should also consider the implications of the different development trajectories and unexpected events and their differential impact on women and girls versus men and boys.

A number of methodologies are available to support the visioning process[14]; while none are explicitly gender-focused, gender equality issues can be mainstreamed into these processes. For example, **scenario analysis** provides a way of structuring thinking about the future, developing a description of a possible future situation, and the path and hypothesis leading to that situation. The Integrated Sustainable Development Goals planning model developed by the Millennium Institute includes data disaggregated by sex and age in its generation of country-specific development scenarios to show the implications of policy on a country's progress towards each of the SDGs. **Foresight processes** are used to generate a range of plausible futures and possible strategic options in those futures with understanding of challenges and strategic risks, and can be applied to future trajectories in gender equality; foresight exercises can therefore assist in prioritization of gender equality concerns for inclusion in the UNDAF[15]. Box 9 provides an example of a foresight tool used in the development of the Lao People's Democratic Republic (PDR) United Nations Partnership Framework.


[14] See the Companion Guidance on the UN Vision 2030.

[15] For more details about foresight processes for the UNDAF, see UNDG (2016). 'Applying Foresight and Alternative Futures to the United Nations Development Assistance Framework'. New York.

Box 9. Using FutureScaper to Forecast Gender Equality Outcomes in Lao PDR

In 2015, the Lao PDR UNCT launched a project using FutureScaper, a cloud-based collective intelligence platform that helps organisations crowdsource strategic conversations, to generate alternative perceptions on Lao PDR's current key development issues, their causes, effects and priorities for the future Lao PDR United Nations Partnership Framework (UNPF) 2017-2021. The crowdsourcing used three phases of consultations – i) development issues and causes; ii) effects; iii) prioritization and scenarios – through brief surveys on the innovative FutureScaper online platform.

The software's causality analysis identified public perception of current development challenges, including those concerning gender equality, and their interlinkages and causality. For example, 'Graph 4' below shows how respondents perceive that increasing political competition will result in women's empowerment and enhanced gender equality, and that improved family planning will help address the issue of maternal mortality rate.

Graph 4. Top four major storylines (partners and public at large category, excluding UN staff)
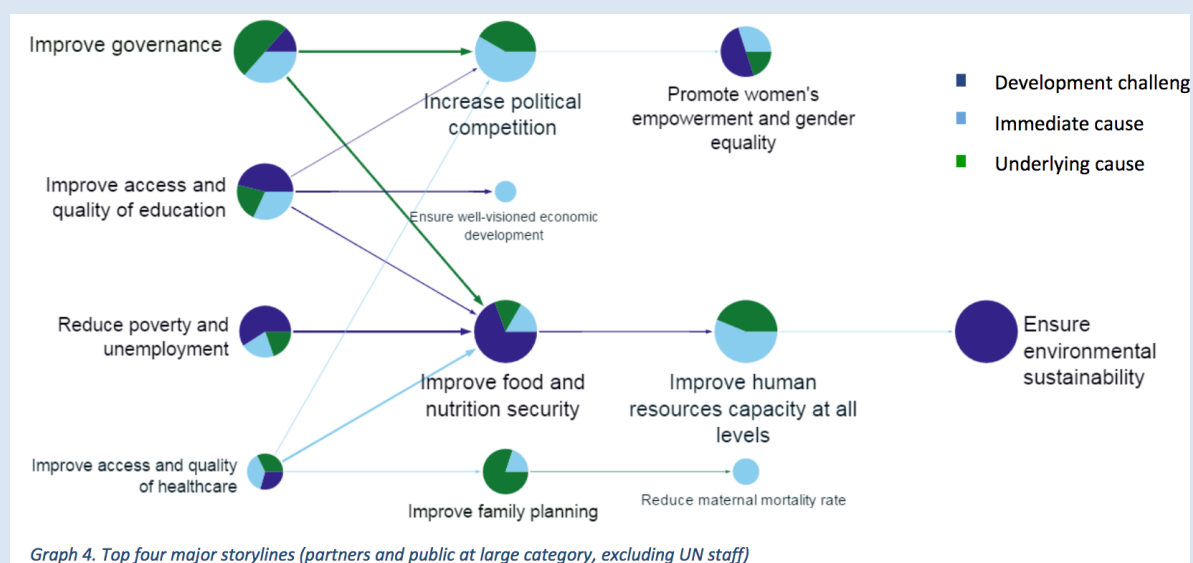
Source: FutureScaper (2015). Analysis of the UN Survey Phase 1: Development Issues and Causes.

The UN Vision 2030 process also takes into account the fulfilment of and reporting on long-range commitments as well as international and regional conventions and treaties ratified by the country. This means **considering gender-related conventions and treaties** such as CEDAW, International Labour Standards and other UN Conventions that relate to gender equality, the Universal Periodic Review, Sendai Framework on Disaster Risk Reduction, and the commitments of the World Humanitarian Summit, as well as National Action Plans on UNSCR 1325 and 1820.

A list of overall questions incorporating the above issues and processes to inform the mainstreaming of gender into the UN Vision 2030 exercise is provided in Box 10. These processes could be also applied to a separate Vision 2030 for the achievement of gender equality and women's empowerment through the multiple-track approach to gender mainstreaming, coordinated by the GTG.

Box 10. Questions for the Engendering of the Vision 2030

- Are national partners from NWM and women's CSOs engaged as stakeholders in the longer-term analysis process and definition of priorities, and are their views reflected in the document?

- Has the UNCT drawn on gender capacities and expertise from regional sources such as regional Gender Theme Groups, gender advisers and coordination specialists on gender in Regional Offices and specialized agencies?

- Are the gender analyses conducted for the CCA used to inform the trend analysis of the Vision 2030?

- Does the Vision 2030 reflect the SDG targets on gender equality and the empowerment of women and girls?

- Does the Vision 2030 reflect the UNDAF core programming principles on human rights, gender equality and women's empowerment?

- Has the visioning exercise considered the implications of the different development trajectories and unexpected events and their differential impact on women and girls versus men and boys?

- Does the Vision 2030 identify key barriers related to gender inequalities?

- Does it consider gender-related vulnerabilities and inequalities as issues potentially affecting the operating environment?

- Is the value-added of the UNCT on gender equality and the empowerment of women and girls incorporated within the projected vision?

- Do longer-term anticipated results include prioritization of those needed to achieve gender equality and the empowerment of women, including gender-transformational results that challenge established gender norms and structures, under the 2030 Agenda?

- Is the fulfilment of and reporting on gender equality-related conventions and treaties taken into account?

4.3 Checklist on Gender Mainstreaming in the UN Vision 2030

✓ **Engage** national gender partners from government and CSOs in the development of the UN Vision 2030.

✓ **Draw** on regional gender expertise to support the UN 2030 process.

✓ **Ensure** that the Vision 2030 contributes to gender responsive SDG implementation at national level, including SDG 5 and the relevant gender dimensions of the other SDGs, and reflects the UNDAF programming principles on gender equality.

✓ **Check** that gender analyses conducted for the CCA are used to inform the trend analyses and forecasting for the UN Vision 2030:

→ *Do longer-term anticipated results include prioritization of those needed to achieve GEWE, including gender-transformational results that challenge established gender norms and structures?*

→ *Do perceived medium-term risks include those based on existing gender gaps, and are gender-related vulnerabilities and inequalities considered as issues potentially affecting the operating environment?*

→ *Are the implications of the different development trajectories and unexpected events and their differential impact on women and girls versus men and boys adequately considered?*

✓ **Assess** barriers related to gender inequalities, and whether longer-term, prioritized results include gender equality issues across sectors.

✓ **Mainstream** gender analysis into visioning methodologies used by the UNCT, such as scenario analysis or foresight processes.

✓ **Ensure** that the fulfilment of and reporting on gender-related conventions and treaties are taken into account in the UN Vision 2030.

✓ **Develop** a visioning exercise for gender equality and women's empowerment to support the multiple-track approach to gender mainstreaming.

5. Gender Mainstreaming in UNDAF Development

5.1 What is UNDAF Development?

Developing the UNDAF is the next key step in the UNDAF process, building on the country analysis and UN Vision 2030 to further develop results against national priorities, and determining how these will be achieved. This involves 1) **identifying strategic priorities and outcomes** through a strategic prioritization exercise, 2) **developing an overall theory of change,** and 3) **formulating the UNDAF results matrix**.

5.2 Considerations for Mainstreaming Gender in UNDAF Development

Developing a gender-sensitive theory of change

The 2017 UNDG programming to UNCTs introduces the requirement to base the UNDAFs on a clearly articulated, evidence-based **theory of change** (ToC) that describes everything that needs to happen for development change to occur. The theory of change shows how it is assumed that UNDAF strategic priorities will support achievement of national priorities and the SDGs, based on the UN's comparative advantage and prioritizing issues that have a direct bearing on the lives of women and girls, as well as the most marginalized groups in the country. It shows how the outcomes collectively support the achievement of chosen priorities, and explains the causal relationship between different types and levels of results, making explicit both the risks and assumptions that define the relationship.[16]

To approach minimum standards in the UNCT SWAP-Scorecard, **the ToC that underpins the UNDAF must demonstrate gender responsiveness**, drawing on a gender analysis that makes gender differences and inequalities explicit. Engendering the theory of change can involve the following steps:

- Stakeholders in the process should include representatives from the national gender machinery, as well as from women's CSOs.

- The sex-disaggregated data drawn together for the CCA should be made available during the development of the ToC.

- Ensure that the **high-level issues and changes identified target women and girls**, especially those who have been left behind, drawing on the gender equality priorities developed in the UN Vision 2030 and underpinned by the gender priorities of the SGDs.

- Apply gender analysis (for example from the CCA) in the identification of what is needed for the desired development change to happen (for example, opening a legal aid clinic may not lead to more women accessing justice services unless issues of cultural sensitivities, needed legal reforms and child care constraints are addressed as well.) This includes **examining which aspects of the envisaged solutions are most important in fostering gender equality** and benefiting the most vulnerable; ensuring the ToC tackles underlying causes of inequality and discrimination; and makes explicit solutions that target the needs of women and girls and ensures that they are equally benefiting from the envisaged change.

---

[16] See UNDG (2017). Theory of Change: UNDAF Companion Guidance. New York, as well as UNDG (2017). UNDAF Guidance.

- Ensure that gender equality and the differential needs, roles and impacts on women and men are considered in the development of **assumptions** underpinning the ToC, as well as in the **risk analysis**.

Box 11. Theory of Change for the UNDAF in Costa Rica

✓ If the country manages to build and develop consensus and social compacts around complex issues,

✓ If it manages to adopt a governance model that guarantees an effective and efficient functioning of public institutions to all people, with a focus on gender and human rights,

✓ And if it also manages to achieve higher levels of citizen participation to ensure the full engagement of all people, particularly the most excluded and vulnerable population groups;

✓ Then it will be able to consolidate its transition towards a multidimensional development model which is sustainable, resilient, entrenched in equality, inclusive, productive and competitive, that guarantees equal opportunities and the total fulfilment of human rights for all its people, without any form of exclusion or discrimination

Present situation: in spite of the economic growth that the country has achieved during the last decades and the strong advances in the promotion and protection of human rights and the environment, the current development model in Costa Rica is not conducive to overcome the existing gaps, and leads to greater social exclusion and vulnerability.

