Economic and Social Council

Substantive session of 2011
Geneva, 4-29 July 2011
Item 7 (e) of the provisional agenda*
Coordination, programme and other questions

Mainstreaming a gender perspective into all policies and programmes in the United Nations system

Report of the Secretary-General

Summary

       The present report is submitted in response to Economic and Social Council resolution 2010/29. Based on responses received from entities of the United Nations system, the report assesses progress made in the implementation of the gender mainstreaming strategy within the United Nations system, focusing on the areas of design, implementation, monitoring and evaluation. It places a special emphasis on assessing progress in mainstreaming gender at the country level and in particular through the United Nations Development Assistance Framework process. The report reflects on the advances made in terms of United Nations staff capacity development and on the coordination strategy of the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women). Recommendations on further progress are also included for consideration by the Council.

---

  * E/2011/100.

Contents

I. Introduction

1.   Gender mainstreaming constitutes a pillar of the global strategy for achieving gender equality and women's empowerment. In its resolution 2010/29 the Economic and Social Council requested the Secretary-General to submit a detailed report on the efforts and progress made by United Nations entities in mainstreaming a gender perspective in the design, implementation, monitoring and evaluation of all policies and programmes and in capacity development. The Council also requested the Secretary-General to report on how the newly established United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) would carry out its work, including by strengthening coordination, identifying areas for improvement and elevating the level of attention given to that critical cross-cutting issue.

2.   The present report is prepared in response to Council resolution 2010/29 and is based on information collected through a questionnaire issued by UN-Women to United Nations entities[1] and resident coordinators.[2] Information provided by the entities reflects on actions and initiatives related to gender mainstreaming for the year 2010. Based on the compilation and analysis of the responses provided by United Nations entities, the reports of the Secretary-General on the topic have traditionally included information on the different aspects of advancing the United Nations system-wide policy and strategy on gender mainstreaming endorsed by the United Nations System Chief Executives Board for Coordination (CEB) in 2006 (see CEB/2006/2), pursuant to the agreed conclusions 1997/2 of the Council. Since adoption by the Council of resolution 2006/36, the reports have also included a dedicated section on United Nations staff capacity-development and training. As requested by the Council in its resolution 2010/29, the present report additionally highlights the continuing gaps and challenges to gender mainstreaming and provides insight into how UN-Women will work to ensure that gender mainstreaming is successfully coordinated across the United Nations system. Recommendations are provided for consideration by the Council.

_____

[1] Department of Peacekeeping Operations; Department of Political Affairs; Department of Public Information; Development Policy and Analysis Division and Division for Public Administration and Development Management, Department of Economic and Social Affairs of the United Nations Secretariat; Economic Commission for Latin America and the Caribbean; Economic and Social Commission for Asia Pacific; Economic and Social Commission for Western Asia; Economic Commission for Europe; Food and Agriculture Organization of the United Nations; International Fund for Agricultural Development; International Labour Organization; Joint United Nations Programme on HIV/AIDS; Office for Disarmament Affairs; Office for the Coordination of Humanitarian Affairs; Office of Internal Oversight Services; Office of the United Nations High Commissioner for Human Rights; Office of the United Nations High Commissioner for Refugees; Programme on Youth, Division for Social Policy and Development; Department of Economic and Social Affairs; United Nations Children's Fund; United Nations Conference on Trade and Development; United Nations Development Programme; United Nations Educational, Scientific and Cultural Organization; United Nations Environment Programme; United Nations Industrial Development Organization; United Nations Institute for Training and Research; United Nations Interregional Crime and Justice Research Institute; United Nations Office on Drugs and Crime; United Nations Population Fund; United Nations Human Settlements Programme; United Nations Research Institute for Social Development; United Nations System Staff College; United Nations Volunteers; World Food Programme.

[2] Albania, Brazil, Chad, Egypt, El Salvador, Gabon, Ghana, Kosovo, Morocco, Mongolia, Malawi, Somalia, Ukraine and Zimbabwe.

II. Gender mainstreaming in United Nations entities

A. Policy and strategic frameworks

3.   During the reporting period, the United Nations system continued to demonstrate commitment to, and championship of, the concept of gender mainstreaming and the need to integrate a gender perspective into all areas of work. Policies, policy statements, strategies and action plans are in place in a majority of the entities, and some entities have progressed more than others in offering concrete mechanisms for the full integration of gender perspectives throughout the United Nations system. Nevertheless, the recent evaluation of gender mainstreaming in the Secretariat (see A/65/266) found that the shortfalls were in practice rather than policy and that the lack of alignment between policy and practice posed a risk to the commitment of the United Nations to promoting gender mainstreaming as a strategy for achieving gender equality goals.

4.   Some entities evaluated their progress in gender mainstreaming. The evaluations served as a means for the entities to enhance their work on gender equality and to help them to secure adequate human and financial resources for mainstreaming gender within their work. For example, the United Nations Children's Fund (UNICEF) revised its 1994 policy on gender equality and the empowerment of girls and women on the basis of the recommendations in its evaluation. The United Nations Joint Programme on HIV/AIDS (UNAIDS) engaged in a wide consultative process that ended with the launch of its *Agenda for Accelerated Country Action for Women, Girls, Gender Equality and HIV*, which is the operational plan for the implementation of the actions contained in the UNAIDS *Action Framework: Addressing Women, Girls, Gender Equality and HIV*.

