



SEEDSOFCCHANGE

Gender Thematic Trust Fund Report 2005–2006

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department budgets

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ACRONYMS

APGMP	Asia and Pacific Gender Mainstreaming Program
BCPR	Bureau for Crisis Prevention and Recovery
CCA	Common Country Assessment
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CPD	Country Program Document
DGG	Democratic Governance Group
EEG	Environment and Energy Group
GDI	Gender Development Index
GEM	Gender Empowerment Measure
GTG	Gender Theme Group
GTTF	Gender Thematic Trust Fund
HDRO	Human Development Report Office
LRC	Learning Resource Center
MDGs	Millennium Development Goals
PAC	Project Approval Committee
PRSP	Poverty Reduction Strategy Paper
RBA	Regional Bureau of Africa
RCA	Results and Competency Assessment
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework

ACKNOWLEDGEMENTS

In the design, implementation, and coordination of the GTTF initiative many staff members have contributed a considerable amount of their time and energy to support the organization's efforts to institutionalize gender mainstreaming. They have shown a strong and unwavering commitment to the principle of gender equality, and without these 'gender champions' the initiative would not have achieved the results it did. A sincere and heartfelt "thank you" goes out to all of them.

Executive Summary

In 2005, UNDP launched a system-wide initiative to strengthen the organization's work on gender mainstreaming. This initiative was supported through the Gender Thematic Trust Fund (GTTF), which received a contribution of \$5.5 million from the Government of the Netherlands to implement UNDP's corporate gender strategy and action plan.

Through the initiative UNDP has taken significant steps towards championing gender equality at the institutional level. It has been instrumental in transforming the internal capacities and processes of UNDP to ensure that gender equality is fully and systematically integrated into all UNDP's programming and operations. Specifically, the GTTF-sponsored initiative has achieved the following results:

- Significantly improved capacities for gender mainstreaming at the global, regional, and country level, training nearly 7,000 staff and counterparts across 45 country offices, 5 regional offices, and 5 headquarter offices.
- Developed innovative global, regional, and country-specific gender mainstreaming tools and knowledge products, including a corporate e-learning course.
- Successfully engendered key global, regional, and national policy and planning frameworks, such as Common Country Assessment/

UN Development Assistance Frameworks (CCA/UNDAFs) and National Human Development Reports.

- Instituted global, regional, and national accountability mechanisms to ensure follow-through on gender commitments.
- Improved attitudes on gender equality among UNDP and UN staff, national counterparts, and civil society.
- Created momentum for change that has mobilized considerable resources for ongoing gender mainstreaming efforts and substantive programming.
- Coordinated gender mainstreaming efforts across the UN system by establishing and strengthening interagency Gender Theme Groups at the country level.
- Improved gender indicators for the global *Human Development Report* and facilitated global, regional, and national demand for improved gender data.



Introduction

Through a series of world summits and global conferences throughout the 1990s, the international community made a number of historic pledges to move aggressively toward the achievement of true gender equality, and UNDP has been actively involved in helping countries translate these commitments into practical realities on the ground.

UNDP is dedicated to the fulfillment of goals set forth in the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), the Beijing Platform for Action, and the Millennium Development Goals (MDGs) through specific commitments to mainstream gender throughout all of UNDP's operational and programmatic activities.

To measure progress on this front, and to identify entry points for improvement, UNDP commissioned the *Evaluation of Gender Mainstreaming in UNDP* (2005). While the record showed some good progress in the recent years, UNDP continued to confront challenges in translating its commitment to gender equality into action. Findings from the evaluation suggested that if gender mainstreaming is to produce tangible and lasting results, UNDP should reconsider its approach. It was advised that UNDP establish a new and stronger institutional structure and demonstrate leadership; articulate a vision; set goals, benchmarks, and performance standards at the highest levels; and allocate core administrative and program resources. In response, UNDP devised a Corporate Gender

Strategy and Action Plan and has established a Gender Steering and Implementation Committee, chaired by the Administrator, to monitor progress towards its implementation.

In 2005 the Gender Thematic Trust Fund (GTTF) received a contribution of \$5.5 million from the Government of the Netherlands in support of the Corporate Gender Strategy and Action Plan, which recognized the need to strengthen and reinforce UNDP's internal capacity on gender mainstreaming as a critical component to institutionalizing gender mainstreaming throughout UNDP. While the 'why' of gender mainstreaming seemed to have been accepted within UNDP, the evaluation found the 'how' of gender mainstreaming still to be lacking. Supporting both operational and programmatic offices in their efforts to mainstream gender throughout all of their work, UNDP set out to facilitate institutional and cultural transformation processes. The GTTF was used to initiate this change process, supporting 45 country offices, 5 regional offices, and 5 headquarter offices to follow a comprehensive set of activities for effective and systematic gender mainstreaming.



RATIONALE FOR THE INITIATIVE

Institutionalizing gender mainstreaming can be conceptualized as playing out in three distinct domains: the technical, political, and cultural. To achieve the goal of institutionalizing gender mainstreaming, change must occur in all three. The technical domain consists of the capacities, tools, and instruments for gender mainstreaming. Gender experts, guidelines, and tools for integrating gender into the project cycle as well as gender training modules and materials are all located within this domain. The political domain is the site for mainstreaming gender equality concerns into processes of planning and decision-making within the organization. This is the domain within which hierarchies of power take shape, which in turn determine access and control over resources. The cultural domain is where the environment and the daily practices of the organization are defined, shaped, and determined. While processes in this domain may not be guided by clearly articulated rules and procedures, they are nonetheless critical to gender mainstreaming. Because gender equality issues resonate at a personal level, successful gender mainstreaming requires that individuals understand and be sympathetic toward gender issues. It is within the cultural domain that personal beliefs and ideas can either hinder or contribute to the successful institutionalization of gender mainstreaming.

Each domain is intricately linked to the other two, and it is only when change occurs within all three domains that we begin to see an institutional shift towards championing gender equality.

The GTTF initiative was launched with the goal of making significant strides towards the institutionalization of gender mainstreaming throughout UNDP. The strategic decision was made to spread the available resources over multiple offices across all three operational levels — headquarter, regional, and country — in order to provide seed funding. The aim was to create a critical mass capable of transforming UNDP into a champion of gender equality.