In 5 years

Desired change: Costa Rica consolidates its transition towards a multidimensional development model which is sustainable, resilient, entrenched in equality, inclusive, productive and competitive, that guarantees equal opportunities and the total fulfillment of human rights for all its people, without any form of exclusion or discrimination.

Source: Translated from UNDAF Costa Rica

Identifying gender-responsive strategic priorities and outcomes

The strategic priorities of the UNDAF are primarily drawn from the CCA and the UN Vision 2030 – demonstrating the importance of thorough gender mainstreaming into these two documents, including the articulation of gender equality priorities aligned with the SDGs (including but not limited to SDG 5).

Identifying gender-responsive outcomes means representing changes in the institutional and behavioural capacities for development conditions, that occur between the completion of outputs and the achievement of goals. To approach the **minimum standard of the UNCT SWAP-Scorecard**, UNDAF outcomes must include some articulation of how gender equality will be promoted in line with the UNDAF theory of change and SDG priorities including SDG 5.

To meet minimum standards for the UNCT SWAP-Scorecard, the UNDAF must either have a gender-focused outcome that addresses an area of gender inequality *or* gender must be clearly and visibly evidenced across *all* outcome areas. Omission of gender equality articulation in even a single outcome area falls short of meeting the minimum standards,

unless the UNDAF features a specific gender outcome. Here, efforts should be made to integrate gender not only into familiar sector outcomes such as maternal health, and education, but also into UNDAF outcomes surrounding areas such as climate change, economic policy and peace and security. Those UNDAFs that include a gender-focused outcome as well as comprehensive integration across all other outcome areas are deemed to exceed the minimum standards. A gender-focused outcome statement should specify expected behaviour change or performance improvement to promote gender equality and women's empowerment.

It is therefore crucial to **screen all priority areas of the UNDAF through a gender lens**, to determine the impacts of proposed interventions on women, men, boys and girls. This could be conducted by the GTG, and/or through gender focal points across the various thematic/results groups.

Box 12 provides an example of the efforts of a GTG to mainstream gender equality into an UNDAF.

Box 12. Mainstreaming Gender in a Delivering as One Context: the Case of Tanzania

Gender is an integral dimension of Delivering as One (DaO) in Tanzania. The Inter-agency Gender Group contributes to the United Nations Development Assistance Plan (UNDAP) 2011-2016 Outcome "Strengthen UNCT Gender Mainstreaming and Women's Empowerment across Programme Delivery and Advocacy Campaigns". The Group focuses on upscale inter-agency collaboration and coordination with particular focus on three areas: 1) Support Gender Mainstreaming Across the UNDAP; 2) Enhance UNCT Coordination Capacities in Gender; and 3) Develop an Inter-agency Advocacy Strategy on Gender Equality. Mainstreaming gender takes place by supporting national development strategies, laws and policies; incorporating the different needs of men and women in budgetary analysis and allocations; gender-sensitive HIV/AIDS interventions; the implementation of the Tanzania Gender in Education Initiative; and empowering men and women refugees.

With the DaO modality, the UN system's work on gender has become far more visible. This led to greater prioritization and resource allocation by UN agencies, consolidating the UN system's contributions to gender equality and women's empowerment in the context of the UNDAP, not only as a cross-cutting issue, but also as a programming principle in the UNDAP, along with financial incentives within the One Fund allocation.

Source: United Nations Tanzania. '[Gender Equality and Women's Empowerment](#)'.

Gender advocates – whether gender focal points, members of Gender Theme Groups or others – can often meet resistance in the process of lobbying for gender issues to be included as strategic priorities and outcomes for the UNDAF. Box 13 highlights some **strategies used to advocate** for the inclusion of gender equality issues in the UNDAF; these may be applicable throughout the UNDAF development and management process.

Box 13. Advocacy Strategies for Gender Advocates in Strategic Planning Processes

The selection of UNDAF outcomes by the UNCT is inevitably a political as well as a strategic exercise. Gender advocates need to:

• Have done their own prioritization (e.g. in the GTG) for what they want to see included – including draft language for proposed outcomes and outputs, targets and indicators;

• Have the evidence/analysis in place to support the case;

• Have lined up support – including from government, donors and civil society partners as well as within the UNCT, and recognising the leadership role of the RC;

• Ensure gender focal points/members of the GTG are present in all thematic/results groups to ensure gender issues are addressed;

• Be ready with a plan B. While having a twin track approach that includes a gender specific outcome is the preferred strategy, in line with the UNCT SWAP Scorecard, advocate for a fall-back position where specific gender equality outputs are included under other outcomes and gender is mainstreamed throughout, or an outcome that integrates both gender equality and social inclusion or similar issues, if the UNCT does not agree on a gender-specific outcome;

• Be very clear about comparative advantage on gender equality vis-a-vis other partners on the priority issues proposed.

Mainstreaming gender into UNDAF results matrix formulation

The UNDAF results matrix is the strategic management tool used to plan, monitor, evaluate and report on UNDAF results areas. **Results-Based Management** (RBM) guides the development of the UNDAF process and its implementation as a key UN programming principle and a core element of the Aid Effectiveness Agenda. With a view to strengthening the overall focus of UN supported interventions on achieving results, the UNDG developed a [handbook](#). Types of gender results include:

- **Gender blind results:** do not recognize gender differences in the expected change. *For example: Increased promotion of HIV/AIDS services available to the community*

- **Gender-targeted/specific results:** focus on addressing women or men in the context of their gender norms, roles and relations. *For example: Increased promotion of women's access to HIV/AIDS counselling services.*

- **Gender-sensitive results:** address the differential needs of and inequalities experienced by women, men, girls and boys. *For example: Land reforms concede equal rights of access and ownership to women and men.*

- **Gender transformative results:** focus on promoting measurable change in structures, norms and behaviours that challenge gender relations. *For example: Increased decision-making for women relative to men in the community; or increased household responsibilities of men in relation to women.*

It is crucial to ensure that gender is mainstreamed into the specific results that are developed**.** This is reinforced through the UNCT SWAP-Scorecard dimension concerning results. This may require evidence that the UN system has contributed to gender equality by benefiting women and girls as a targeted group (gender-targeted results) (approaching minimum standard), by addressing the differential needs and women, men, boys and girls and redressing inequalities (gender-sensitive results), and through contributing to widespread

change in the roots of gender inequality and discrimination; or that the UN system has contributed to gender results in line with SDG priorities including SDG 5.

Applying the **multiple-track strategy for gender mainstreaming** to UNDAF results development means having **dedicated outcomes, targets and indicators that are designed to address gender inequality**, and gender-based discrimination; **plus including gender concerns in other outcomes, or actions**, including by setting targets, including specific indicators, and disaggregating all data[17]. For this reason, it is essential that gender focal points are involved in all thematic/results groups to ensure a thorough analysis of the gendered impact of the results and indicators being developed across all thematic areas of the UNDAF.

A recent review of 15 UNDAFs in Europe and Central Asia identified the former Yugoslav Republic (FYR) Macedonia UNDAF as a well-balanced application of the multiple-track approach to gender, with a gender-specific outcome, three gender-sensitive outcomes, one gender-neutral outcome – and no gender-blind outcomes. The results matrix for FYR Macedonia demonstrates this in Table 1, where Outcomes 1, 2 and 3 are gender-sensitive, Outcome 4 is gender-neutral, and Outcome 5 is gender-specific.

Table 1. Multiple-Track Approach in the UNDAF Results Matrix: FYR Macedonia[18]

RESULTS	INDICATORS
STRATEGIC PRIORITY 1: Employment	
Related national development priority or goal: Increase economic growth and employment as a precondition for improved living standards and quality of life. Invest in education, innovation and information technology are key elements for creating a knowledge-based society.	
Related SDG: SDG 8	
Outcome 1: By 2020, more women & men are able to improve their livelihoods by securing decent & sustainable employment in a competitive & job- rich economy	**Indicators**: 1. Unemployment rates for women and men 2. Unemployment rates for young women and men (under 29) 3. Share of women and men employed in the informal sector 4. Labour force participation rates for women and men
STRATEGIC PRIORITY 2: Good governance	
Related national development priority or goal: Increase efficiency, effectiveness and accountability, boost the transparency and openness of the system, improve the quality of services and raise the level of satisfaction of citizens and private legal entities that are users of public services.	
Related SDG: SDG 16	
Outcome 2: By 2020, national and local institutions are better able to design and deliver high-quality services for all users, in a transparent, cost- effective, non-discriminatory and gender-sensitive manner	**Indicators**: 1. Citizen satisfaction with the quality of municipal services 2. Country score in World Bank global governance effectiveness index 3. Share of municipalities using GRB tools 4. Share of young people (under 29) who see their future outside the country, disaggregated by sex
STRATEGIC PRIORITY 3: Social inclusion	
Related national development priority or goal: Provide social protection to the most vulnerable layers	

---

[17] While indicators are normally developed during the strategic planning stage, a full discussion on the development of gender-sensitive indicators, including both qualitative and quantitative indicators, is provided in Section 8 on Monitoring and Evaluation.

[18] Adapted from UNCT FYR Macedonia (2016). 'Partnership for Sustainable Development: UN Strategy for 2016-2020'. Skopje.

of the population. Enhance economic development & social justice to improve living standards.   Improve the quality of the educational process at all levels (preschool, primary, and secondary and university education) in order to ensure equal terms for all students. Develop a health system that will improve, promote and sustain the health of all citizens that will be based on equality, solidarity and citizens' needs.

Related SDG: SDG 1, SDG 2, SDG 3, SDG 4, SDG 10.

Outcome 3: By 2020, more members of socially excluded and vulnerable groups are empowered to exercise their rights and enjoy a better quality of life and equitable access to basic services	**Indicators**: 1. Share of population at risk of poverty or social exclusion, disaggregated by sex 2. Number of children with disabilities attending regular schools, disaggregated by sex 3. Number of Roma adults employed in formal economy, disaggregated by sex 4. Rights-based asylum and migration systems function in line with international commitments 5. Mortality attributable to non- communicable diseases

STRATEGIC PRIORITY 4: Environmental sustainability

Related national development priority or goal: Ensure sustainable use of natural resources and enhance environmental management in a manner that will increase the responsibility of the central and local government, simultaneously increasing the responsibility of industry by providing measures through which the latest technologies and practices in industrial processes will be applied.   Promote an efficient, competitive and financially stable energy sector as a condition for a reliable, high-quality, stable and affordable supply of all types of energy for all energy consumers.

Related SDG: SDG 2, SDG 3, SDG 6, SDG 7, SDG 11, SDG 12, SDG 13, SDG 14, SDG 15.