5.   Commitment to gender-responsive programming was evident in the medium-term strategy for 2010-2013 of the United Nations Environment Programme (UNEP) and the strategic framework for 2010-2019 of the Food and Agriculture Organization of the United Nations (FAO). Since the 2008-2009 biennium, the United Nations Conference on Trade and Development (UNCTAD) has included gender-specific objectives in its strategic framework, including improvement in the mainstreaming of a gender perspective in the work of UNCTAD with indicators of achievement. The Economic and Social Commission for Western Asia (ESCWA) updated its 2005 gender mainstreaming strategy, and the United Nations Industrial Development Organization (UNIDO) promoted attention to gender dimensions in its sectoral areas of industrial development for poverty reduction, inclusive globalization and environmental sustainability. Similarly, the 2010-2011 strategic framework of the Economic and Social Commission for Asia Pacific (ESCAP) prioritized renewed efforts to mainstream gender perspectives across all subprogrammes and to promote gender equality as central to poverty reduction and sustainable development. Based on its strategic framework 2010-2013, the Office for the Coordination of Humanitarian Affairs defined its 2010 gender action plan, which aims to ensure that a gender perspective is fully mainstreamed in all the strategic objectives. Currently, 17 field offices and five regional offices have a gender action plan.

6.   Gender was also used as a cross-cutting issue in the strategic plans and frameworks of several entities. The strategic management plan for 2010-2011 of the Office of the United Nations High Commissioner for Human Rights (OHCHR)

addresses the principles of non-discrimination and gender equality as cross-cutting issues. The Peacebuilding Support Office in cooperation with UN-Women is monitoring the implementation of the measures contained in the report of the Secretary-General on women's participation in peacebuilding (A/65/354-S/2010/466). The report contains a comprehensive seven-point action plan to support mainstreaming gender throughout the peacebuilding work of the United Nations as well as agreed commitments by all United Nations entities working in the following areas: mediation, post-conflict planning, financing, elections and governance, civilian capacity-development and deployment, rule of law and security sector reform, and economic development.

B. Gender mainstreaming in the United Nations Development Assistance Framework

7.   The Task Team on Gender Equality of the United Nations Development Group completed a review of the 51 United Nations development assistance frameworks in the period 2006-2009 in order to: (a) revise the quality of the common country assessments/United Nations development assistance frameworks, in terms of addressing gender equality; and (b) make recommendations on additional guidance or any other support/intervention needed by United Nations country teams to achieve a stronger focus within the assessments and particularly within the United Nations development assistance frameworks. Using a rating system that was first developed and applied in 2006, the study analysed 26 assessments/frameworks from the point of view of gender equality and women's rights. For the purposes of the study, the rating system was revised and expanded in line with United Nations country team performance indicators for gender equality and the United Nations Development Group guidelines for addressing gender equality as a key programming principle in the preparation of frameworks. The study also tracked whether or not the United Nations Development Assistance Framework specified estimated budgets dedicated to gender equality, either with reference to a specific gender equality outcome or as part of another outcome.

8.   In the past few years the United Nations Development Group guidelines on United Nations Development Assistance Framework preparation have been strengthened by including gender equality and a human rights approach to programming as two of the key programming principles. As in other areas, the United Nations Development Group Task Team on Gender Equality has placed greater emphasis on transparency through evidence-based tracking of gender equality outcomes and outputs. Data on baselines are clear indicators for measuring progress. The responses in the United Nations development assistance frameworks varied considerably. Of the 51 frameworks reviewed (rolled out between 2008-2009), 5 produced solid results for gender equality and women's empowerment. Some like Brazil and Egypt (among the highest ranked in the matrix), combined comprehensive, well-conceived and documented analysis with clear gender equality outcomes and indicators to mark progress, and provided an indication of the extent of resources allocated to gender equality work.

9.   All of the analysed common country assessments identified women as a target group and cited relevant gender-differentiated data, in particular on women's health and girls' education. Planning and programming concentrated heavily on those two traditional areas of investment in women, although the frameworks also focused

increasingly on women's political participation. Gender equality was mentioned as a cross-cutting theme and gender equality outcomes were specifically delineated in over slightly half of the frameworks, with those specifying gender equality outcomes also rating high overall on gender equality. About half of the frameworks focused on strengthening the voice and participation of women in decision-making. Very few addressed women's livelihood issues and access to reproductive resources to any significant extent. The issue of violence against women gained in importance, with about one quarter of all the frameworks planning in that area. Very few frameworks used the Convention on the Elimination of All Forms of Discrimination against Women either as a diagnostic or accountability tool. Moreover, while many countries cited traditional discriminatory norms and values as barriers to women's ability to choose and participate in decision-making forums, few planned campaigns brought the barriers out into the open to be discussed, challenged and eventually changed. Most of the progress made was in the area of monitoring the work of the United Nations system at the country level. In that regard, there was more consistent attention paid to developing clear gender equality outcomes, gender equality outputs connected to other outcome areas, and better connections between what needed to be measured and the indicators identified to do so.

10. Joint programming is an increasingly important modality for coordinated United Nations system support for gender equality at the country level and provides an opportunity to implement gender mainstreaming strategies. Analysis of the 2009 resident coordinator annual reports indicates that 94 United Nations country teams reported on joint initiatives on gender equality, an increase from 43 in 2004. While efforts are ongoing to ascertain the results emanating from the programmes, many gaps remain in the understanding of their impact, including in regard to promoting gender equality and gender mainstreaming.

11. UN-Women is engaged in a process to assess the concrete benefits that emanate from its participation in joint programming and in joint programme implementation, both in terms of results in advancing gender equality, and in developing capacity and commitment among United Nations partners to foster joint and peer evaluations, towards the longer-term objective of greatly expanding knowledge on the "how to" of achieving gender equality. To date, preliminary evaluations on joint gender programmes in the United Nations system have identified considerable limitations, the most important being the lack of centralized and validated data on joint programmes, indicating the need to invest efforts in expanding and consolidating the data. UN-Women is also leading a knowledge management initiative within the context of the United Nations Development Programme (UNDP)/Spain Millennium Development Goals Achievement Fund, which is analysing the use of gender mainstreaming as a strategy in the joint programmes covered by the Fund. The results will be available in 2011.