In order to facilitate change within the technical domain, the initiative supported the undertaking of gender audits and needs assessments to identify gaps within the offices. Subsequently, the initiative focused strongly on capacity development for gender



The goals of equality, development, and peace for all women are not only in the interests of women, but truly all of humanity. For UNDP this core objective of the empowerment of women and achieving gender equality permeates everything we do — our policies, programs, and investments.



Kemal Derviş's segment on gender at the UNDP/UNFPA Executive Board, 24 January 2006



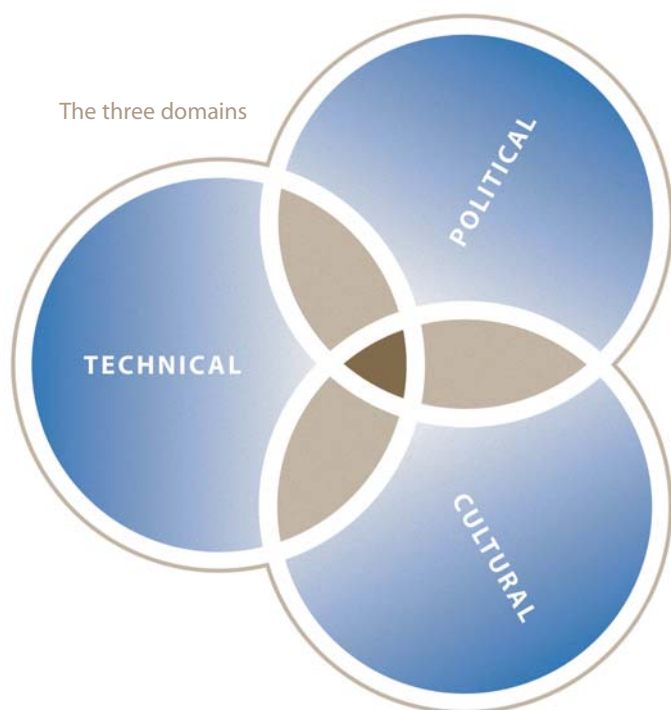
mainstreaming at all levels. This included developing gender mainstreaming strategies, integrating gender into programs, creating tools and knowledge products, and organizing training workshops. These activities were designed to address deficiencies within the technical domain while also inciting change within the cultural domain by raising awareness and altering attitudes towards gender equality. To further facilitate change, the initiative supported gender trainings for national counterparts and staff from other UN agencies, ensuring their support for UNDP's work on promoting gender equality and women's empowerment. Additionally, these trainings and tools helped to equip staff to begin mainstreaming gender into both their projects and planning frameworks and, in this way, ultimately helped to incite positive change within the political domain.

UNDP did not rely solely on capacity-building activities to bring about change within the political domain: The initiative also focused

on devising accountability mechanisms to ensure that gender mainstreaming efforts are monitored and followed-through. Such mechanisms included mainstreaming gender into key policy and planning frameworks, devising gender budgeting requirements, and including gender requirements among performance indicators. Emphasis was placed on mobilizing additional resources by individual offices in order to further substantiate and sustain commitments to gender equality. Apart from extending training to national counterparts and staff from other UN agencies, a strategic decision was made to establish and/or strengthen an interagency Gender Theme Group at the country level. These Theme Groups fulfill an important coordinator role within the Country Team and are set up to ensure that gender equality concerns are integrated into key policy and planning frameworks at the country level.

This report highlights significant areas of progress, key results, and lessons learned from the implementation of the GTTF initiative, with the ultimate goal of institutional transformation. A number of recipient offices have made solid gains in terms of mainstreaming gender and affecting change across all three domains. It is these successes and the factors leading to them that this report sets out to capture. Specifically, it is the purpose of this report to discern whether the seeds planted with the GTTF have since grown and matured.

In preparing this report, a review was undertaken of the project reports submitted by all recipient offices and of questionnaires filled out by country office recipients. Additionally, interviews were conducted with representatives from each regional and head-quarter recipient office.



Measuring Impact

The GTTF has supported the work of 56 UNDP offices across all three UNDP operational levels. All offices have used the GTTF funds for gender mainstreaming efforts, though the exact activities sponsored through these funds varied depending on the operational level and the operating context of the particular office.

HEADQUARTER LEVEL

At the headquarter level the GTTF supported gender mainstreaming efforts across the Learning Resource Center (LRC), the Human Development Report Office (HDRO), and three thematic offices — the Environment and Energy Group (EEG), the Democratic Governance Group (DGG), and the Bureau for Crisis Prevention and Recovery (BCPR). As the office within the UNDP that provides technical training and backstopping for all headquarter and many regional and country office staff, the LRC was uniquely positioned to move the GTTF initiative forward. As such, of the recipient headquarter offices, LRC received the largest portion of the GTTF funds.

The remaining headquarter resources were split evenly among the other participating offices. Through activities within these various offices, the GTTF has supported: a revision of the Gender Development Index (GDI) and the Gender Empowerment Measure (GEM) through the HDRO; various gender mainstreaming training workshops within BCPR, DGG, and EEG; the development of

sector-specific training tools and knowledge products across BCPR, DGG, and EEG; and significant structural changes to ensure accountability and follow-through on gender commitments made throughout the participating headquarter offices, and particularly within BCPR.

As a group, the headquarter recipient offices were well positioned to drive change within all three domains. All five offices were able to build capacities for gender mainstreaming through different training sessions. Through various awareness-raising exercises and discussion groups, these offices were also successful in improving attitudes towards gender equality and the importance of gender mainstreaming. Additionally, and most importantly for this level of operation, certain recipient offices were successful in driving structural changes within the political domain. By establishing budget requirements related to gender, revising corporate bureau strategies and action plans, and incorporating gender considerations into key analytical



Sample tools and knowledge products are on display at all Learning Resource Centre gender events and trainings through the *Tools Marketplace*.



tools, these recipients have made noteworthy gains in the institutionalization of gender mainstreaming.

Coordinated capacity building

Through a combination of gender mainstreaming training activities, gender equality awareness campaigns, and the development of gender mainstreaming tools, knowledge products, and databases, the LRC/GTTF-sponsored activities have made considerable gains within the technical domain.