Outcome 4: By 2020, individuals, the private sector and state institutions base their actions on the principles of sustainable development, and communities are more resilient to disasters and environmental risks	**Indicators**: 1. Greenhouse gas (GHG) emissions 2. Economic loss from natural hazards & disasters, share of GDP 3. Hectares of land managed sustainably as protected areas 4. Number of deaths, missing people, injured, relocated or evacuated due to disasters per 100,000 people, disaggregated by sex and location 5. Degree of integrated water resources management implementation on a scale of 0-100

STRATEGIC PRIORITY 5: Gender equality

Related national development priority or goal: Ensure efficient implementation of equal gender opportunities, & undertaking affirmative measures to address inequality. Tackle discrimination of all kinds.

Related SDG: SDG 5.

Outcome 5: By 2020, state institutions are fully accountable to gender equality commitments, and more women and girls lead lives free from discrimination and violence	**Indicators**: 1. Council of Europe's Istanbul Convention ratified 2. For cases of domestic violence and other forms of GBV, the number of persons (disaggregated by gender) i) reported to police; ii) indicted; and ii) convicted 3. % of gender-based discrimination complaints resolved by responsible institutions 4. Number of new civic or institutional initiatives inspired by women & girls translated into national & local policies or decisions 5. Mortality rates attributable to non- communicable diseases and reproductive health services for women and young girls

5.3 Checklist on Gender Mainstreaming in UNDAF Development

✓ **Ensure** gender expertise is available and engaged throughout the strategic planning phase, including by drawing on non-resident agencies as appropriate.

✓ **Make the case** for mainstreaming gender equality into the strategic planning phase following a multiple-track approach.

✓ **Highlight** GEWE priorities for the strategic prioritization exercise across development, humanitarian and peacebuilding spheres.

✓ **Define** outcomes that are gender-sensitive and gender transformational, as well as examining the impacts of all interventions across the UNDAF on women, men, boys and girls.

✓ **Ensure** that gender is mainstreamed across all thematic/outcome areas, outputs and indicators and advocate for a gender-specific outcome.

✓ **Ensure** that long-term gender equality results do not get sidelined in efforts to identify results in other areas that may be achieved more quickly.

✓ **Identify** early on both quantitative and qualitative indicators (see Section 8) that will allow measuring changes in gender relations.

✓ **Check whether** the theory of change is engendered:

→ *Are multiple stakeholder perspectives acknowledged, including national women's machinery and women's CSOs, and are their views reflected during ToC development?*
→ *Are issues of gender inequality and discrimination addressed by tackling root and underlying causes in addition to immediate causes?*
→ *Does the ToC explicitly target women and girls and ensure that they are equal beneficiaries of change? Are the most marginalized women and girls targeted?*
→ *Does the ToC identify **specific development changes** to be realized for women and other targeted groups, rather than relying on assumptions about how particular groups benefit?*

✓ **Build** in screening a process for gender mainstreaming in early draft stages of the complete UNDAF, using these checklists as a guide.

✓ **Ensure** that regional PSGs' reviews of the UNDAF consistently address the extent to which the UN programming principles - including gender - are applied.

✓ **Ask** useful questions:
→ *How well do outcomes articulate how GEWE will be promoted? Are sufficient resources (human and financial) allocated to gender equality returns?*
→ *How gender-sensitive are the indicators and do they adequately track progress towards gender equality results?*
→ *Do the UNDAF outcomes describe changes in the ways that governments fulfill their obligations to address gender equality standards and commitments and/or the ways that people, particularly women, are empowered to act?*

6. Gender Mainstreaming in UNDAF Financing

6.1 What is UNDAF Financing?

An UNDAF financing strategy helps the UNCT ensure that its activities are appropriately costed and resourced, enables UN resources to leverage larger financial flows to implement the 2030 Agenda, and incentivizes interagency collaboration[19]. It in involves four steps: 1) **mapping the financial landscapes**, 2) **preparing the Common Budgetary Framework** (CBF), 3) **developing a financing strategy to address the UNDAF funding gap**, and 4) **designing a joint resource mobilization strategy**.

6.2 Considerations for Mainstreaming Gender in UNDAF Financing

Gender mainstreaming throughout the UNDAF financing process is essential for ensuring the fulfilment of commitments towards gender equality and women's empowerment.

A current major change of focus for the UN involves a shift from funding – transferring money from a financial contributor to a recipient – to financing – catalysing, leveraging, blending and structuring different sources of public, private, domestic and international finance to achieve collective, transformative results. This shift will be crucial in efforts to implement the SDGs, and in order to fulfil the gender equality and women's empowerment objectives, unprecedented levels of financing are required in scale, scope, and quality from all sources at all levels, public and private, domestic and international. The CSW 60 Agreed Conclusions also reaffirm the importance of significantly increased investment to close the resource gaps for achieving GEWE through the mobilization of financial resources, including official development assistance (ODA).

Mapping the financial landscape for gender

A financial analysis to map the financial landscape should occur during the CCA stage (see Section 3). Where the UNCT opts to undertake a "Light" or **Full Development Finance Assessment (DFA), gender equality should be mainstreamed** through the process. This could involve ensuring gender analysis expertise is included in the ToR of the DFA, and gender equality and women's empowerment are made visible in the financial analysis – both in terms of sectoral funding flows, as well as being highlighted as priority areas for directing development finance.

Where gender equality and women's empowerment is a priority results area in the UNDAF, a focused **gender sectoral / thematic analysis** should be undertaken to identify and assess the existing financial flows that relate to GEWE, including domestic, international, public, and private. For this, it is crucial that appropriate expertise is made available including both gender and financial analysis and gender-responsive budgeting (GRB) skills in order to conduct the sectoral gender analysis. Gender experts from the GTG, UN Women and others should also advocate to work on other sectoral analyses, and ensure gender equality is mainstreamed throughout.

Gender equality and women's empowerment should also be tracked in the process of local mapping of UN resources flows. This could involve using GRB approaches and tools, or a Gender Equality Marker tool, to identify resources allocated to targeted gender equality results and programming, as well as to gender equality mainstreamed into other results areas.

---

[19] See UNDG Funding to Financing Companion Guidance.

Mainstreaming gender into the development of the Common Budgetary Framework (CBF)

In order to adequately fund the interventions that support gender equality and women's empowerment as developed in the UNDAF, it is first necessary to **determine the financial resources necessary** to implement them, for inclusion in the CBF. The budget is a critical tool to realize gender equality, because without sufficient and well-targeted resources, policies, plans and programmes cannot be implemented – and all too often, the financial resources allocated to gender equality interventions are not adequately considered.

A number of **tools and methodologies for costing gender equality** have been developed, based largely on the UN Millennium Project's Gender Needs Assessment, which was originally used to identify the actions and resources necessary to meet the Millennium Development Goal (MDG) 3 target on gender equality in education. The Gender Needs Assessment (GNA) tool estimated the human resource, infrastructure and investments required to achieve MDG 3 by: identifying a list of needed interventions; specifying targets for each set of interventions, such as the number of shelters per the number of survivors of domestic violence; estimating the aggregate and intervention-specific resources needed for ten years (through outcome targets, coverage targets and ratios, as well as unit costs); and validating the results[20]. Examples of adaptations of this tool are provided in Table 2 below.

Table 2. Methodologies and Tools for Costing Gender Equality[21]

Methodology / Tool	Purposes
Gender Needs Assessment Tool	Guide to Use the Gender Needs Assessment Model and Tool Matrix
Tool for Costing Gender Equality/Equal Opportunities in Bolivia	User's Manual "Tool for Costing Gender Equality / Equal Opportunities", UN Women, Bolivia (Spanish)
Methodology for Costing the Second Gender Equality and Equity Plan of Honduras	Guide for Budget Costing with a Gender Perspective, Second Gender Equality and Equity Plan of Honduras (Spanish)
Methodology for Costing multi-disciplinary service packages to assist women and girls who are victims of violence	Manual for costing packages of multi-disciplinary services regarding violence against women and girls, UN Women

Box 15 provides an example from Kyrgyzstan that demonstrates in more detail how a costing methodology was applied in practice, and how it was used to calculate the financing gap in resources to implement the National Action Plan (NAP) for Gender Equality.

---

[20] UN Women (2015). 'Handbook on Costing Gender Equality', New York.
[21] Ibid.

> **Box 15. Calculating the Financing Gap to Implement the NAP for Gender Equality in Kyrgyzstan**
>
> In Kyrgyzstan, a team costed the interventions needed to implement the National Action Plan (NAP) for Gender Equality for 2012–2014. The interventions needed to implement the NAP were broken down into units – activities, services, staff or resources – and the estimated time required. The team calculated the costs of measures and tasks, using the government's price list for costs of average monthly salaries, transport, professional fees and training. The total cost of the NAP, including what was required, was calculated by adding all of the costs of the different interventions. The individual total costs of different items were further separated into what was already allocated from the state budget and what was possible given the financial estimates, as well as additional resources needed (the financing gap). The costing exercise found a financing gap of 90 per cent, with allocations made to only 10 per cent of NAP activities.
>
> *Source*: UN Women (2015). 'Handbook on Costing Gender Equality', New York.

Costing exercises make strategic sense and can be used in a number of ways[22]. They provide an essential tool for knowing the real cost of specific needs and comparing it with the resources effectively allocated in budgets, thus defining the "financial gap". They can be combined with an analysis of possible alternatives for financing these gaps, as well as being used as an instrument to mobilize financial support around specific objectives and priorities of the gender equality agenda. Costing exercises can also be considered as an instrument to make gender policies and programs visible and viable in the planning and budgeting process, and to ensure that adequate budget for gender equality and women's empowerment is reflected in the CBF.

Gender-responsive budgeting (GRB) approaches can be applied to the CBF process. In its broadest sense, GRB can be seen as a tool for promoting gender equality, accountability to women's rights, and as well as efficiency and transparency in budget policies and processes. It can help ensure that the needs of women, men, girls and boys are covered in the budget; assess that budget allocations are adequate to implement all gender-related interventions; and subsequently monitor expenditure for gender equality and women's empowerment.[23]

One aspect of GRB which is increasingly employed in UN system planning is use of **Gender Equality Markers for tracking financial resources** that support gender equality results. These have been endorsed by the United Nations Development Group (the UNDG Gender Equality Marker Guidance Note), building on the UN System-wide Action Plan (UN SWAP) which also includes two indicators requiring the use of gender markers. Gender Equality Markers are typically developed and implemented at the individual entity level; however, these tools should be also used at country level to assist in tracking resources for gender equality within the UNDAF (see Box 16). A standard methodology for linking gender markers to the UNDAF is currently being developed by the UNDG Task team on Gender Equality and it is expected to be piloted in 2018. To meet the minimum standard within the UNCT SWAP Scorecard, the UNCT must have established and met a target for programme expenditures to be allocated for gender equality and women's empowerment.

---

[22] Coello, Raquel (2013). **'**Costing of interventions and policies for gender equality: Concepts, methodologies and practical experiences'**, New York: UN Women and UNDP.