C. Institutional arrangements

12. Institutional arrangements are essential to facilitate effective gender mainstreaming. In that regard, some entities established departments, units or designated focal points to promote and support the implementation of the system-wide policy and strategy on gender mainstreaming. For example, the Division for Gender Equality of the United Nations Educational, Scientific and Cultural Organization (UNESCO), played a key role in analysing all draft sector workplans

from a gender perspective. The effort resulted in the incorporation of gender perspectives into 950 workplans out of a total of 1,432 UNESCO programme areas. The Gender Unit of the World Food Programme (WFP) participated in a project review committee that made recommendations to regional bureaux and country offices on the policy, design, strategy and implementation of programmes, projects, activities and operations. The availability of expertise, especially at senior level, was critical to ensure the incorporation of gender perspectives into the implementation of WFP policies and programmes.

13. At the country level, United Nations entities increased their capacity to ensure the mainstreaming of gender into their programmes of work. According to the resident coordinator annual reports of 2009, there are 99 reported United Nations gender theme groups. The largest presence of full-time gender experts was in post-conflict/crisis countries, often where a peacekeeping/integrated mission was in place, such as in Afghanistan, Pakistan, the Sudan and Timor-Leste. UNDP reported that nearly 75 per cent of its country offices had established a gender focal team, led by the deputy resident representative. UNICEF country offices moved beyond appointing a single focal point to forming task teams or working groups that involve staff from different disciplines, including senior-level staff. Since March 2011, the standby team of mediation experts have had one full-time gender and mediation expert. UN-Women worked closely with the Department of Political Affairs to identify opportunities for women's peace organizations on the ground to build capacities to engage in conflict prevention and conflict resolution, including enabling the engagement of women peace activists from Côte d'Ivoire in the annual summit of the African Union to be held early in 2011. A UN-Women gender adviser to the Darfur peace process enabled Darfurian women to incorporate gender equality issues into the agreement.

14. United Nations entities have made considerable efforts to include gender perspectives in their programmes and operational activities. In UNDP, full-time gender advisers at the headquarters, regional and country levels worked to ensure that gender was mainstreamed in the review of programme documents. Available expertise facilitated the successful integration of gender into its focus areas of work, including climate change, poverty reduction, democratic governance and crisis prevention and recovery.

15. Achieving gender balance in staffing across the United Nations system remains elusive. Based on statistics provided by 29 of 31 entities of the United Nations system, the report of the Secretary-General to the General Assembly on the Improvement of the Status of Women in the United Nations system (A/65/334) reported that except at the ungraded levels (i.e., Assistant Secretary-General and above), where the representation of women increased by more than one percentage point on average (an average annual increase of 1.75 per cent over a two-year reporting period from 31 December 2007 to 31 December 2009), the average annual increase was less than one percentage point per year for all other levels. The average annual increase over the two-year period ranged from a high of 0.95 percentage points (P-2 level) to a low of 0.6 percentage points (P-3). The D-2 and D-1 levels registered an increase of only 0.5 and 0.6 percentage points, respectively. With regard to resident coordinators, the representation of women increased 6.3 percentage points to 37.1 per cent during the two-year period. The highest increase was registered in Latin America and the Caribbean, 11.7 percentage points to 43.5 per cent, while Asia and the Pacific remained unchanged at 36.4 per cent.

16.   In order to recognize institutional efforts to undertake gender mainstreaming, the Division for Public Administration and Development Management, introduced a new category of the United Nations Public Service Awards for public sector institutional efforts in providing gender-responsive service delivery.

D.   Data collection and analysis

17.   Data disaggregated by sex is critical for the design for gender-responsive policies and programmes. United Nations entities reported on efforts to ensure availability of data disaggregated by sex, including through administering surveys, developing gender-responsive indicators and preparing research publications. For example, UNICEF continued to conduct the multi-indicator cluster survey, which includes specific modules on key gender indicators. FAO supported several African and Asian countries in the production and use of sex- and age-disaggregated agricultural and rural data. The United Nations Population Fund (UNFPA) promoted the availability of sex-disaggregated data from all reporting levels (censuses, Demographic and Health Surveys). The Office of the United Nations High Commissioner for Refugees (UNHCR), UNFPA and the International Rescue Committee launched a gender-based violence information management system initiative that stores, analyses and enables data-sharing on sexual and other forms of gender-based violence. The United Nations Office on Drugs and Crime introduced a gender dimension into the newly revised questionnaires on drugs and crime to allow the collection of more gender-relevant data and the possibility of mainstreaming gender into the analysis of crime and drugs. In 2010, the United Nations Interregional Crime and Justice Research Institute supported national partners in Costa Rica, Nigeria and Thailand in developing national databases on human trafficking.

18.   With regard to the regional commissions, work on indicators and monitoring tools in both the Economic Commission for Latin America and the Caribbean (ECLAC) and the Economic Commission for Europe (ECE) are noteworthy. The ECLAC working group on gender statistics provided technical assistance in the form of expert group meetings held in Mexico on the production and use of statistics on gender and time use for policy planning, implementation and monitoring in the region. To date, 17 countries have already implemented at least one time-use survey. A new classification of time-use activities has been designed, based an adaptation of the International Classification of Activities for Time Use Statistics for the Latin American and Caribbean region and the Gender Equality Observatory developed for the calculation of indicators of women's autonomy. Mexico also conducted a pilot survey in 2010 on indicators on violence against women, and Guatemala organized its first Congress on Gender Statistics and Indigenous Peoples in 2010. Similarly, ECE organized workshops on the production and use of gender statistics for policy planning, implementation and monitoring in the region.