One of the main outputs of the initiative within the LRC was the *Gender Mainstreaming Tools Marketplace*. Presented as a compilation of knowledge products and practical tools to further facilitate gender mainstreaming within the context of international development, the

Tools Marketplace — present at all LRC gender events and trainings — serves as a reminder to UNDP staff that there is a plethora of gender knowledge available. Also available virtually, these tools and knowledge products are easily accessible for all. Referenced by various GTTF recipient offices as a key success factor in their implementation of the initiative, the *Tools Marketplace* has had a significant impact on the institutionalization of gender mainstreaming throughout UNDP.

To foster changes within the cultural domain, an e-learning course was developed to sensitize staff to basic gender concepts. The completion of this course, *The Gender Journey*, has been made mandatory for all UNDP employees and, to date, over 5,700 have completed the training. To further raise awareness, the e-learning course has been advertised on posters displayed throughout the organization, which continue to serve as a daily reminder for staff. Since this initial initiative a more technical and in-depth gender e-learning course has been made available to staff as a follow-up to *The Gender Journey*.

Apart from virtual training, the LRC also coordinated and hosted a number of different kinds of gender trainings, targeting varying audiences. Furthermore, gender has been integrated into all training programs, including the Deputy Resident Representative Inductions Training and the Operations Managers Training. This is particularly significant given that the central point of mainstreaming gender is ultimately to get away from isolated 'gender trainings' and, rather, to see gender incorporated as a key component in all training. Through these revisions, LRC

has laid the foundation for a transformation within the technical domain. To further facilitate efforts within the technical domain, LRC hosted two Training of Trainers (TOT) workshops dedicated to training internal staff to become gender trainers.

Since the disbursement of the funds the office has sustained its commitment to gender through a number of activities. First, efforts are being made to broaden the *Tools Marketplace* to an interagency audience. Second, the e-learning course is being adapted for other UN agencies. Third, LRC continues to work actively with other UNDP offices to support gender mainstreaming trainings. These sustained efforts indicate that LRC/GTTF-sponsored activities have had a lasting impact within all three domains. The key factor in the office's success was its strong commitment as demonstrated by allocation of staff time and additional resources. This commitment had a wide impact on the organization because of the strategic position of the office as the leader and coordinator on capacity development within UNDP.

Mainstreaming gender into the thematic areas

In order to coordinate efforts and to create institution-wide momentum to catalyze change, it was imperative that the initiative target specific thematic offices. UNDP operates across five thematic areas, representing the main pillars of UNDP's work. The UNDP thematic areas targeted through the GTTF include: crisis prevention and recovery; environment and energy; and democratic governance.

The initiative supported these offices in building internal capacities for gender

mainstreaming within their respective area and in developing the relevant tools necessary to provide guidance to practitioners on the ground. Due to their position within headquarters and their potential to catalyze change at the institutional level, these offices also made important structural changes to ensure accountability on gender commitments.

All three offices have made important gains. The Environment and Energy Group, to start, conducted a large-scale gender audit of all their programs and projects. This massive review process has since enabled the Group to develop *Gender and Energy for Sustainable Development: A Toolkit and Resource Guide* (2005), which includes guidelines on how to effectively mainstream gender into the different sub-areas of work on environment and energy. Similarly, the Democratic Governance Group conducted a large-scale review of UNDP's governance work as it relates to gender. Through this review process, involving input from e-discussions, interviews with governance advisors, and a learning day for staff, entry



Country office participants at the Global Gender Retreat in New York share lessons learned from the GTTF experience.



PAVING THE WAY ON GENDER BUDGETING REQUIREMENTS

- 1) Does the situation analysis include a gender analysis based on gender-disaggregated data? If not, are activities foreseen to fill this gap in the early stages of project implementation?
- 2) Does the project include a specific strategy and specific, measurable outcomes to promote gender equality?
- 3) Does the project facilitate women's increased contribution to peace-building, risk reduction, reconciliation, and post-crisis recovery?
- 4) Please indicate the financial allocation foreseen in the project budget for gender mainstreaming during project implementation.

These questions comprise the new gender criteria adopted by the Bureau for Crisis Prevention and Recovery. All funding proposals must now meet at least three of the four criteria listed above, including mandatory fulfillment of requirement number 1. BCPR further requires that the UNDP Thematic Trust Fund for Crisis Prevention and Recovery earmarks 10 percent of its non-core funding for gender mainstreaming activities. The first bureau office to institute structural accountability measures of this kind, BCPR has paved the way for other offices to scale-up their gender commitments and to ensure that these commitments are followed-up by concrete actions and, most importantly, resources.

points for gender equality in all of the democratic governance areas of work have been identified. The entry points then formed the basis for area-specific guidelines which, similarly to those of the Environment and Energy Group, support governance practitioners on the ground. As a result, gender has been mainstreamed into the guidelines of the Democratic Governance Trust Fund, which supports over 100 projects a year.

The Bureau for Crisis Prevention and Recovery (BCPR), like the other thematic offices, conducted a large-scale gender audit of its work, covering all the technical areas and

culminating in the production of *A Forward Looking Review*. This comprehensive and self-critical review has laid the groundwork for change within UNDP's work on crisis prevention and recovery. Whereas the other thematic offices distilled their reviews into guidelines, BCPR went one step further by using the review's recommendations as a basis for the development of the Eight Point Agenda for Gender Equality in Crisis Prevention and Recovery. While other offices have created 'gender strategies' and 'gender action plans,' BCPR has also integrated the eight-point agenda into the overall bureau strategy. Similarly, the office has engendered the Conflict-related Development Analysis (CDA), a tool for analyzing conflict in all of its dimensions. In this way the office has made gender equality a bureau priority and not just an add-on or a box to be ticked off.

Alongside all these efforts, and further to ensure that BCPR follows through on its gender commitments, a gender analysis was undertaken of the bureau's financial allocation and budgeting mechanisms. This resulted in the adoption of a Gender Checklist and tracking system for the CPR Thematic Trust Fund. Furthermore, a policy was put in place to ensure gender sensitivity as a requirement in all proposals seeking funding from core resources. Finally, to further develop the bureau's gender capacity, BCPR has increased human resources for gender mainstreaming by hiring, among others, a senior gender advisor. Structural changes at this level are absolutely crucial to institutional change, and BCPR is one GTTF recipient that has been particularly successful on this front.