[23] See for example Budlender, Debbie and Guy Hewitt (2006). *Engendering Budgets: A Practitioners' Guide to Understanding and Implementing Gender-responsive Budgets,* London: Commonwealth Secretariat. See also UNIFEM (2008). 'Budgeting for Women's Rights: Monitoring Government Budgets for Compliance with CEDAW: A Summary Guide for Policy Makers, Gender Equality and Human Rights Advocates', New York.

Box 16. Tracking Resources through a Gender Marker in Vietnam

A clear priority in Vietnam's One Plan 2012-2016 was to develop a mechanism to track expenditure on gender equality, a gap that had been identified in a 2008 Gender Audit. The UNDP Gender Marker was used as the model to develop a gender marker for Vietnam, applied to the One Plan at the outcome, output and activity level, thus tracking the contributions of individual agencies. The rating system used a scale from "0 - Outputs that are *not expected to contribute noticeably* to gender equality" through to "3 - Gender equality is a *principal* objective of the output". The data generated by the gender marker is valuable in that it shows very clearly in which areas the UNCT focuses on gender-specific work as well as highlighting gaps for future programming.

Source: UN Women Vietnam.

Developing a financing strategy for gender equality results

The next step is to develop a financing strategy, assessing financial options and instruments in order to effectively allocate the UN's existing resources, access additional resources and leverage larger financing flows. If the UNDAF includes a gender-targeted priority area, theme or outcome, the set of questions in Box 14 should be answered to assess finance options and develop a financing strategy.

Box 14. Questions to Develop a Financing Strategy

- What existing funding do we have in this priority area?

- What funding do other partners have in this area, including international financial institutions (IFIs) and multilateral development banks (MDBs)?

- On what and how are they planning to spend their resources? How do we ensure a balance between gender mainstreaming and women's empowerment interventions, respectively?

- Can we partner/ combine/ blend with partners to achieve a collective outcome for gender equality?

- How can we sequence our resources most effectively? At what point in the policy/ programme cycle can the UN's resource be deployed most effectively? When are resources from other stakeholders available?

- In order to achieve the collective outcomes for gender equality and women's empowerment are there additional resources that we need?

- Can we bring additional partners on board (including social investors, innovative finance, IFIs, South-South partners, vertical funds etc.) to achieve the shared outcome?

- What are the risks that will impact on the relationships, allocations and utilization of these resources and how they can be prevented or their impact mitigated?

In the process of allocating resources, UNCTs must evaluate key gaps and priority areas where directing existing resources could bring the greatest social impact. Gender experts should **lobby for gender responsive budgeting by making a clear and evidence-based case to highlight the strategic advantages of directing resources to gender equality and women's empowerment results.** This should include making clear the links to gender equality and the empowerment of all women and girls as a key UNDAF principle for integrated

programming, as a commitment of the 2030 Agenda, as well as through other normative frameworks such as CEDAW and the Beijing Platform for Action.

The GTG or gender results group should support the UNCT leverage available resources by **combining resources with others working towards gender equality**, assessing key sources of financing for gender equality and the potential for partnerships with donors and others. The UNCT system should also **develop appropriate financial architecture for the realization of gender equality results.** This includes strengthening coordination through pooled funding mechanisms, where appropriate, such as Multi-Donor Trust Funds and Joint Gender Programmes (see section 7 on Joint Programmes). This should also strengthen accountability towards gender equality by reinforcing the message that regular resources should be allocated to GEWE, rather than relying on parallel funding.

Mainstreaming gender into the Joint Resource Mobilization Strategy

A Joint Resource Mobilization Strategy is used for identifying opportunities and mobilizing resources for unfunded UNDAF priorities. In the development of the Joint Resource Mobilization Strategy, it is important to ensure that **gender priorities are clearly stated and their relevance and strategic importance are highlighted**. The **funding gaps for gender equality** should be made clear. The design of the framework should ensure that the generation and use of resources does not exacerbate inequalities, including those around income, gender, age, race, etc. Furthermore, coordination groups such as gender results groups and GTGs should be used to **seek agreements on gender equality financing** with government or development partners in a coherent way.

6.3 Checklist on Gender Mainstreaming in UNDAF Financing

- ✓ **Ensure** that gender equality is mainstreamed through any Development Finance Assessment processes.

- ✓ **Undertake** a focused gender sectoral / thematic analysis to identify and assess the existing financial flows that relate to GEWE.

- ✓ **Track** gender equality in the process of local mapping of UN resources flows, using GRB approaches or a Gender Equality Marker tool.

- ✓ **Lobby** to make a clear and evidence-based case to highlight the strategic advantages of directing resources to gender equality results across through development, humanitarian and peacebuilding arenas.

- ✓ **Consider** combining resources with others working towards gender equality, assessing key sources of financing for gender equality and the potential for partnerships, avoiding competition for resources.

- ✓ **Develop** appropriate financial architecture for the realization of gender equality results, including strengthening coordination through pooled funding mechanisms.

- ✓ **Make use** of costing tools to accurately identify financing needs for gender equality results – including both gender-targeted results as well as gender issues mainstreamed throughout other results. Alternatively, leverage other costing exercises – and support the mainstreaming of GEWE considerations

into these – to reduce the cost implications and/or leverage other process with broader ownership.

✓ **Transform** the results of costing exercises into an advocacy strategy to ensure adequate budget for gender equality and women's empowerment is reflected in the CBF.

✓ **Ensure** that gender specialists are actively involved at decision-making levels in all results groups while developing the CBF.

✓ **Utilize** GRB methodologies to assess the gender-sensitivity of the proposed budget.

✓ **Analyse** the proposed budget from a gender perspective**:**

→ *What are the levels of resource allocation for promoting gender equality?*

→ *Are there specific budgets allocated for capacity development and training, gender equality pilot projects, support to national women's machinery, support to women's NGOs and networks?*

→ *What is the level of these budgets, both in absolute terms and as a percentage of overall UNCT expenditure?*

✓ **Advocate** for the use of the Gender Equality Marker to help track financial resources for GEWE; provide capacity building in this area if necessary.

✓ **Ensure** that gender advocates are involved in the development of joint funding modalities and joint resource mobilization strategies by the UNCT.

✓ **Check** that in the resource mobilization framework the strategic importance gender priorities are highlighted, and that the funding gaps for gender equality are made clear.

7. Gender Mainstreaming in UNDAF Coordination and Management Arrangements

7.1 What are UNDAF Coordination and Management Arrangements?

The UNDAF coordination and management arrangements establish the **roles, responsibilities and accountabilities** that enable oversight, coordination and partnership within the UN system. They also promote coherence in programming through modalities such as **joint work plans** and **joint programmes**.

7.2 Considerations for Gender Mainstreaming in UNDAF Coordination and Management Arrangements

Roles, responsibilities and accountabilities in the UNDAF

Understanding and clarifying roles and accountabilities in UNDAF formulation and implementation is critical, so that those working to mainstream gender into the process are able to leverage key actors and their responsibilities. The UNDAF is based on the key principle of national ownership and as such **national stakeholders** (governments and civil society) in the form of the government coordinating body hold the primary responsibility to respond to development priorities in their own countries. Within the UNCT, the UNDG Management and Accountability System (MAS) provides an overview of responsibilities and accountabilities.

Through the QCPR, UN Member States reaffirm the **UN Development System's responsibilities and accountabilities** in advancing gender equality and women's empowerment. The QCPR calls on the UN system to promote GEWE by enhancing gender mainstreaming through the full implementation of the UN-SWAP, as well as the UNCT Performance Indicators for gender equality and women's empowerment, as well as drawing on available gender expertise in the system at all levels to assist in mainstreaming gender equality in preparation of the UNDAF.

Established by the General Assembly at the end of 2010, **UN Women** works to promote more effective coordination, coherence and gender mainstreaming across the United Nations system, including through the implementation of accountability instruments such as the corporate UN-SWAP and UNCT SWAP-scorecard. At the country level the entity operates as part of the Resident Coordinator system, within the United Nations Country Team, leading and coordinating the work of the UNCT on gender equality and women's empowerment, in coordination with other UN agencies and through UN GTGs[24], under the overall leadership of the Resident Coordinator.

The **Resident Coordinator's** role is to facilitate and oversee the conduct of the country analysis, design and implementation of the UNDAF as the main strategic framework for all or most of the UN's operational activities for development, at the request of and in close cooperation with Government, the UNCT and other stakeholders.[25] As part of this process the RC also ensures that UNDAF outcomes are linked to the achievement of national development priorities, and that the key UN programming principles are integrated into the UNDAF. The Resident Coordinator's leadership on gender equality is critical to inspire, influence and sway others to fully integrate gender equality into UN programming and investments. Furthermore,

---

[24] While UN Women is mandated with the coordination role for gender equality within the UN system, gender equality architecture varies across countries and regions, with other UN agencies also chairing or co-chairing GTGs and related groups.

[25] UNDG (2014). 'UN Resident Coordinator Generic Job Description'. New York.

promoting accountability and action for gender equality within the UNCT is a key role and ultimate responsibility of the RC, and forms a component of the RC's ToRs.

The **UNCT** also plays a key role in the coordination and management of the UNDAF. A coherent UNCT uses the UNDAF principles for integrated programming and ensures a coherent approach to cross-cutting issues, to enhance country analysis and make a contribution to the national development framework. The UNCT has a responsibility to contribute to gender mainstreaming and to the promotion of gender equality. In addition, each individual **Head of Agency** (HoA) has a responsibility to promote gender equality under the gender strategy or policy of his or her own agency, and as part of each entity's implementation of the UN-SWAP.

Gender Theme Groups are Inter-Agency mechanisms for joint action and coordination at the national level. While their specific configuration and terms of reference can vary from country to country, their overall function is to strengthen the performance of the UNCT on gender equality, by providing policy advice, coordination on programming issues within the UNDAF, and technical support on gender-responsiveness as required (see Box 17 below). In addition, GTGs promote dialogue and collaboration with key stakeholders (such as national and international partners, civil society organizations, the private sector) in the context of the UNDAF. Analysis suggests that "having a strong Gender Theme Group increases the likelihood of strong UNDAFs from a gender equality point of view", possibly linked to the correlation between increases in the number of GTGs and increases in UNCT capacity building initiatives on gender equality.[26]

The role of GTGs and their equivalents in the UNDAF process is also covered in the UNCT SWAP-Scorecard. Section 5 on gender architecture and capacities includes the following as a specific requirement to meet minimum standards: "The group has made substantive input into the UNDAF including the country analysis, strategic prioritization, results framework and M&E".

Box 17. GTG Support to UNDAF Implementation: Belarus

The Belarus GTG, chaired by UNFPA, employs various strategies to support gender mainstreaming and UN staff capacity on gender equality in the implementation of the Belarus UNDAF for 2016-2020. These include the following:

- Ensuring the participation of GTG members in the regional UNDG Training of Trainers (TOT) on gender mainstreaming in UN Country Programming, to ensure provision of qualitative expertise for UNDAF support.