19.   A number of entities prepared publications that can be used to inform programming on gender equality issues. The UNICEF publications, *The State of the World's Children* and *Progress for Children*, include a range of sex-disaggregated data on key gender indicators to highlight gender inequality issues. A number of country offices have also focused on strengthening the collection and use of sex-disaggregated data for monitoring and evaluation purposes. The Food and Agriculture Organization of the United Nations (FAO) supported several African

and Asian countries in the production and use of sex- and age-disaggregated agricultural and rural data. ECLAC integrated unpaid work and the care economy into poverty and labour dimensions in its publication, *Social Panorama of Latin America 2010*.

20. Despite recognizing important advances, some entities identified gaps in the production, use and analysis of data in gender-related areas. For example, data on gender-based violence, sexual violence and harmful and traditional practices were not easily obtained and disaggregated by age or sex. Numerous countries lacked sex-disaggregated data on school attendance and access to and use of natural resources. Analytical data on socio-economic/cultural and legal barriers faced by women or men in accessing services or claiming their rights was very limited and required significant investment. The report of the Office of Internal Oversight Services (OIOS) on thematic evaluation of gender mainstreaming in the United Nations Secretariat (A/65/266) sought evidence of gender perspectives on the entities' websites. Such information tended to be more limited and summative in nature than that contained in larger documents (for example, the "Facts and Figures" page on the websites of individual missions on the website of the Department of Peacekeeping Operations), although in some cases it included sex-disaggregated data, for example, refugee statistics on the UNHCR website. OIOS found, however, that where sex-disaggregated data had been included in publications or websites, little if any analysis of those data was reported and it was unclear how the data affected the subsequent work or priorities of the programmes.

E. Monitoring, evaluation and accountability

21. Increasingly, entities have included accountability for gender mainstreaming in the overall institutional accountability frameworks, monitoring, evaluation and oversight mechanisms, and staff performance appraisals.

22. The role of senior managers in demonstrating commitment and in ensuring that institutional mandates are observed is viewed as critical to the promotion of effective gender mainstreaming. UNHCR monitors the commitment of its senior managers through an accountability framework self-assessment tool, which requires all senior managers to report on their efforts with regard to gender, age and diversity mainstreaming. As part of its programme of work for 2010-2011, OIOS is undertaking measures to support the commitment of the United Nations to gender mainstreaming, including oversight of its gender mainstreaming efforts. The Office assesses the effectiveness of controls to ensure compliance with the gender elements contained in the compact between the principals of United Nations entities and the Secretary-General. In that regard, its thematic evaluation of gender mainstreaming (see A/65/266) found that the compacts signed by the most senior managers in the Secretariat did not make explicit reference to their responsibility in implementing gender mainstreaming, but included a standard paragraph on ensuring contribution to the broader interests of the United Nations.

23. Recent trends in some United Nations entities have indicated a shift in the responsibility assigned for gender mainstreaming from designated focal points to managers. While focal points may still be required to serve as advocates and "watchdogs", increasingly gender mainstreaming is understood in some entities as being a corporate function requiring mainstream accountability. The WFP gender

policy and corporate action plan for 2010-2011, for example, notably shifts from the use of gender focal points to system-wide responsibility and accountability for implementing the policy. Similarly, the updated gender mainstreaming strategy of the ESCWA Centre for Women promotes the institutionalization of mechanisms and tools at the planning and implementation stages, including gender components in output planning forms, gender-sensitive terms of reference and gender checklists for projects submitted to an ESCWA project committee.

24.   In the area of post-conflict planning, UN-Women has developed guidance for integrating gender analysis into post-conflict needs assessments and has been working with other United Nations entities, the World Bank and the European Union to build accountability for ensuring that gender issues are addressed systematically in those processes. In the area of rule of law, the seven-point action plan mandates OHCHR and UN-Women to create minimum standards of gender-responsiveness in all transitional justice processes.

25.   During the reporting year, a number of entities developed innovative oversight tools for gender mainstreaming. For example, the Department of Peacekeeping Operations adopted standard operational procedures on reporting, which serve as a tool to monitor implementation of gender mainstreaming activities in peacekeeping missions. The new compendium of the International Labour Organization (ILO) on participatory gender audit methodology, developed specifically for the United Nations system, shows how the methodology can support and strengthen efforts of joint United Nations programming on gender equality at the country level, particularly in the framework of the "Delivering as One" process and of mainstreaming gender into the individual and collective work of the programmes, funds and agencies.

26.   With regard to the internal monitoring and evaluation procedures used by various United Nations entities, several conducted reviews, surveys and evaluations to gauge progress and next steps for gender mainstreaming in the United Nations system. UNDP, for example, undertook a mid-term review of the UNDP Gender Equality Strategy 2008-2013 to examine achievements and challenges. The organization found that while there was more awareness about gender, which contributed to visible results on the ground, the application of the gender equality strategy remained uneven. Further efforts were therefore needed to make gender mainstreaming more systematic. The United Nations Human Settlements Programme (UN-Habitat) carried out a gender evaluation that covered gender mainstreaming in the organization since 2003 and looked at programmes, policies, institutional arrangements and partnerships. The water and sanitation programme was also subjected to a gender-related impact assessment. In 2010, the International Fund for Agricultural Development (IFAD) undertook a corporate-level evaluation of its performance with regard to gender equality and women's empowerment, and OHCHR finalized an internal gender mainstreaming self-evaluation and identified areas for improvement in gender mainstreaming. The OHCHR management response included an agreement to revise its gender policy, following a consultative review, and designating and training gender facilitators to further maximize gender mainstreaming in planning, programming and evaluation.