While any successful gender mainstreaming initiative must incite change within the technical domain, such as through capacity building, all of this ‘know-how’ could easily go unused unless backed by structural changes at the highest level that ensure accountability. Both the Democratic Governance Group and the Environment and Energy Group have made significant progress in scaling up the ‘know-how’ within their thematic areas. What they lack, at this point, are the accountability mechanisms that give staff the incentives to make use of these tools.

Making a strong commitment from the outset and having the unwavering support and political will at the most senior level within the office were important success factors in BCPR’s GTTF-sponsored activities. Importantly, BCPR’s commitment to institutional change did not end with the GTTF, but rather included the allocation of additional financial and human resources to accompany the GTTF-sponsored activities.

Improving indicators

With the annual publication of the global *Human Development Report* — distributed to every headquarter, regional, and country office within UNDP and accessed virtually by millions of people every year outside UNDP, including policy-makers, donors, development workers for local NGOs, academics, government officials, and other interested parties — the Human Development Report Office (HDRO) is uniquely positioned to have a particularly expansive impact on gender mainstreaming within all three domains of UNDP and, importantly, the wider global

development community. The initiative supported HDRO in revisiting the Gender-related Development Index (GDI) and the Gender Empowerment Measure (GEM) introduced in 1995. It was recognized that improvements here could have a large and catalytic impact, both through the status and visibility of the global *Human Development Report* (wherein any revised GDI, GEM, and other gender indices will be launched) and through the regular knowledge sharing, networking, institutional training, and capacity-building services the office provides across UNDP and in cooperation with external actors.



Similar to the Learning Resource Center and the Bureau for Crisis Prevention and Recovery, HDRO’s success can for a large part be attributed to the the Office’s firm commitment to gender equality.



When revisiting the indicators, the office undertook several activities, among which were: a global network discussion on gender; a series of background papers by leading development thinkers and technical experts commissioned for the project; and an expert meeting on the findings derived from the discussions and the background papers. These discussions also produced a list of both short and long-term recommendations for revising and/or changing the indices.



When undertaking capacity building, it is essential that the activities not be rushed, particularly when it comes to an issue such as gender equality, which touches upon personal beliefs and attitudes.



True to its advocacy role, the office has taken many opportunities to share the results, findings, and recommendations from the GTTF-sponsored activities with various audiences, including: publishing a special issue of the *Journal of Human Development* devoted to the background papers and recommendations; attending conferences to highlight the findings; and partaking in gender discussions and debates. By the very nature of the global *Human Development Report*, recommendations and changes made in this report are sure to have a large-scale trickle down effect. What is more, HDRO has been very diligent about ensuring technical consulting at the national and local level. With the findings from the GTTF-sponsored activities, HDRO has influenced national human development reports, national and regional policies, and development plans and capacity-

building projects at the national and local level.

Similar to the Learning Resource Center and the Bureau for Crisis Prevention and Recovery, HDRO's success can for a large part be attributed to the Office's firm commitment to gender equality. Prior to the GTTF initiative, gender had been mainstreamed into many HDRO frameworks, including work plans, job descriptions, strategic plans, and the Office budget. Similarly, while there is a strong and very active gender focal point within the Office, this person is by no means the only gender advocate. Thus, in terms of championing gender, both the political will at the senior level and certain structural mechanisms were already in place within HDRO.

Apart from the many successes, a lesson can also be drawn from the challenges that were faced by participating offices. One in particular was the relatively short time-frame allotted for the initiative. Even successful offices such as HDRO and BCPR remarked that the time-frame was too short and hindered their ability to adequately carry-out capacity-building activities. When undertaking capacity building, it is essential that the activities not be rushed, particularly when it comes to an issue such as gender equality, which touches upon personal beliefs and attitudes.

REGIONAL LEVEL

The GTTF supported gender mainstreaming activities across all regions. The GTTF regional office recipients, as a group, made important gains in terms of scaling-up region-specific

knowledge products, tools, and databases; mobilizing structural support for gender mainstreaming; and supporting the participating country offices with their activities. All of the

regional offices, through their various regional workshops, have better prepared country office gender focal points — either gender advocates or gender ‘go-to’ people — to take forward the GTTF initiative in their respective office. In this way, regional level activities were crucial to country office successes and have affected change within the technical domain. While not all offices were in a position to play an active facilitator role throughout the entire implementation process, some valuable lessons have been learned from those who have — such as the regional office for the Arab States in Beirut. And, importantly, those offices that were not as involved in the implementation process at the country office level beyond hosting workshops, have instituted important structural mechanisms affecting change within the political domain at the regional level.

Support to country offices

The primary objective of the GTTF initiative at the regional level was for the regional offices to support the 45 participating country offices with their GTTF activities. To achieve this, all regional offices hosted regional workshops for the country offices. The workshops enabled participants to exchange experiences, identify best practices, and learn from each other’s successes and failures. In addition, important region-specific tools and knowledge products were disseminated to the country offices participants. In some cases the support offered at these workshops proved to be profoundly influential to the success of country office initiatives.