- Undertaking gender mainstreaming screening for two project proposals jointly developed and submitted by UN agencies, for assistance to displaced Ukrainians residing in Belarus, and on social inclusion of persons with disabilities.

- Conducting gender mainstreaming training, including on the SDGs, for members of three Result Groups that monitor the implementation of the UNDAF. This initiative involves national government and non-government partners as well as UN staff, and ensures the understanding of gender issues for activities and initiatives undertaken within the UNDAF both by UN agencies and national counterparts.

Source: UNFPA Belarus.

---

[26]Rao, Aruna (2010). [Strengthening Gender Equality in United Nations Development Frameworks](#). Commissioned by UNDG Task Team on Gender Equality, p. 9.

The establishment of a GTG is based on a management decision of the RC and the UNCT. The RC, jointly with the chair/co-chairs of the GTG, ensures the active participation of senior gender experts and staff from the UNCT in the GTG; research suggests that to be key drivers for positive change, Gender Theme Groups must be well supported by senior management.[27] Currently some 80 GTGs support – with different roles and levels of capacity – the work of the UN system in support of programme countries. With the roll-out of the second generation of the DaO modality and the focus on joint results groups, it is possible that an increasing number of GTGs may be re-profiled or even discontinued by UNCTs; in those circumstances, it will be key for the UNCT to ensure that its responsibilities to mainstream gender equality do not evaporate as part of the overall realignment of inter-agency mechanisms. Ultimately, whatever the UNDAF management arrangement and coordination mechanism in place (with or without a GTG, or with other gender coordination groups such as humanitarian coordination on gender or groups that include government and civil society), the UNCT should ensure adequate coordination arrangements for the full integration of a gender perspective in the work of the UN system.

The RC/UNCT develop a modus operandi for the formulation and implementation of the UNDAF. An overarching UNDAF management group may be established (often composed by Deputy Heads of Agency) as well as UNDAF **Thematic/Results Groups**, to lead on the formulation and implementation of specific UNDAF results. In conducting their work, they attempt to integrate normative principles and cross-cutting issues relevant to the country into their programming work. They also undertake analysis of key issues and emerging trends related to priority areas to ensure programmes are evidence-based. It is important to work closely with these results groups to ensure gender equality is integrated in these thematic areas from the outset, including lobbying for gender focal points to be included in each group; as such, the role of gender focal points and the groups' responsibility for mainstreaming gender should be clearly set out in the ToRs for these groups. In addition, the Chair of the GTG should liaise with the UNCT/RC to ensure gender is integrated at every stage of UNDAF formulation. The reality on the ground varies from country to country, and this will need to be taken into account in identifying key drivers for gender mainstreaming.

Peer Support Groups (PSGs) support the regional UNDG including by providing Quality Support and Advice (QSA) to programme countries in the UNDAF process. PSGs are typically composed of technical staff appointed by the relevant regional and/or headquarters offices of UN agencies. PSG members do not promote particular agency mandates, but rather provide their technical assistance on behalf of the regional UNDG. The primary functional responsibility of PSGs is to help UNCTs implement a quality and timely common country programming process in accordance with the UNDAF guidance. PSGs play an important role in supporting gender mainstreaming in the UNDAF, including by ensuring appropriate linkages with relevant coordination mechanisms at the regional and country level (such as Regional UNDG Gender Groups, RC Offices, GTGs and Results Groups) (see also Box 18 below).

---

[27] Ibid., p. 15.

> **Box 18**. **Gender Mainstreaming through the Peer Support Group in ECA**
>
> In the Europe and Central Asia (ECA) region, the PSG ensures that gender is mainstreamed throughout UNDAF development processes primarily through a thorough gender analysis of every UNDAF-related document, from the country assessment through to the finalization of the UNDAF. The PSG is used as a vehicle for gender mainstreaming, however the review process is facilitated via the Regional Working Group on Gender, which is jointly chaired by UN Women and UNFPA. The TORs for the PSG highlight the importance of including expertise on gender equality in PSG missions, and of making available a database including gender analysis expertise.
>
> *Source*: Regional UNDG ECA.

Joint Work Plans

Joint work plans are developed and managed by Results Groups and define output-level results, activities and budget that contribute to the UNDAF outcome. Strategies for **mainstreaming gender into joint work plans** are therefore based on the issues presented in Section 4 on developing the UNDAF. This may include making the case for a gender-targeted outcome, and working within the associated Results Group to define, develop and implement the interventions to support gender equality and women's empowerment.

The GTG or other gender specialists should also work within other Results Groups (including if there are no gender-specific UNDAF outcomes) to support them in mainstreaming gender concerns, where applicable, into outputs, activities, and budget lines. This will involve specialised, sector-specific gender analysis and expertise, to identify relevant gender issues within the various outcome areas. A recent review of gender mainstreaming in UNDAFs has recommended that the multiple-track approach to gender mainstreaming should be applied to Joint Work Plans of Results Groups, Monitoring and Evaluation (M&E) and Communications groups in the following ways:

- There should be at least **one gender-specific or sensitive output** per outcome **with at least one gender-specific or sensitive output indicator.**

- There should be at least **one gender-specific or sensitive activity per output.**

- Sufficient **human and financial resources** need to be dedicated to the gender-specific and sensitive outputs and activities.

- During the preparation of joint work plan per Result Group, unless the Result Group itself has gender expert, ensure that at least **one member of GTG or Result Group on Gender** is involved throughout the process to ensure gender mainstreaming in outputs, output indicators, activities and budget of each joint work plan.

Joint programmes

Another potential strategic planning approach is the development of Joint Programmes, comprising a set of activities with a commonly agreed work plan and budget that is implemented by government and/or other partners with the support of two or more UN agencies. By working collectively, the combined strengths of different agencies can be mobilized to generate improved coherence, efficiency and enhanced development results. A Joint Gender Programme (JGP) is a joint programme with an explicit objective of empowering women and/or promoting gender equality. This is in contrast to other joint programmes that

should still mainstream equality, but that have other overall objectives. The UNCT SWAP-Scorecard requires that a Joint Programme on promoting gender equality and women's empowerment (a JGP) be developed in line with SDG priorities including SDG 5 and, to exceed minimum standards, that gender equality is systematically mainstreamed into other Joint Programmes.

Over the past few years, gender has been the highest area of concentration of joint programmes implemented by UNCTs. **Joint Gender Programmes** (JGPs) are increasingly used as a tool to strengthen gender equality results, with UN agencies working together toward a well-defined outcome such as reduced violence against women or improved sexual and reproductive health and rights of women and men. JGPs have the potential to facilitate multi-sectoral approaches, better addressing the complex and multi-dimensional challenges of promoting gender equality. The specific experience of JGPs under the MDG Achievement Fund (MDG-F) demonstrated the interrelated and complementary nature of targeted and cross-cutting interventions and the added development value of a multiple-track strategy.[28] The inter-agency joint evaluation of JGPs[29] provided an overall assessment of the effectiveness and efficiency of the JGP modality; its report and joint management response will serve to develop standards for the design, implementation and evaluation of JGPs, and inform decision-making to scale up collaborative work in the area of GEWE. Some of the key success factors identified in this report in making Joint Gender Programmes work are outlined in Box 19.

---

[28] Nelson, Gayle and Jennifer Cooper et al (2013). 'Two Roads, One Goal: Dual Strategy for Gender Equality Programming in the Millennium Development Goals Achievement Fund.' New York: MDG-F, UN Women and UNDP.

[29] Supported by UN-Women, UNICEF, UNFPA and UNDP together with the MDG-F, Spain and Norway. See also the Report and Management response (item 3: Evaluation).

Box 19. Success Factors in Making Joint Gender Programmes Work

1. Making coordination, consensus-building and negotiation work
- Have a strong, well-resourced dedicated coordination function in place with staff who have expertise in gender equality, but also trained in conflict management and/or negotiation skills
- About four UN agencies is a good number to be involved in a JGP
- Establish good UNCT coordination mechanisms and then set up coordination structures with national partners, ensuring NWM and CSOs are included
- Be clear in the programme document about which body will decide on resource allocation

2. Ensuring good communication among joint gender programme partners
- Keep lines of communication among JGP partners open through regular in-person discussions
- A communication strategy – with a gender analysis – can be put in place to share information on successes and constraints, with a range of communications tailored to different audiences

3. Ensuring accountability for results
- Request that the RC speak at high-level and public events related to the JGP
- Request a regular 30-minute meeting every month with the RC to brief her/him on the JGP
- Identify inter-agency platforms to bring messages across and influence senior managers
- Consistently provide feedback to Heads of Agencies from Gender Theme Group members
- Negotiate so that the JPG Coordinator can present JGP updates to the UNCT HoA meeting
- Remind partners within and outside the UN that accountability is ultimately to rights holders, particularly women rights holders who can be excluded from development results
- Pooled funding sources among UN agencies is a way to support mutual accountability
- Strong M&E is an effective accountability mechanism

Source: UNDP (2013). *Making Joint Gender Programmes Work*. New York.

Table 3 below provides an overview of some potential steps and entry points for planning, designing and implementing Joint Gender Programmes.

Table 3. Key Steps in Joint Gender Programmes[30]

1. Develop a comprehensive situation analysis	-Identify other existing initiatives addressing gender -Identify national & sub-national organizations representing rights holders e.g. women's rights organizations, women with disabilities & indigenous peoples -Consider existing data & ensure it is disaggregated by sex
2. Develop and articulate a shared vision	-Be ready to negotiate & build consensus around a shared vision that highlights gender constraints & possibilities for increasing gender equality -Develop a theory of change & gender sensitive results & indicators
3. Determine the capacity to implement the Joint Programme	-Keep in mind that the National Women's Machinery may need strengthening -Determine capacity in gender analysis; experience in advocating with government officials -Determine training, mentoring, coaching or on-the-job training on gender responsive programing priorities
4. Engage key stakeholders	-Involve women's groups at the national & grassroots levels -UN gender focal points need to be involved throughout -National Women's Machinery should be consulted throughout design phase -Integrate perspectives of community/CSO representatives (including women & men; boys & girls)

---

[30] Adapted from UNDP (2013). *Making Joint Gender Programmes Work*. New York.