27.   Efforts were also made by entities to assess and review progress on mainstreaming gender in country programmes. For example, all UNICEF country offices are expected to regularly undertake gender reviews of country-level

programmes. UNCTAD included gender dimensions in the in-depth evaluation of its technical cooperation activities devoted to least developed countries, landlocked developing countries, small island developing States and other structurally weak, vulnerable and small economies. As part of the Agenda for Accelerated Country Action for Women, Girls, Gender Equality and HIV, UNAIDS and UN-Women have supported more than 30 countries in undertaking a gender analysis of HIV-related policies and 22 countries in performing gender assessments of their national strategic plans. UNESCO requires country offices to ensure the implementation of gender reviews and self-assessment during each programme cycle. A total of 85 country programme gender reviews has been carried out in the past four years, representing 67 per cent of all country programmes.

28. Gender-related performance indicators and benchmarks have recently been promulgated by United Nations entities to measure progress, gaps and challenges in implementation. UNDP introduced the new Gender Inequality Index in its 2010 *Human Development Report*, as a composite measure reflecting inequality in achievements between women and men in three areas: reproductive health, empowerment and the labour market. UNHCR also developed a number of new indicators related to the protection of refugee women and girls. The UNESCO Gender Equality Action Plan 2008-2013 contains expected outcomes and performance indicators for each sector and for the organization itself. UNFPA and UNEP have both developed indicators to monitor progress of gender-related activities in their respective organizations.

29. A key development, facilitated by UN-Women, which the United Nations Development Group Task Team on Gender Equality has coordinated over the past two years has been the development of the United Nations country team performance indicators on gender equality. The performance indicators were issued by the Chair of the United Nations Development Group in August 2008, and UN-Women has supported its roll-out. The indicators provide benchmarks to guide United Nations country teams in formulating and implementing United Nations Development Assistance Frameworks and in assessing their performance against set standards for supporting national priorities for achieving gender equality and women's empowerment. Since their approval and roll-out 14 country teams have completed the process, with 3 countries close to completion and an additional 11 countries planning the exercise in 2011. UN-Women is planning to conduct analysis of the findings from implementation of the indicators to capture lessons on how to improve United Nations country team performance through better accountability to gender equality.

30. In countries where performance indicators were not used, the need to do so was stressed by the resident coordinators responding to the questionnaire in preparation of the present report. In that regard, there was a need for a gender theme group with clear terms of reference to increase the understanding of the concept of gender, monitor any future gender performance indicators and promote gender mainstreaming within United Nations country teams. There were also plans to use gender audits and the scorecard to assess United Nations country team performance on the United Nations Development Assistance Frameworks being developed. While the benefits of the analysis from performance indicators were recognized, the challenge in applying them, including as a result of the different approaches and systems used by individual agencies, was also acknowledged.

Tracking resources allocated to gender

31.   The tracking of resources allocated to gender constitutes an increasingly utilized tool to promote accountability for gender mainstreaming. The UNAIDS secretariat, in partnership with UN-Women, is currently adapting the UNAIDS-developed national AIDS spending assessment methodology to include a gender module to assess national gender-related financing. While OHCHR has established tracking mechanisms for human and financial resources, the United Nations System Staff College uses a coding system in Atlas to track activities identified as gender-specific. Similarly, UNHCR tracks gender-specific expenditures and is considering a system to value the gender dimension of its projects. In UNESCO, programme sectors and field offices report to the Director-General on the results achieved and actual budgets used through established reporting mechanisms and FAO tracks resources under the strategic objective on gender within its strategic framework.

32.   The gender marker is employed in several entities, including the Office for the Coordination of Humanitarian Affairs, UNDP, UNICEF, ILO and the United Nations Volunteers programme, to track gender-related resource allocations and expenditures.

33.   The Office for the Coordination of Humanitarian Affairs leads the application of the gender marker as a tool to improve humanitarian response by ensuring that the projects designed under the consolidated appeals processes and pooled funds fully take into account the different needs and capacities of women, men, girls and boys. In 2010, the gender marker was rolled out in nine countries under the consolidated appeals processes and two underpooled funds. The results of the gender marker roll-out demonstrated a 300 per cent increase in the number of projects mainstreaming gender, with 8 per cent of the projects significantly targeting gender equality results.

34.   The UNDP analysis for 2009 expenditures revealed that out of 5,820 projects totalling $3.3 million in programmatic expenditure, 36 per cent were either making a significant contribution to gender equality or had gender equality as a principal objective; 23 per cent of the overall budget did not have any noticeable gender equality contribution; the remaining 41 per cent marked only some contribution for gender equality, underlining that there was considerable opportunity for improvement.

35.   The ILO tracks technical cooperation projects using the gender marker. The programme and budget for 2010-2011 provides details of specific resources allocated to the Bureau for Gender Equality to carry out its gender mainstreaming and capacity-development work. Total regular budget resources allocated to the Bureau were $3 million for the period 2000-2011.

36.   Notwithstanding progress on the use of the gender marker as an indicator and financial tracking tool for gender mainstreaming, significant challenges remain. Gender is often regarded as a cross-cutting issue and is reflected in a broad range of programmatic activities, hampering easy tracking of resources. To address those challenges, building on existing good practices, UN-Women, in collaboration with United Nations partners, is developing a United Nations system-wide marker as a means to enhance accountability on resources allocated to gender mainstreaming.

III. Capacity-development in gender mainstreaming

37. Efforts to integrate training on gender mainstreaming into core competence development programmes were undertaken by entities such as FAO, ESCAP, ILO, OHCHR, UNAIDS, UNIDO, the United Nations Office for Project Services (UNOPS) and WFP. Regular mandatory gender mainstreaming trainings were being implemented by the Department of Political Affairs, ECA, UNEP, UNESCO, UNDP, UNICEF and UNOPS.