This was particularly the case in the region of the Arab States. Due to the active

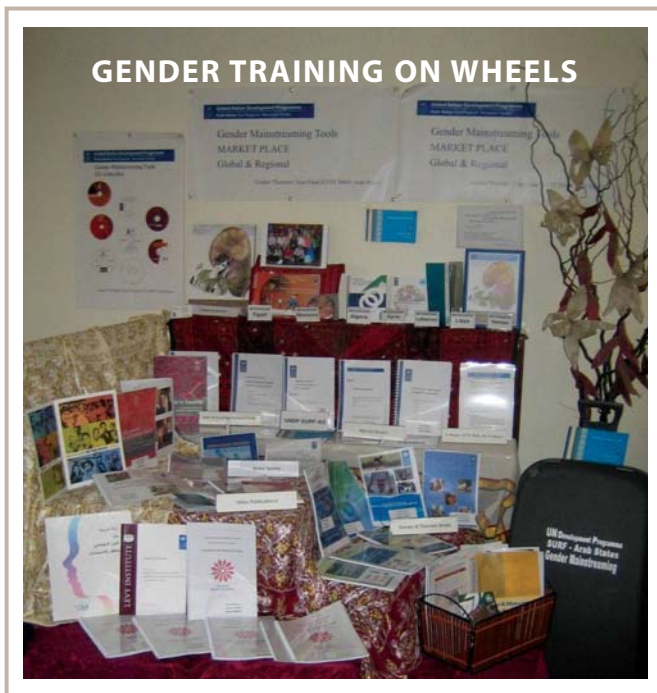
involvement of the regional gender advisor, efforts across all seven country offices were synchronized. This enabled country offices to learn from and support each other. The regional office also developed a number of region-specific practical tools and knowledge products. These tools have been duplicated for all country offices in the region and have been extensively used in the implementation of the initiative at the country level. Most



The gender advisor from the regional office in Beirut led a gender training workshop at UNDP Libya. This workshop was just one of many attended by the regional gender advisor who traveled to all participating Arab States country offices to provide technical backstopping and substantive support on gender training and to devise office gender mainstreaming strategies. The support offered at these workshops helped to coordinate efforts among the participating country offices in the region and to ensure the replication of gender mainstreaming successes.

notably is the *Gender Mobile Resource Unit* (GMRU), which is a smaller version of the *Tools Marketplace* targeting countries in the region by including region-specific tools as well as tools in Arabic and French. The *Resource Unit* has been highlighted throughout the Arab





With resources from the GTTF initiative, the regional office for the Arab States has developed the first-ever mobile gender resource unit. Borrowing from the *Tools Marketplace*, the *Gender Mobile Resource Unit* (GMRU) offers an array of global products on gender mainstreaming as well as regional tools emerging from country offices, all packed neatly into a suitcase. Once unpacked, these materials form a visual mountain of knowledge tools, guides, and other resources on gender mainstreaming. The display can be permanent in the UNDP office or it can be used on special days such as Women's Day, Environment Day, or any other thematic day and at UN events, training workshops, seminars, and working sessions.

States region as a useful gender knowledge base and is a great example of some of the more innovative gender knowledge products developed through the GTTF initiative at the regional level. The tools developed by the regional office in Beirut have had a lasting impact on scaling-up capacities for gender mainstreaming throughout the region.

Commitment and accountability

While not all regional offices were able to get as actively involved as the gender advisor

from the regional office in Beirut in terms of playing the facilitator role, some have made important structural changes that have further substantiated gender commitments. First off, since the creation of the Administrator's Gender Steering and Implementation Committee all regional bureau directors have signed a gender compact with the Administrator. To support and monitor the implementation of the compact at all levels, some regional bureaus have mirrored the set up of a steering committee at the regional level. Further, the regional office for Eastern and Southern Europe and the Commonwealth of Independent States, since exhausting its GTTF resources, has programmed a considerable amount of core funds for gender mainstreaming efforts. In 2007 the amount of resources allocated to gender equality at this regional office exceeded that of all other cross-cutting areas.

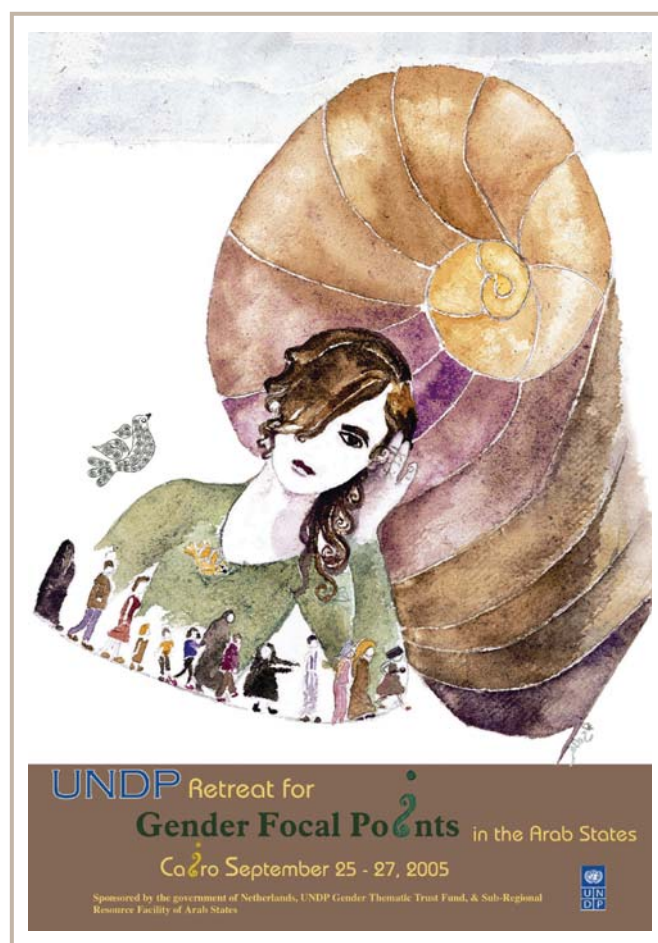
The GTTF support to the Regional Bureau of Africa (RBA) has catalyzed the development of a regional gender action plan and the hiring of a full-time gender advisor, who reports directly to the RBA director. As one of the responsibilities, the gender advisor monitors the inclusion of gender into the Country Program Document (CPD) of offices in the region. Anchored in the UNDAF and acting as the UNDP work plan in each country, an engendered CPD ensures that gender concerns will be mainstreamed into all UNDP projects and programs. In partnership with the Learning Resource Center and the UN Development Fund for Women (UNIFEM), the bureau has also started an education program for government officials, UN staff, and national counterparts

to train them on gender equality concepts. Finally, RBA has mobilized \$2.8 million for the RBA Regional Gender Program for 2006, with funding to double in 2007.