5. Design the Joint Programme process including the logframe & design specifics	-Use the visioning & situation analysis - Develop a theory of change -Involve key UN agencies & their national counterparts -Decide who will make key decisions & who will be the lead -Develop designs that balance strategic needs with basic needs -Incorporate a multi-stakeholder approach which increases the awareness of how gender equality is relevant to development effectiveness -Reach consensus among multiple partners on gender sensitive or sex specific results & indicators -Discuss funding modalities
6. Knowledge Management	-Identify the knowledge needs of the partners involved as well as of target groups for communication activities -Identify an online tool/platform to share, organize & store the gender expertise & knowledge developed by the programme -Promote a knowledge sharing & development of lessons learned
7. Joint Gender Programme Management	-Establish a senior policy-level steering committee -Integrate gender advisors at all levels of the management structure -Devise management & leadership strategies & a management plan that are clearly understood -Involve gender specialists at all levels in operational & advisory capacities
8. Monitoring & Evaluation	-Discuss with GTG what kind of M&E support they can provide -Determine if there is a minimum set of nationally relevant gender specific indicators that can be used to measure change -Set up a baseline within 6 months of the start of the JGP -Use UN Evaluation Group Guidance for Integrating Human Rights & Gender Equality in Evaluation -Use mixed methods in evaluation
9. Sustainability	-Develop a sustainability plan to determine shared responsibilities for sustaining progress on gender equality after the programme ends -Build political will for gender equality & women's empowerment

It is important to remember that wherever possible **gender should also be mainstreamed into *other* Joint Programmes** that do not have a specific gender focus. The results of a scorecard assessment in Kenya found that "joint programmes can play a central role in building capacities and realizing gender equality results across agencies if gender is mainstreamed effectively from the start"[31]. The following steps were suggested for mainstreaming gender into all joint programs:

- Ensure at least one member of the joint programme design team from amongst participating agencies has sector-specific gender expertise and is provided with clear guidelines to ensure gender mainstreaming in the programme from the start.

- Establish an internal screening process (gender review) of early drafts to be adjusted against a checklist.

- Ensure that annual reviews mandate thorough assessment of gender-specific results so that adjustments may be made along the way as needed.

Box 20 below provides an example of successful gender mainstreaming into an environment and climate change Joint Programme in Ecuador.

---

[31] Esser, Andrea Lee (2012). 'Gender Scorecard: UNCT Kenya Performance Indicators for Gender Equality and Women's Empowerment,' Nairobi: Kenya UNCT, p. 12.

> **Box 20. Mainstreaming Gender into an Environment and Climate Change Joint Programme**
>
> Under the MDG-F Environment and Climate Change Window in Ecuador, gender equality issues were integrated into initial programme design, which included a thorough situational analysis and identified specific results. The programme supported the establishment of a leadership school for women, the allocation of scholarships to indigenous women and the institutionalization of women's committees in local governments. Programme managers credit such successes partly to strong inter-agency partnerships and the inter-cultural approach to working with local communities to assess gender equality needs.
>
> *Source*: Nelson, Gayle and Jennifer Cooper et al (2013). 'Two Roads, One Goal: Dual Strategy for Gender Equality Programming in the Millennium Development Goals Achievement Fund.' New York: MDG-F, UN Women and UNDP, p. 24.

7.3 Checklist on Gender Mainstreaming in UNDAF Coordination and Management

- ✓ **Engage** the expertise of those with clear roles and responsibilities in mainstreaming gender into the UNDAF – especially heads and members of the GTG, UN Women staff, and UN agencies' gender specialists and focal points.

- ✓ **Identify** in-house sectoral specialists with gender expertise to sit on each Results Group, to identify relevant gender issues within the various outcome areas.

- ✓ **Aim** to integrate gender into the joint work plans of all Results Groups, M&E and Communications Groups, asking the following questions:

  → *Is there at least one gender-specific or sensitive output per outcome with at least one gender-specific or sensitive output indicator?*

  → *Is there at least one gender-specific or sensitive activity per output?*

  → *Have sufficient human and financial resources been dedicated to the gender-specific and sensitive outputs and activities?*

  → *Is there at least one member of GTG or Result Group on Gender involved throughout the process to ensure gender mainstreaming in outputs, output indicators, activities and budget of each joint work plan?*

- ✓ **Develop** opportunities for developing Joint Gender Programmes to support gender equality and women's empowerment.

- ✓ **Ensure** that gender is systematically mainstreamed throughout all other Joint Programmes.

- ✓ **Ensure** at least one member of the Joint Programme design team from amongst participating agencies has sector-specific gender expertise and is provided with clear guidelines to ensure gender mainstreaming in the programme from the start.

- ✓ **Establish** an internal screening process (gender review) of early drafts of non-gender related Joint Programmes to be adjusted against a checklist.

- ✓ **Ensure** that annual reviews mandate thorough assessment of gender-specific results so that adjustments may be made along the way as needed.

- ✓ **Ensure** Joint Gender Programme partners include staff with conflict management, negotiation and/or consensus building skills.

- ✓ **Request** that Joint Gender Programme briefings be made regularly to the RC and to Heads of Agencies.

- ✓ **Establish** a senior policy-level steering committee, with management and leadership strategies that are clearly understood by all partners.

- ✓ **Integrate** gender advisors at all levels of the Joint Programme management structure, and in operational capacities.

- ✓ **Establish** coordination structures that include partnerships with national gender machineries and civil society organizations supporting women as rights holders.

8. Gender Mainstreaming in UNDAF Results Monitoring, Reporting and Evaluation

8.1 What is UNDAF Monitoring, Reporting and Evaluation?

Monitoring, reporting and evaluation is the fourth step in the development of the UNDAF and is essential to ensure that the UN development system delivers on its commitments. Monitoring and evaluation should be participatory and empowering processes that are separate but linked. Monitoring is the continuous examination of progress achieved during the implementation of an activity, project or programme. Evaluation is an objective and systematic assessment of processes and outcomes related to the undertaking and implementation of an activity, project or programme, and contributes to subsequent UNDAF revisions. Evaluations are typically undertaken during the mid-point and end of the UNDAF, whereas monitoring is often done internally, evaluations usually require an outside, independent team of qualified evaluators. The UNDAF requires a **monitoring and evaluation plan**, an **annual review**, and an **evaluation,** building on the results, indicators and baselines laid out in the results matrix[32].

8.2 Considerations for Mainstreaming Gender in UNDAF Monitoring, Reporting and Evaluation

Gender-sensitive indicators for monitoring and evaluation

UNDAF indicators should be gender-sensitive so that they track gender-related changes over time. The UNCT SWAP-Scorecard requires that, to meet minimum standards, between one-third and one-half of UNDAF outcome and output indicators track progress towards gender equality results in line with SDG priorities including SDG 5, as well as chosen national SDG indicators, and chosen national indicators for DRR in line with the Sendai Framework. Gender-sensitive indicators help measure the ways a project or programme affects gender roles or other gender-related changes in society over time by comparing against the benchmark. 'Gender-sensitive indicators' include both:

- **Sex- and age-disaggregated indicators** - separate measures for men and women on a specific indicator. Including gender-sensitive targets, indicators and baselines is key even for outcomes and outputs that are not gender-sensitive. *For example, percentage of literate women and men, 15-24 years old*.

- **Gender-specific indicators** specific to women *or* men, or a gender equality-related issue. *For example, percentage of women experiencing physical abuse by a partner*.

Gender-blind indicators, by contrast, do not make explicit the differences between women and men. *For example, literacy rate, 15-25 years old*.

Where possible, it is useful to **include a combination of both quantitative and qualitative indicators** when measuring a particular output, so as to triangulate findings and provide a more complete picture (see Table 4). The numerical data produced by quantitative methods can help to build the case for addressing gender inequalities, while qualitative methods enable a more in-depth examination of social processes, relations, and power dynamics surrounding gender equality. Gathering qualitative data may be useful for studying sub-populations that cannot be easily captured by nationally representative samples, as well as for capturing

---

[32] See also UNDG (2017). Guidelines to support country reporting on the Sustainable Development Goals. New York.

change that is difficult to measure, such as dimensions of empowerment; however, such data may be costly to collect.

Table 4. Comparison of Qualitative and Quantitative Indicators

Quantitative Indicators	Qualitative Indicators
▸ Measures of quantity ▸ Number, percentage or ratio	▸ Measures of quality ▸ More subjective based on perception, opinion or level of satisfaction
Sources of data: Surveys, census, reports, questionnaires	**Sources of data:** Focus groups, testimonials, interviews, qualitative surveys, case studies
Examples: % of women in decision-making positions Rates in violence against women/men (increase or decrease) # of hunger weeks highlighted by women # and/or % of new legislative acts favouring greater gender equality	**Examples:** Women's perception of empowerment Satisfaction of male and female partners with support and training provided by organization X Perception of well-being among women Perception among women and men of new legislative acts favouring greater gender equality

The UNCT SWAP-Scorecard reinforces the importance of using both quantitative and qualitative data. In order to meet the minimum standard, data for gender sensitive indicators in the UNDAF Results Matrix must be gathered as planned, including sex-disaggregated data, and UNDAF reviews and evaluations should assess progress against gender-specific results.

Data availability can be a major challenge to country teams for UNDAF planning and implementation. Sex- and age-disaggregated data are often only partially available or non-existent, meaning that sex- and age-disaggregated data might not be available at the beginning of the UNDAF and during the collection of baselines, as well as during monitoring and evaluation. Capacities should be created within the national statistical entities to generate this data.

At the same time, UNCTs are encouraged to capitalize on existing national monitoring and evaluation (M&E) systems wherever possible, and to avoid creating a burden on partner countries with UNDAF-specific M&E requirements. A useful reference tool here is the **minimum set of gender indicators** agreed to in 2013 by the United Nations Statistical Commission as a guide for national and international data compilation. The minimum set covers economic structures, participation in productive activities and access to resources, education, health and related services, public life and decision-making, and human rights of women and girls (see Table 5). In particular, they address key policy concerns identified in the Beijing Platform for Action and other more recent international commitments covering national norms and laws on gender equality. These indicators are a basic reference for the development of UNDAF and should be used whenever possible as key UN agencies have been tasked for collecting this data.

Table 5. Minimum Set of Gender Indicators, by Domain[33]

I. Economic structures, participation in productive activities and access to resources

1. Average number of hours spent on unpaid domestic work, by sex. Note: separate housework and child care if possible
2. Average number of hours spent on paid and unpaid work combined (total work burden), by sex
3. Labour force participation rates for persons aged 15-24 and 15+, by sex
4. Proportion of employed who are own-account workers, by sex
5. Proportion of employed who are working as contributing family workers, by sex
6. Proportion of employed who are employers, by sex
7. Percentage of firms owned by women
8. Percentage distribution of employed population by sector, each sex
9. Informal employment as a percentage of total non-agricultural employment, by sex
10. Youth unemployment, by sex
11. Proportion of population with access to credit, by sex
12. Proportion of adult population owning land, by sex
13. Gender gap in wages
14. Proportion of employed working part-time, by sex
15. Employment rate of persons aged 25-49 with a child under 3 living in a household and with no children living in the household, by sex
16. Proportion of children under age 3 in formal care
17. Proportion of population using the Internet, by sex
18. Proportion of population using mobile/cellular telephones, by sex
19. Access to mass media and information and communications technology

II. Education

20. Literacy rate of persons aged 15-24 years old, by sex
21. Adjusted net enrolment ratio in primary education, by sex
22. Gross enrolment ratio in secondary education, by sex
23. Gross enrolment ratio in tertiary education, by sex
24. Gender parity index in enrolment at primary, secondary and tertiary levels
25. Share of female science, engineering, manufacturing and construction graduates at tertiary level
26. Proportion of females among third-level teachers or professors
27. Net intake in first grade of primary education, by sex
28. Primary education completion rate, by sex
29. Graduates from lower secondary education, by sex
30. Transition rate to secondary education, by sex
31. Education attainment of population aged 25 and over, by sex

III. Health and related services

32. Contraceptive prevalence among women who are married or in a union, aged 15-49
33. Under-5 mortality rate, by sex
34. Maternal mortality ratio
35. Antenatal care coverage
36. Proportion of births attended by skilled health professional
37. Smoking prevalence among persons aged 15 and over, by sex
38. Proportion of adults who are obese, by sex
39. Women's share of population aged 15-49 living with HIV/AIDS
40. Access to antiretroviral drug, by sex
41. Life expectancy at age 60, by sex
42. Adult mortality by cause and age groups

IV. Public life and decision-making

43. Women's share of government ministerial positions
44. Proportion of seats held by women in national parliament
45. Women's share of managerial positions
46. Percentage of female police officers

---

[33] United Nations (2012). 'Gender Statistics: Report of the Secretary-General.' E/CN.3/2012/19.