38. Entities reported on their efforts in 2010 to develop gender mainstreaming capacity within their thematic areas of work. The ESCWA Centre for Women developed training modules on gender and trade and development strategies. UNHCR provided awareness-raising and training materials to its field operations staff, including a film series on the protection of women and girls. The ILO Bureau for Gender Equality led interregional forums about gender and knowledge-sharing seminars, and training courses on the participatory gender audit methodology. The United Nations Institute for Training and Research (UNITAR) has a face-to-face and online learning programme in the areas of women, peace and security, the Millennium Development Goals and global governance. The United Nations Office on Drugs and Crime revised its criminal justice assessment toolkit to include a module on gender for guiding the assessment of gender in the criminal justice system as well as to include all essential international standards for gender justice. UNHCR, along with UNFPA and UNICEF, received a 1.6 million euros grant from the European Commission Humanitarian Aid and Civil Protection Department to build the capacity of field staff, working on sexual and gender-based violence programmes and to raise awareness on those issues among other humanitarian actors in West Africa, Asia and the Pacific, and the Middle East and North Africa. Gender dimensions were considered in the UNICEF humanitarian guidance and tools.

39. With regard to peace and security, the Department of Peacekeeping Operations developed gender training standards and modules to support predeployment training for civilian and uniformed peacekeeping personnel. The United Nations Office for Disarmament Affairs raised awareness about the recommendations of the Security Council in its resolution 1325 (2000) as part of its security sector reform activities, particularly in terms of training modules for armed and security forces. The Office also supported the development of national action plans on the implementation of the resolution and the establishment of national women networks within the context of security sector governance programmes. The Department of Political Affairs drafted five guidance notes for mediators on sexual violence in conflict and periodic reports to the Security Council of field missions led by the Department of Political Affairs regarding an increase in attention devoted to gender: 50 per cent included sex-disaggregated data and 65 per cent had special sections on women, peace and security issues. The Department of Peacekeeping Operations, together with the Office of the Military Adviser also disseminated guidelines on integrating a gender perspective into the work of the United Nations military in peacekeeping. OHCHR, jointly with UN-Women, is working on guidelines for the United Nations system, to be completed in 2011, on reparations for conflict-related sexual violence. UN-Women is also taking the lead role in developing technical guidance on gender mainstreaming in security sector reform under the auspices of the inter-agency task force on security sector reform. The guidance will assist practitioners to design

security sector reform interventions that respond to the security needs of women and girls.

40. Joint efforts on capacity-development have also shown important results. For example, UNICEF, UNFPA, UN-Women and UNDP, developed the e-learning course, "Gender Equality, United Nations Coherence and You", launched in 2011, to establish a minimum standard for an introductory orientation on gender equality. The Inter-Agency Standing Committee also launched an e-learning course to provide generic gender training on fundamental concepts for humanitarian workers.

41. At the system-wide level, the United Nations System Staff College and UN-Women are developing a United Nations system-wide capacity-development programme for gender mainstreaming. In 2010, an expert group meeting was held to define the strategy for implementation of the programme. Agreement was reached on a mandatory basic e-learning module on gender mainstreaming and an action plan for engaging senior managers. The United Nations System Staff College is developing the first system-wide course on gender mainstreaming to be finalized in 2011.

42. As part of their capacity-development programmes, some entities have invested in the development of methodologies and tools to support country programming work on gender mainstreaming. In 2010, UNFPA published a training manual on a human rights-based approach to programming and also organized a workshop for staff at the regional and country levels and for national partners in the Eastern Europe and Central Asia regions. The United Nations Population Fund also collaborated with a number of partners to publish the global toolkit on engaging men and boys in gender equality and health. The Office for Disarmament Affairs launched its guidelines on mainstreaming gender for the effective implementation of the programme of action on small arms and light weapons.

43. United Nations entities also reported on efforts in the generation of information and knowledge on gender-related issues, and on research publications that support capacity-development on gender mainstreaming. The United Nations Development Policy and Analysis Division produced the *World Economic and Social Survey 2011: The Great Green Technological Transformation*, which incorporates a gender perspective in relation to food security, education, and innovation in the context of a green economy. The 2010 flagship report, *World Economic Situation and Prospects* examined the gender aspects and impact of the global financial crisis, in particular on employment. Gender-related projects were included in the 2010-2014 research programme of the United Nations Research Institute for Social Development aimed at influencing policy development. The 2010 flagship report of the Division for Social Policy and Development on the *World Social Situation 2010: Rethinking Poverty* recommends inclusive policy development that addresses the discrimination facing poor women.

44. Despite the advances in capacity-development, United Nations entities identified the lack of a vision and plan that establish the core competencies of gender, expected outcomes, minimum standards and training approaches for learning initiatives as remaining gaps for establishing a system-wide capacity-development programme. They recognized the need for a solid theoretical framework that incorporates the systemic relations between gender and the United Nations development agenda. Other gaps included the lack of clarity about responsibility for capacity-development, including who should be setting standards

and who should manage implementation; the time required to incorporate each entity's perspective within the programme based on the particular mandates in relation to gender equality, as well as the clearance processes in each entity; lack of funds for gender mainstreaming initiatives; and a lack of a gender knowledge strategy on gender to identify, centralize and disseminate United Nations system information, tools, guidance, manuals, innovative methodologies and lessons learned.