Unlike some of the other regions, the Asia and Pacific region already had an operating regional gender program — the Asia and Pacific Gender Mainstreaming Program (APGMP). The APGMP was formed in 2005, receiving core resources for a three-year period. With the commitment to gender mainstreaming already in place, the GTTF initiative was able to build on regional program activities by strengthening the in-house capacity of staff. Moving forward, the regional bureau has committed to undertake ongoing capacity-building workshops to be funded by core resources. In those places where commitment already existed, the GTTF gave a boost to building in-house capacities for gender mainstreaming and catalyzed additional support for championing gender at the regional level.

One lesson to be learned from the initiative at the regional level is the importance of the availability of qualified gender expertise, both at a national and regional level. Although mainstreaming gender is a responsibility of all staff, gender expertise remains necessary not only to support staff but also to provide further in-depth technical input. In the absence of country office gender advisors, the regional gender advisors were providing technical and substantive support for the implementation of the initiative at the country office level. The involvement of the gender advisor from the regional office in Beirut, for instance, played a key part in

ensuring country office successes within this region. In regions where this expertise was lacking or where the regional gender advisors did not have sufficient time to provide substantive and technical support, the country office initiatives tended to be less successful. Moving forward, it is important to ensure that gender experts at the national level are available for country offices to provide substantive support. Having gender experts within the country offices would free up the regional gender advisors to fulfill their coordination role, which will in turn improve country offices' success.



This poster was created for the Regional Gender Trainings in the Arab States.

COUNTRY LEVEL

The largest portion of the GTTF funds (over \$3 million) supported the work of 45 country offices across all regions. At this level, the initiative has supported: the capacity development for gender mainstreaming of UNDP staff, staff from other UN agencies, and national counterparts; the development of country-specific gender mainstreaming tools and knowledge products; the integration of gender into a number of policy and planning frameworks; the establishment and strengthening of interagency Gender Theme Groups to link efforts across the UN system (in 29 country offices); the integration of gender requirements into monitoring and accountability mechanisms (across 13 country offices); and the mobilization of additional resources for gender mainstreaming (across 18 country offices) — totaling over \$14 million.

The country office participants, as a group, have made significant strides in facilitating change within all three domains. Findings here are particularly important because the impetus behind the county office level activities, in particular, was to build capacities for gender mainstreaming. In this way, one

would expect the majority of the results here to be limited to change within the technical domain. While significant impact has occurred within the technical domain through the many successful training workshops, the country office participants have, notably, also successfully driven change within the cultural and political domains. Through a variety of creative awareness-raising activities, many country offices have cultivated change within their local communities, mobilizing the support of key elements of civil society. In addition, through various training sessions, discussions, and lobbying efforts, certain country offices have also influenced the structural level, or political domain, where key decisions are made, resources are allocated, and accountability is ensured. While not all participating country offices were successful on this last front, overall there are many exciting results that have been achieved at this level.

Capacity building

All 45 participating country offices have incited change within the technical domain by developing capacities for gender mainstreaming through a series of training sessions in which UNDP staff and management were sensitized to the importance of gender mainstreaming and trained on practical implementation of gender mainstreaming methodologies. Training sessions generally focused on: conceptual clarity of key terms (gender, sex, gender equality, gender equity, empowerment, and gender mainstreaming); participatory discussions and experience sharing; practical guidance on

“ While significant impact has occurred within the technical domain through the many successful training workshops, the country office participants have, notably, also successfully driven change within the cultural and political domains. ”

gender analysis within different thematic areas; gender analysis of case studies pertaining to their country and area of interest; training on gender sensitivity in recruitment, retention, and promotion of staff; training on the UN Policy on Sexual Harassment and Abuse of Authority; practical sessions on engendering key policy and planning frameworks; and providing information on gender knowledge sharing and networking spaces.

The success of the gender training sessions was measured by a specific set of indicators: positive post-workshop evaluations by participants; requests for additional trainings by participants; a positive change within the office environment; and an increase in the integration of gender within existing and new office programs. Across the board, a number of participating country offices saw many of the positive results outlined here. Despite some setbacks in certain countries, generally the GTTF-sponsored activities at the country office level have made significant gains in terms of developing internal capacities for gender mainstreaming.

Overall, the trainings have had positive results, promoting important changes within the technical and cultural domains. The 45 participating country offices have trained over 3,500 people on gender issues, and of these country offices 12 have used GTTF funds to train over 100 people each. Further, of these 12, five (Albania, Nepal, Swaziland, Syria, and Ukraine) have all trained over 200 people with the GTTF resources. Through these capacity-building efforts, just over half of the recipient country offices now have a UNDP Gender Mainstreaming Strategy in place.

Participants attend a gender mainstreaming workshop in Guyana.



While commitments to gender mainstreaming exist at the highest level of UNDP, institutionalization of gender mainstreaming will not be realized until all UNDP employees know how to mainstreaming gender, have incentives to follow-through, and understand that gender equality is important to development. This last component is a persistent challenge for UNDP. Promoting attitudinal change at the individual level — that is, within the cultural domain — is always a challenge because people's attitudes have been developing throughout their life. What is more, when dealing with an issue such as gender equality attitudes tend to be that much more fixed, and are often embedded in the norms and structures of the particular society of which an individual is a part. While acknowledging this challenge, it is imperative to incite change within this domain if UNDP is to truly champion gender. To this end, recipient country offices have devised gender awareness raising activities, campaigns, and sensitization sessions.

On the whole, participating UNDP country office staff were very pleased with



Participant from a training session at UNDP Yemen



The training was a real ice-breaker that provided staff with an opportunity to debate and argue about gender definitions and the social perception of gender roles in a Yemeni-specific context. Staff continued such informal discussions even after the completion of the training, and many of them have shared their experiences with their families and friends.

the training, and post-workshop evaluations reveal that a number of them found these trainings to be more useful than some others they had attended. The gender sensitization sessions helped staff to understand the importance of gender considerations to development, while the practical thematic trainings helped them to understand how to go about incorporating these considerations in their work. For some the GTTF-sponsored gender trainings were the first of this kind that they had attended. For them, these sessions were an eye-opening experience. For others, the hands-on gender trainings nicely complemented basic trainings they had received in the past. The practical skills imparted here demystified the process of

gender mainstreaming, and staff seemed truly grateful overall.