47. Percentage of female judges
V. Human rights of women and the girl child
48. Proportion of women aged 15-49 subjected to physical or sexual violence in past 12 months by an intimate partner
49. Proportion of women aged 15-49 subjected to physical or sexual violence in past 12 months by persons other than an intimate partner
50. Prevalence of female genital mutilation/cutting (for relevant countries only)
51. Percentage of women aged 20-24 years old who were married or in a union before age 18
52. Adolescent fertility rate

These are supplemented by a core set of indicators on violence against women (see Box 21 below).

Box 21. Core Set of Statistical Indicators on Violence Against Women

1. Total and age specific rate of women subjected to physical violence in the last 12 months by severity of violence, relationship to the perpetrator and frequency

2. Total and age specific rate of women subjected to physical violence during lifetime by severity of violence, relationship to the perpetrator and frequency

3. Total and age specific rate of women subjected to sexual violence in the last 12 months by severity of violence, relationship to the perpetrator and frequency

4. Total and age specific rate of women subjected to sexual violence during lifetime by severity of violence, relationship to the perpetrator and frequency

5. Total and age specific rate of ever-partnered women subjected to sexual and/or physical violence by current or former intimate partner in the last 12 months by frequency

6. Total and age specific rate of ever-partnered women subjected to sexual and/or physical violence by current or former intimate partner during lifetime by frequency

7. Total and age specific rate of women subjected to psychological violence in the past 12 months by the intimate partner

8. Total and age specific rate of women subjected to economic violence in the past 12 months by the intimate partner

9. Total and age specific rate of women subjected to female genital mutilation

Source: ECOSOC (2011). 'Report of the Friends of Chair of the United Nations Statistical Commission on violence against women', E /CN.3/2011/5.

Furthermore, in the context of the 2030 Agenda and the SDGs, a new set of 48 suggested **indicators for monitoring gender equality and women's empowerment in the SDG framework** have been developed in a position paper by UN Women . The work to develop indicators and methods of measuring gender equality and women's empowerment in the context of the SDGs is nonetheless a work in progress, with further refinements being developed. For example, work is underway to develop gender indicators to measure the environmental SDGs, with resources that will be made available by UN Environment[34]. Useful human rights indicators have also been developed, including for CEDAW.

The minimum set of indicators mentioned above is not a comprehensive list and does not address all areas of gender equality. Given that the choice of indicators for the SDGs is not solely driven by data availability, new and/or improved indicators that go beyond the minimum

---

[34] See Gender and the Environment.

set are suggested for some targets as the optimal choices. The choice of indicators to monitor the implementation of the current framework is of critical importance, and can to a large extent determine whether policy efforts are channelled adequately and the goals and targets are achieved or missed. Choosing the appropriate indicators and thorough and effective monitoring of progress on gender equality across all goals will be important to ensure that women and men and girls and boys are benefiting from implementation efforts.

In addition, there is a need to include indicators that will **measure process and results**; participation, policy-making and empowerment should be measured alongside more straightforward measures such as school completion rates or HIV prevalence. Such a mix is required to demonstrate progressive actions towards gender equality and women's empowerment. This also includes measuring unintended negative consequences of programme interventions.

Gender-sensitive evaluation in the UNDAF

Gender-sensitive evaluation refers to evaluation practice that recognizes the different roles of women and men, girls and boys, their asymmetrical access to and control over resources as well as their varying practical and strategic gender interests. A useful resource here is the [United Nations Evaluation Group's guidance on integrating human rights and gender equality in evaluation](). Several key principles should be considered:

- **Inclusion.** Evaluating gender equality requires paying attention whether benefits and contributions were fairly distributed by the intervention being evaluated. Data needs to be disaggregated by criteria including: sex, class, ethnicity, religion, sexual orientation, age, location, etc.

- **Participation.** Evaluations of gender equality should be participatory, respecting stakeholders' right to be consulted and participate in decisions about what will be evaluated and how the evaluation will be done. It is important to measure stakeholder group participation in the process, as well as how they will benefit from results.

- **Fair power relations.** Gender equality seeks to balance power relations between and within advantaged and disadvantaged groups. Evaluations should be conducted in ways that support the empowerment of disadvantaged groups. Evaluators must also be aware of their own positions of power, which can influence the responses to queries through their interactions with stakeholders.

Box 22. Sex-disaggregated Data Collection

Data collection methods may have to vary when approaching men and women. In some contexts, women may remain silent when in large group settings that include men. More generally, women and men often communicate differently, and as such different strategies will need to be employed. For example, to encourage a higher level of women's participation may require separate meetings from men. An adept gender-sensitive facilitator or interviewer is essential, and women should always be included as part of the evaluation team. For example, it is thought that female interviewers improve the disclosure of sensitive events such as sexual assault, regardless of the gender of the respondent.

When conducting a gender-sensitive UNDAF evaluation, the aim is to determine if results made a contribution to gender equality and if so, how. This means working with the UNCT to **ensure gender is a cross-cutting theme** in each of the evaluation topics, with careful consideration given to integrating key gender-related questions in each of the evaluation

topics. It is also important to make available to the evaluators key studies such as previous gender evaluations or the UNCT SWAP-Scorecard, providing insight into challenges, achievements or constraints in gender equality that can shed light onto the UNDAF's progress. **Sex-disaggregated data collection techniques** should be used (see Box 22), along with **a gender-sensitive and gender-balanced evaluation team**, with adequate gender expertise, and including both male and female evaluators.[35] To this end, provision should be made to build the capacities of the evaluation team with regards to gender-sensitive evaluation and data collection.

8.3 Checklist on Gender Mainstreaming in UNDAF Monitoring, Reporting and Evaluation

- ✓ **Ensure** that UNDAF indicators are gender-sensitive so that they track gender-related changes over time; this includes across all outcome areas, not just those focused on gender equality issues.

- ✓ **Ensure gender is a cross-cutting theme** in each of the evaluation topics around development, humanitarian, peacebuilding and climate change issues, with gender-related questions mainstreamed into M&E plans and other M&E documentation.

- ✓ **Determine** if there is a set of nationally relevant gender-specific indicators, and use gender indicators in existing national M&E systems wherever possible, including using the Minimum Set of Gender Indicators and the indicators for monitoring GEWE in the SDG framework.

- ✓ **Consult** UNEG Guidance for Integrating Gender Equality in Evaluation.

- ✓ **Make available** key gender-related evaluations reports, Scorecard exercises, and other documentation that prove useful for the M&E team.

- ✓ **Ensure** the evaluation team is gender-sensitive and gender-balanced, with adequate gender expertise, and including both male and female evaluators.

- ✓ **Build** capacity and provide technical assistance to partners on gender-sensitive M&E, including building the capacities of national statistical entities to generate sex-disaggregated and gender-specific data.

- ✓ **Employ** both qualitative and quantitative data collection methods to contribute to triangulation of results and to capture change that is difficult to measure.

- ✓ **Use** gender-sensitive data collection techniques, such as separate focus groups for women and men so that their voices are heard.

- ✓ **Use** participatory methods involving women and men to increase ownership and sustainability of the M&E process. Tap into the expertise of CSOs to support this process.

---

[35] See again UNEG (2011). *Integrating Human Rights and Gender Equality in Evaluation* for more detail on these processes.

✓ **Ask** useful questions for the UNDAF evaluation:

→ *Did the UNDAF make the best use of the UNCT's comparative advantages in gender equality in the country?*

→ *Did the UNDAF help achieve the gender equality priorities in the national development framework and help meet international standards (e.g. Beijing Platform for Action, the SDGs, CEDAW, etc.).*

→ *Are data for gender equality and gender-sensitive results being collected and reported as planned?*

→ *Are gender-related results and gaps in implementation being addressed in the UNDAF annual review and RC Annual Report?*

→ *How well do UNDAF monitoring mechanisms and processes enable the collection of gender equality and gender-sensitive results information?*

→ *How well did the UNDAF address intersecting and multiple forms of discrimination in order to ensure no one is left behind?*

Annex 1. Glossary

Access: The ability of women and men to use a resource and take advantage of an opportunity. Ability to use resources does not necessarily imply the ability to define or decide the use of that same resource and vice versa.

Control: The ability of women and men to make decisions about and derive benefits from resources and opportunities.

Equal Opportunity: The absence of gender-based discrimination; the right to be treated without discrimination, especially on the grounds of sex, race, or age.

Gender: The socially constructed roles and relationships, personality traits, attitudes, behaviours, values, relative power and influence that society ascribes to the two sexes on a differential basis. Gender is relational and refers not simply to women or men but to the relationship between them. Although the words gender and sex are often used interchangeably, they have slightly different connotations; sex tends to refer to biological differences, while gender more often refers to cultural and social differences and sometimes encompasses a broader range of identities than the binary of male and female.

Gender-Based Violence: Violence targeted at individuals or groups on the basis of their gender. Examples include: sex-selective abortion, differential access to food and services, sexual exploitation and abuse, including trafficking, child marriage, female genital mutilation/cutting, sexual harassment, dowry/bride price abuse, honour killing, domestic or intimate partner violence, deprivation of inheritance or property, and elder abuse.

Gender Equality: Gender equality entails the concept that all human beings, both women and men, are free to develop their personal abilities and make choices without the limitations set by stereotypes, rigid gender roles, or prejudices. Gender equality means that the different behaviours, aspirations and needs of women and men are considered, valued and favoured equally.

Gender Equity: Fairness and justice in the distribution of responsibilities and benefits between women and men. To ensure fairness, temporary positive measures must often be put in place to compensate for the historical and social disadvantages that prevent women and men from operating on a level playing field. Equity is a justice-based means—equality is the human rights-based result.

Gender Identity: A person's perception of having a particular gender, which may or may not correspond with their birth sex.

Gender Mainstreaming: The process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension in the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and social spheres.

Gender Roles: A set of prescriptions for action and behaviour assigned to men and women by society according to cultural norms and traditions.

Intersectionality: An analytical tool for understanding and responding to the ways gender identity intersects with and is constituted by other social factors such as race, age, ethnicity and sexual orientation.