IV. Gaps and challenges in gender mainstreaming

45. Based on responses to the questionnaires, it is evident that gaps and challenges continue to impede full implementation of the gender mainstreaming strategy within United Nations system entities. These include lack of consistent integration of gender perspectives in strategic plans; lack of staff with gender expertise and their strategic placement within institutions; limited application and/or access to data disaggregated by sex and gender-sensitive indicators; limited funding; and lack of accountability mechanisms. At the broadest level, increased momentum for the integration of a gender perspective in the outputs and outcomes of strategic plans was simultaneously countered with a systemic weakness in the provision of support for gender mainstreaming, including low financial investment and the lack of staff knowledge on gender equality.

46. While gender mainstreaming tools, such as guidelines and checklists are increasingly used to ensure the integration of gender perspectives in the development of plans, the weak capacity of the United Nations system on gender mainstreaming remains a pervasive universal challenge. The presence of strategically placed gender specialists at high levels is essential. Without such strengthened support, gender mainstreaming will remain elusive at all stages of the programme life cycle.

47. Monitoring and evaluation remains one of the weakest elements in the implementation of gender mainstreaming at all levels, at Headquarters and in the field. The need to strengthen support for all aspects of gender mainstreaming, including capacity-development, is universal. It ranges from a strong need for technical assistance at the country level to collect, analyse and use sex-disaggregated data (national statistical offices) to inclusion of gender in institution-specific strategy and action plans, be they at the level of United Nations entities or of national institutions.

48. More specifically, lack of consistent mechanisms for tracking allocation of resources for gender mainstreaming and limited data disaggregated by sex and gender-sensitive indicators have hampered gender analysis, monitoring and evaluation. In addition, the absence of baseline data disaggregated by sex has posed greater challenges to establishment benchmarks for monitoring progress. It remains important for United Nations entities to access reliable data as well as provide technical assistance upon request at the national level to develop the capacity of national statistical officers in order to enhance collection and analysis of gender statistics and sex-disaggregated data.

49. With respect to accountability, while United Nations entities express strong commitment to gender mainstreaming, accountability mechanisms, including for both managers and staff, are still mostly missing or unenforced. There is a need to

closely examine existing accountability mechanisms to determine what works, what does not work and what can be built upon. There is also a need for a system-wide accountability framework. Accountability, however, limited to staff performance appraisals, in the few cases they exist, without equally being incorporated into the annual compacts for senior managers, may prove to be ineffective. Furthermore, in cases where accountability mechanisms exist, it would appear necessary to also offer incentives for good performance on gender mainstreaming.

V. Strengthening coordination on gender mainstreaming in the United Nations system

50.   The General Assembly established UN-Women in July 2010. Resolution 64/289 on system-wide coherence merged the mandates and functions of the Office of the Special Adviser on Gender Issues, the Division for the Advancement of Women, the United Nations Development Fund for Women and the United Nations International Research and Training Institute for the Advancement of Women into UN-Women. UN-Women was also mandated to lead, coordinate and promote accountability of the United Nations system on gender equality and women's empowerment.

51.   UN-Women is in a position to provide support in key areas for a more coherent United Nations system-wide response that brings together the collective strengths of United Nations entities. The entity's coordination strategy therefore includes a dedicated capacity to strengthen coordination and accountability for gender equality and gender mainstreaming within the United Nations system.

52.   At the centre of the coordination strategy is the commitment to work with the existing United Nations system coordination mechanisms and tools relevant to gender equality at all levels, streamlining and strengthening them where necessary, as well as establishing the missing linkages between them. At the global level, UN-Women will work through CEB. Its three pillars, the High-level Committee on Programmes, the High-level Committee on Management and the United Nations Development Group, provide important platforms through which UN-Women can promote coherence in policies directly relating to gender equality at the global and country levels and ensure that all United Nations system policies reflect the appropriate gender perspective.

53.   The senior-level membership of UN-Women in all those bodies provides new opportunities to establish stronger linkages between policy-level decision-making and the work of the Inter-Agency Network on Women and Gender Equality. The Network brings together the focal points on gender from across the United Nations system in order to enhance coherence, share best practices and develop common approaches on issues central to gender equality and the empowerment of women. UN-Women will provide dedicated support to the Network, and will continue to facilitate several of the inter-agency subgroups addressing such key issues as violence against women, women peace and security and women's economic empowerment.

54.   At the regional level, UN-Women will work through the regional coordination mechanisms to promote attention to the needs and priorities of women and girls within the context of the cluster system and the gender clusters where they exist.

The mechanisms will also be encouraged to feed their respective policy decisions, especially those on gender equality, to the regional directors teams for follow-up at the country level.

55. At the country level, UN-Women will work through the resident coordinator system and United Nations country teams to promote and coordinate the work on gender equality, providing support to the gender working groups being guided by the United Nations Development Group Task Team on Gender Equality.

56. In 2006, CEB called on United Nations entities to develop and implement a system-wide strategy and action plan on gender mainstreaming but this has not yet been operationalized (see CEB/2006/2). UN-Women is working through the CEB mechanisms, the resident coordinator system, and with the Inter-Agency Network on Women and Gender Equality, to develop an agreed system-wide accountability framework and action plan to make the strategy operational. This will support the United Nations system as a whole to hold itself accountable for commitments made on gender mainstreaming. Such a framework could reflect the kinds of policies, strategies, mechanisms and tools each individual entity should be using to mainstream gender and monitor its performance at the institutional level. The framework could also include the use of common indicators to measure the impact of United Nations support for gender equality at the country level, as is already being done by gender theme groups.

VI. Conclusions and recommendations

57. There is increased recognition that gender equality and the empowerment of women are strongly linked to development. Reaffirmation of global commitments on gender equality and the adoption of the ministerial declaration on gender equality of the high-level segment of the substantive session of 2010 of the Council served to emphasize the importance of those goals. The creation of UN-Women is also testimony to this effect. While gender mainstreaming remains a most viable means of achieving gender equality and women's empowerment, the implementation of the strategy itself varies.