Based on feedback and positive changes within the UNDP country office environments, it is obvious that certain staff members have not only benefited from the gender trainings but have also taken what they have learned and applied it to their work. During the training in UNDP Lesotho, for example, participating staff went so far as to draft a Declaration of Commitment on gender Equality. Since the close of the GTTF, UNDP Lesotho reports that staff members are now more actively and frequently seeking the help and advice of the gender focal point.

Additionally, UNDP Morocco has reported that after one of the exercises used in the training sessions involving the analysis of several project documents through a gender lens, participants noticed that the documents were richer after having included gender equality concerns. Once back to the office, staff was curious and found it rewarding to do the same exercise on their own projects. In fact, during Project Approval Committee (PAC) meetings some staff members have already used their 'gender lenses' by calling attention to the need to include gender in the projects under discussion.

UNDP Liberia also reports that changes have occurred after the training sessions as more staff, and particularly male staff, have embraced gender and have promised to make changes in their households. They have now accepted that there cannot be any meaningful development without the full participation of both men and women. These anecdotes

represent the sort of positive shift in attitudes necessary to ensure the institutionalization of gender mainstreaming throughout the organization. With the support of the GTTF, the seed for a cultural shift has been firmly planted.

The usefulness and overall success of these workshops varied depending on a number of factors. The first and most crucial step for the country offices was to hire a national gender expert to help them implement the activities and provide substantial input. For some country offices this initial step proved to be much more difficult than anticipated. Finding gender experts that were familiar with both the national context as well as with the work of the UN system was sometimes challenging. In addition, some country offices had to deal with an extreme situation, such as an ongoing war as was the case in Afghanistan.

The quality of these experts also varied across offices and was a contributing factor towards the overall success of the project. This finding speaks to the importance of resources such as the UNDP roster of gender experts as well as other region-specific gender expert networks that have been created. The UNDP gender expert roster is an on-line tool for managing and developing a database of gender and development experts. While many participating country offices made good use of the roster to identify and locate qualified experts, others found that even the roster was inadequate in terms of securing a national expert for their specific country context. Moving forward, it will be important to continue developing and expanding these databases and networks.

Generally, local trainers who knew their audience and planned the training sessions accordingly were the most successful. This was the case for training workshops such as those held in Albania, Belarus, Chile, East Timor, Honduras, Mexico, Moldova, Turkey, and Yemen, among others. These workshops were generally preceded by a questionnaire or assessment to gauge the knowledge level, needs, and interests of the participants. The consultant then tailored the workshops to accommodate these varying needs and devised a number of different types of workshops to address different audiences. Some country offices had as many as 10 different training



Created as part of the initiative to raise awareness on issues of sexual harassment and abuse of authority within the work place at UNDP Bhutan.

WORKING TOGETHER

When a male gender research assistant at UNDP East Timor first started working on the initiative, his other male colleagues laughed at him: "You're male, and you're working on gender?" However, after months of rigorous work those same male colleagues have now put in requests for assistance to undertake a gender analysis of their projects.

sessions. Training in Zambia continued for 5 days, and training in Mexico continued for two hours a week for 12 straight weeks. Ongoing training of this kind proved to be particularly beneficial for the participants. Most successful country offices also included specific thematic training for UNDP staff among the many training workshops, which proved to be the most helpful.

The commitment and involvement of senior management also proved to be a crucial success factor. From the inception of the initiative it was thought that the training sessions would target all staff, including senior management. Across the board, in most country offices senior management was present at, at least, some of the training sessions. In some country offices — Lesotho, Paraguay, and Yemen — senior management was present at

Participant from a training on gender mainstreaming for NGOs, UNDP project staff, and civil servants in Belarus

“ I learned that gender equality problems are broad and touch on all sorts of activities. I would have never have thought that these problems go so deep. ”

all sessions. In UNDP Mexico the training was organized as a 12-week mandatory course and the Resident Representative required that two work-hours a week be set aside for attending the course. Senior management from Syria went so far as to close the office for three days to ensure that all staff would be able to attend the training. The commitment displayed by senior management not only encouraged staff to take the gender trainings more seriously, but gestures such as those described here provided incentives for staff to follow-through.

Capacities of counterparts

More than changing attitudes among UNDP staff the GTTF-sponsored trainings, discussion forums and workshops have also cultivated change within the wider national development communities. Building UNDP internal capacities for gender mainstreaming is an important component to institutionalizing it throughout UNDP; however, to be successful this process also requires building gender mainstreaming capacities of local partners and, particularly, of government counterparts. UNDP's close relationship with, and dependence on, national governments necessitates their involvement if any institutional transformation process is to have an impact on the ground. Therefore, these counterparts were included in some of the GTTF-sponsored trainings at the country office level. Instances of reaching out to key decision-makers outside UNDP are particularly encouraging as they helped to facilitate change within the larger national context. When these forums extended into the national development community, these efforts helped



The training was very useful. I could finally understand the real concept of gender equality. The instructor alerted us to pay attention to gender issues in our daily activities; to ensure women have the same opportunities as men in the recruitment process, remuneration, and participation; and to encourage and support the female professionals in preparing themselves to apply for higher positions within Civil Service.

Advisor to the Ministry of State Administration, after attending trainings held at UNDP East Timor



to facilitate partnerships with, and link efforts between, government and civil society.

Facilitating change within the UN system is important, but in no way is it sufficient to mobilize a change process within the national development community. To ensure that changes within the UN system are well received and capitalized on within the country, gender training and awareness-raising activities must also target national counterparts and, particularly, government officials. To this end, many UNDP country offices held special workshops for government representatives. Belarus and Namibia, for instance, held special gender budgeting workshops for various government partners, while Albania and Moldova organized gender and statistics workshops targeting national counterparts from the Ministry of Finance and the National Bureau of Statistics. Further, Moldova produced a gender statistical yearbook and Egypt trained the Information and Decision Support Center from the Minister's Cabinet. UNDP Bhutan even held a special Gender Sensitization Workshop for Policy Makers, providing a forum to bring together policy-makers, the donor community, and civil

KNOWING YOUR AUDIENCE

Throughout the training sessions in East Timor, the gender experts were aware of the gender ratios of those attending the workshops and actually devised different learning methods for the male attendees. Furthermore, from the very inception of the project they understood that *'pendekatan'* — translated as 'everyday approaches' — would be key in ensuring the success of the trainings, and they devised a strategy of using the strengths of the Timorese oral culture to approach staff in the office. They strongly believed that this was a more effective approach than using electronic mail, which most Timorese do not regularly reply to. The experts also intentionally used more visual images and short film clips and invited local guest speakers, rather than relying on techno-expertise and 'power-without-a-point.' This careful planning of workshops with the target audience in mind was vital to ensuring their success.

society to identify gender issues and gaps as well as to identify steps towards the implementation of CEDAW and the preparation of the National Plan of Action on Gender.