Multiple-track strategy for gender mainstreaming (also known as dual mandate, or twin-track): Incorporating both *gender-targeted* interventions to support gender equality and women's empowerment in specific social groups, specific organizations and/or processes as well as *gender-integrated* efforts to ensure that gender equality is integrated across the substantive work of all sectors. Also known as using *vertical* as well as *horizontal* programming.

National Women's Machineries: Government offices, departments, commissions or ministries that provide leadership and support to government efforts to achieve greater equality between women and men; sometimes also called National Gender Machineries.

Practical and Strategic Gender Needs and Interests: Practical Gender Needs are identified by women as a response to an immediate perceived necessity, and usually relate to inadequacies in living conditions such as water provision, health care, or employment. Strategic Gender Interests tend to challenge gender divisions of power and control, and traditionally defined norms and roles.

Productive Work: Work done by both men and women for pay in cash or kind. It includes both market production with an exchange-value, and subsistence/home production with actual use-value, and also potential exchange-value. For women in agricultural production, this includes work as independent farmers, peasant wives and wage workers.

Reproductive Work: Childbearing/rearing responsibilities, and domestic tasks done largely by women, required to guarantee the maintenance and reproduction of the labour force. It includes not only biological reproduction but also the care and maintenance of the work force (partner and working children) and the future work force (infants and school-going children).

Sex: The biological characteristics that define humans as female or male.

Substantive Gender Equality: Combines formal gender equality in law, equal opportunities and equal treatment, with equality in impact, outcome or result. It requires that equality is interpreted according to the broad context or realities of women's and men's disadvantages and the impact of these circumstances in terms of eliminating disadvantage in outcome or result.

Unpaid Care Work: Encompasses all the daily activities that sustain our lives and health, such as house work (food preparation, cleaning, laundry) and personal care (especially of children, the elderly, people who are sick or have a disability); these activities are most commonly performed by women in the household for free.

Women's Empowerment: The process of gaining access and developing women's capacities with a view to participating actively in shaping one's own life and that of one's community in economic, social and political terms.

Annex 2. Key Resources

---

1. Normative and Policy Frameworks

Convention on the Elimination of all forms of Discrimination Against Women (CEDAW)

Commission on the Status of Women (CSW)

Beijing Platform for Action

Review and appraisal of the implementation of the Beijing Declaration and Platform for Action (E/CN.6/2015/3)

United Nations System-Wide Policy on Gender Equality and the Empowerment of Women

Mainstreaming a Gender Perspective into all Policies and Programmes in the United Nations system (E/RES/2014/2)

Vienna Policy Dialogue - Advancing Gender Equality and the Empowerment of Women: Role of Development Cooperation

United Nations Security Council Resolution 1325

United Nations Security Council Resolution 1820

United Nations Security Council Resolution 1888

United Nations Security Council Resolution 1889

United Nations Security Council Resolution 1960

United Nations Security Council Resolution 2106

United Nations Security Council Resolution 2122

Transforming our World: the 2030 Agenda for Sustainable Development, (A/RES/70/1)

QCPR Resolution (A/71/243)

QCPR Resolution (A/RES/67/226) (section III D)

Vienna Declaration - World Conference on Human Rights

Addis Ababa Action Agenda (A/RES/69/313)

Universal Periodic Review

International Conference on Population and Development (ICPD)

New Urban Agenda (A/RES/71/256)

Sendai Framework on Disaster Risk Reduction

World Humanitarian Summit

ILO Equal Remuneration Convention (C100)

ILO Discrimination (Employment and Occupation) Convention (C111)

ILO Workers with Family Responsibilities Convention (156)

ILO Maternity Protection Convention (C183)

ILO Domestic Workers Convention (C189)

World Health Assembly Resolution 60.25 "Strategy for integrating gender analysis and actions into the work of WHO." (2007).

2. General Gender Mainstreaming

ECOSOC Agreed Conclusions (1997/2)
ECOSOC (1997). New York.

Gender Mainstreaming in Development Programming: Guidance Note
UN Women (2014). New York.

Mainstreaming a Gender Perspective into all Policies and Programmes in the United Nations System: Report of the Secretary-General (E/2013/71)
United Nations (2013). New York.

United Nations System-Wide Policy on Gender Equality and the Empowerment of Women: Focusing on Results and Impact (CEB/2006/2)
United Nations (2006). New York.

Advancing Gender Equality and Women's Empowerment: An Assessment of Gender Mainstreaming in UN Operational Activities for Development
UN Women (2012). New York.

Meeting Report. UN Women Expert Group Meeting on 'Gender Mainstreaming Approaches in Development Programming: Being Strategic and Achieving Results in an Evolving Development Context
Cohen, Sylvie I., Neena Sachdeva, Sharon Taylor and Patricia Cortes (2013). 'Santo Domingo, April 29-May 3, 2013.

Gender Mainstreaming
Sida. 2015. Stockholm: Sida.

3. Gender Analysis Tools

Gender Analysis – Principles and Elements

Sida (2015). Stockholm.

A Guide to Gender-Analysis Frameworks
Candida March, Ines A. Smyth, Maitrayee Mukhopadhyay (2005). Oxford: Oxfam.

A Conceptual Framework for Gender Analysis and Planning
ILO/SEAPAT's On-Line Gender Learning & Information Module

Learning and Information Pack: Gender Analysis
UNDP (2001). New York.

Harvard Gender Analysis Framework
World Bank (2005). Washington, D.C.

Moser Gender Analysis Framework and Gender Audit
World Bank (2005). Washington, D.C.

4. Sector-Specific Gender Mainstreaming

Gender Mainstreaming Strategies in Decent Work Promotion: Programming tools - GEMS Toolkit
ILO (2010). Bangkok.

Source Book on Women, Peace and Security
UN Women (2012). New York.

Gender and Conflict Analysis: Policy Briefing Paper
UN Women (2012). New York.

Preventing Conflict, Transforming Justice, Securing the Peace: A Global Study on the Implementation of United Nations Security Council resolution 1325.
UN Women (2015). New York.

Making Disaster Risk Reduction Gender-Sensitive: Policy and Practical Guidelines
IUCN (2009). Geneva.

Women, Girls, Boys and Men: Different Needs, Equal Opportunities. Gender Handbook in Humanitarian Action
The Inter Agency Standing Committee (IASC) (2006). Geneva.

Costing of Interventions and Policies for Gender Equality: Concepts, Methodologies and Practical Experiences
Coello, Raquel (2013). New York.

Handbook on Costing Gender Equality
UN Women (2015). New York.

Engendering Budgets: A Practitioners' Guide to Understanding and Implementing Gender-responsive Budgets
Budlender, Debbie and Guy Hewitt (2006). London.

Budgeting for Women's Rights: Monitoring Government Budgets for Compliance with CEDAW: A Summary Guide for Policy Makers, Gender Equality and Human Rights Advocates
UNIFEM (2008). New York.

Global Gender and Environment Outlook
United Nations Environment Programme and partner web portal.

Gender and the Environment
United Nations Environment Programme website.

Gender mainstreaming for health managers: a practical approach
WHO (2011)

Human rights and gender equality in health sector strategies: A tool to assess policy coherence
WHO, OHCHR, SIDA, (2011)

5. Integrating Gender Equality in Common Programming at the Country Level

Desk Review of 15 UNDAFs in Europe and Central Asia: Application of Twin-Track Approach of Gender in UNDAFs and CCAs to Promote Gender Equality and Empowerment of Women
UN Women Regional Office for Europe and Central Asia (2017). Istanbul.

Strengthening Gender Equality in United Nations Development Frameworks.
Rao, Aruna (2010). Commissioned by UNDG Task Team on Gender Equality, New York.

Two Roads, One Goal: Dual Strategy for Gender Equality Programming in the Millennium Development Goals Achievement Fund
Nelson, Gayle and Jennifer Cooper et al. (2013). New York: MDG-F, UN Women and UNDP.

Making Joint Gender Programmes Work: Guide for Design, Implementation, Monitoring and Evaluation
Beck, Tony et al. (2013). New York: UNDP and MDG-F.

Integrating Human Rights and Gender Equality in Evaluation – Towards UNEG Guidance
United Nations Evaluation Group (2011). New York.

Advancing Gender Equality: Promising Practices. Case Studies from the MDG Achievement Fund
MDG-F and UN Women (2013). New York: United Nations.

Eight Case Studies on Integrating the United Nations' Normative and Operational Work
UNDG (2015). New York.

Monitoring gender equality and the empowerment of women and girls in the 2030 Agenda for sustainable development: opportunities and challenges
UN Women (2015). New York.

Gender Equality Marker Guidance Note
UNDG (2013). New York.

UN Coherence, Gender Equality and You
Online training course

Gender Equality Capacity Assessment Tool
UN Women Training Centre (2014). Santo Domingo.

ILO Participatory Gender Audit: Relevance and use for the United Nations and its agencies
ILO (2011). Geneva.

Gender Statistics: Report of the Secretary-General (E/CN.3/2013/10)
United Nations (2013). New York.

Gender Equality Indicators: What, Why and How?
OECD/DAC Network on Gender Equality (2009). Paris.

CEDAW Indicators for South Asia
CENWOR and UNIFEM (2004). New Delhi.

Report of the Friends of Chair of the United Nations Statistical Commission on violence against women', E /CN.3/2011/5
ECOSOC (2011). New York. (VAW indicators)

Human Rights Indicators: A Guide to Measurement and Implementation
OHCHR (2012). Geneva.

6. UNDAF Guidance and Companion Pieces

UNDAF Guidance
UNDG (2017). New York.

UNDAF Programming Principles
UNDG (2017). New York.

Common Country Analysis
UNDG (2017). New York.

The UN Vision 2030
UNDG (2017). New York.

Theory of Change
UNDG (2017). New York.

Capacity Development
UNDG (2017). New York.

Communication and Advocacy
UNDG (2017). New York.

Monitoring and Evaluation
UNDG (2017). New York.

[Funding to Financing](#)
UNDG (2017). New York.

7. Other Programming Guidance

[CEB Common Principles to Guide the UN System's Support to the Implementation of the 2030 Agenda for Sustainable Development](#)
CEB (2016). New York.

[Leaving No One Behind: Equality and Non-Discrimination at the Heart of Sustainable Development](#)
CEB (2017). New York.

[Results-Based Management Handbook](#)
UNDG (2011). New York.

[UNDG Management and Accountability System (MAS)](#)
UNDG (2008). New York.

[Standard Operating Procedures for Countries Wishing to Adopt the "Delivering as One" Approach](#)
UNDG (2013). New York.

[One Programme – Tools and Materials](#)
UNDG (2014). New York.

[UNDG Guidance Note on Human Rights for Resident Coordinators and UN Country Teams](#)
UNDG (2015). New York.

[Policy and Operational Support for UNCTs on Human Rights in SDG Implementation](#)
UNDG (2016). New York.

[UN Resident Coordinator Generic Job Description](#)
UNDG (2014). New York.

[Guidelines to support country reporting on the Sustainable Development Goals](#).
UNDG (2017). New York