58. Most United Nations entities have continued to pay attention to the gender dimensions in their design, implementation, monitoring and evaluation of policies and programmes. They have also included accountability for gender mainstreaming in overall institutional accountability frameworks, monitoring, evaluation and oversight mechanisms, and staff performance appraisals. Others have continued to use results-based management frameworks with targets, outcomes and outputs as a means to improving implementation and monitoring. Still others have catalysed the development and adoption of new indicators and enhanced use of sex-disaggregated indicators, also incorporated into pilot national surveys. Within the context of system-wide coherence and the Delivering as One approach, joint programmes for gender equality have increased. United Nations entities have demonstrated enhanced efforts to mainstream gender into the common country assessments/United Nations Development Assistance Frameworks, and reviews of resident coordinator annual reports indicate progress in mainstreaming gender equality in national development processes. The United Nations Development Group indicators for the performance of United Nations country teams on gender are increasingly being used as part of the United Nations accountability framework at the country level.

59. In regard to capacity-development and training, an increasing number of entities have made specific commitments, including in core competence development, to ensure that all policies, strategies and action plans are gender-sensitive and gender-responsive. Mandatory training has been introduced in some entities for all categories of staff, including at management levels. At the system-wide level, there is an understanding that United Nations entities recognize the leading role that UN-Women should continue to play in defining a system-wide capacity-development programme that would include reviewing the existing toolkits to set harmonized guidelines for capacity-development on gender mainstreaming; in making a mandatory requirement for staff, particularly at senior levels, to attend the system-wide gender mainstreaming training; and in monitoring the results of capacity-development programmes.

60. Notwithstanding the above, much more remains to be done to mainstream gender systematically and effectively into all the programmes across the United Nations system. There is a great need to pay more focused attention to the practical implementation of gender mainstreaming as several reviews have indicated in recent years. Several important linkages continue to manifest weakness, between the intergovernmental normative framework governing gender equality and the development and implementation of corresponding programmes at the country level; between the stated organizational priorities and institutional workplans; and between the decisions to strengthen accountability and the slow development of common tools for assessing progress and gaps both at the programme and the managerial and staff performance levels. Also, human and financial resources constraints continue to comprise an obstacle to effective gender mainstreaming and the systematic support for gender equality at the country level.

61. In order to further implement Economic and Social Council resolution 2010/29 and other relevant resolutions, the Council may wish to call upon United Nations entities to:

(a) Take appropriate action to continue to promote and ensure effective and systematic gender mainstreaming in the design, implementation, monitoring and evaluation of policies and programmes within the United Nations system;

(b) Increase, where necessary, resources, both human and financial, to support the design and implementation of gender-sensitive policies and programmes, and improved tracking and monitoring, including by undertaking gender-responsive budget planning, allocation and revenue-raising;

(c) Strengthen institutional arrangements to ensure that gender focal points and gender experts at Headquarters and at the country level are available to support effective mainstreaming of a gender perspective in all areas of work;

(d) Use the establishment of UN-Women to create new opportunities for engagement and action on gender mainstreaming, including through enhanced joint programming;

(e) Support the implementation of the coordination strategy of UN-Women, including through the existing coordination mechanisms (CEB, High-level Committee on Programmes, High-level Committee on Management, United Nations Development Group and Inter-Agency Network on Women and Gender Equality) in order to enhance the work on gender mainstreaming in the United Nations system;

(f)   Support UN-Women in its promotion of increased accountability for gender mainstreaming through full and effective implementation of commitments and the systematic use of monitoring and reporting mechanisms, including for individual staff performance;

(g)   Enhance resource mobilization capacity and increase the predictability of both the human and the financial resources of the United Nations system for gender equality;

(h)   Promote the gender marker in accountability frameworks to ensure a more coherent, accurate and effective way to manage, monitor and report on each unit's performance on gender equality results;

(i)   Improve guidelines for the application of a gender perspective in programming issues and develop a broader approach to capacity-development, which should offer specialized instructions on gender mainstreaming and serve as a basis for standardized performance indicators against which staff could be assessed;

(j)   Promote strong leadership at the Headquarters level and clear guidance and improved collaboration and integration within the United Nations country teams and United Nations gender theme groups;

(k)   Draw on the expertise of UN-Women, especially in countries where there is a UN-Women presence, to assist in the preparation of the United Nations Development Assistance Framework and other development frameworks to ensure that gender dimensions are addressed;

(l)   Focus more on deliverables in programming activities, including in United Nations development assistance frameworks, such as the United Nations Development Assistance Framework, to ensure that attention is paid to the needs and priorities of women and girls at the country level;

(m)   Encourage United Nations country teams to support, through the United Nations development assistance frameworks, national efforts to accelerate progress towards achieving the internationally agreed development goals and commitments related to gender equality and the empowerment of women;

(n)   Provide ongoing capacity-development on gender mainstreaming for resident coordinators and United Nations country teams to ensure that they are better able to assist national partners in integrating a gender perspective in their development frameworks;

(o)   Strive to fully implement the United Nations Development Assistance Framework guidelines and continue to promote consistent attention to developing clear gender equality outcomes and outputs in the United Nations development assistance frameworks;

(p)   Encourage the United Nations country teams to use data disaggregated by sex whenever possible in the preparation of the United Nations Development Assistance Framework and in indicators to measure progress;

(q)   In order to better assess change and the impact of gender mainstreaming over time, the Economic and Social Council may wish to request the Secretary-General to submit future reports to it on a biennial basis.

_____