Similarly, UNDP Turkey broached a relationship with the government line ministry responsible for entrepreneurship to mainstreaming gender into its activities. In



SENSITIZING LAW ENFORCEMENT

The GTTF activities in CO Bhutan funded a four-day national consultation on women and child friendly police procedures. This was the first consultation of this kind and was attended by members of the Royal Bhutan Police from across the country, national gender focal points, and representatives from the Royal Court of Justice. Participants deliberated on various gender concerns, and put forth a number of recommendations based on the discussions. In particular, a Women and Children Protection Unit has been established. Domestic violence, furthermore, is now seen as a social problem and the issue is getting frequent coverage by the media, thus receiving the attention of the government and development partners.

partnership with the General Union of Syrian Women, Syria hosted training sessions in six governorates, bringing together civil society, religious leaders, and government staff in order to teach key practitioners and decision-makers how to mainstream gender into national policies. These activities had a positive impact on building technical capacities for gender mainstreaming and certain sessions successfully sensitized key decision-makers



Participant from the trainings at UNDP Turkey

When the invitation to this training arrived, I thought: 'Why are they inviting us to this? This is a subject for women's organizations.' After the training started, however, I realized how serious the question is and how closely it relates to my work.



to the importance of gender considerations, who were then well positioned to initiate structural changes within the wider political and cultural domains.

Besides government officials, many participating country offices also reached out to other factions of the local community in order to further cultivate favorable attitudes towards gender equality. These sessions have instigated an important shift within the cultural domain, where people's attitudes towards, and perceptions of, gender equality take form. Both Belarus and East Timor, for instance, held special sessions on masculinity and the role of men on various gender issues. Other country offices, such as Bhutan and Ghana, held special sessions for family members of UNDP staff. These sessions were specifically requested by UNDP staff who felt that they would get more out of the training if their families participated. As gender equality ignites personal reflections, both male and female staff agreed that it was important that their spouses also understood what gender equality is and why gender considerations are so important. Other country offices reached out into the local community to sensitize law enforcement (Albania and Bhutan) and religious leaders (Syria). Offering these trainings and realizing the importance of sensitizing the wider community on gender equality has proved to be an integral component to the success of these initiatives and has facilitated many positive changes within the cultural domain.

To further cultivate favorable attitudes towards gender equality within the local development community, some country offices (Belarus, Egypt, and Moldova) hosted special gender and communication workshops for both UNDP communication staff as well as mass-media professionals. These workshops not only helped to raise awareness on gender, but they have also further equipped media personnel to ensure that these concerns are appropriately communicated to the general public. If media personnel are equipped to report on issues from a gender perspective, this could have a particularly positive impact on government officials, who are often influenced by the media. As gender equality is still very much a mystifying notion for many, promoting the right concept is crucial to any lasting change within the cultural domain. To this end, some country offices (Belarus, Ghana, Moldova, and Sri Lanka) have even developed special gender mainstreaming and communication manuals.

In certain countries reaching out to the community in these ways helped facilitate a more conducive environment for change. The efforts of the country office in Syria, for instance, were widely covered by the local media, eventually landing them an interview with the Grand Mufti, during which they gained his support for their gender mainstreaming endeavors. The efforts of the various country offices mentioned here and the creativity displayed in terms of working to change attitudes towards gender equality represent significant achievements.



Improper and inadequate communication of gender equality issues was identified as one of the major obstacles in Moldova. Consequently, throughout the initiative specific attention was paid to capacity building on gender and communications, specifically targeting UN staff and mass-media. To this end, UNDP Moldova organized a workshop entitled 'How to write about gender' and organized a talk show on national TV with participation from UNDP, NGOs, mass-media, and public figures.

Developing knowledge products

Another component crucial to developing capacities for gender mainstreaming and consequently driving change within the technical domain is to develop global, regional, and country-specific gender mainstreaming tools and knowledge products. Global tools, such as the *Tools Marketplace* developed at headquarters, and regional tools, such as the *Gender Mobile Resource Unit* developed by the regional office in Beirut, have been used by various participating offices and were integral to their success. However, to drive change within the UNDP country offices, country-specific gender mainstreaming tools and knowledge products need to be available as well. Through the GTTF initiative these



tools and knowledge products have started to emerge. In fact, all 45 participating country offices have developed some sort of gender mainstreaming tools, knowledge products, or databases — whether it be a gender mainstreaming toolkit, a gender checklist for thematic areas, a statistical yearbook, or an informative report on the local gender context. These tools are now available for ongoing gender mainstreaming activities, including capacity development.

While all the country offices developed a number of different types of gender tools or knowledge products, certain offices have made particularly noteworthy efforts in this area. UNDP Belarus, for instance, developed a project website and manual on gender-correct communication in Russian. Similarly, while it was considered that there are numerous global reports on gender, there were few in-depth historical, anthropological, political, sociological, and cultural studies of the local gender

situation in East Timor by independent scholars or international and local organizations. Most of the authoritative sources were from oral history, relying on women and their memory, their experiences and expertise. Through the GTTF, UNDP East Timor therefore developed an e-tool kit containing materials on gender issues from various sources. It includes a bibliography of research studies, analyses, and reports on Timorese gender systems and the local situation. These knowledge products will help UNDP East Timor to cultivate favorable attitudes towards gender equality within the local community.

Generally, those recipient country offices that developed comprehensive tools and knowledge products, such as Belarus and East Timor, were the same offices that hosted particularly successful trainings and were also able to elicit positive changes within the political domain. For these country offices, having these tools will enable them to offer ongoing gender mainstreaming training and awareness-raising within the country office and, importantly, the national community.



Equalidad de Género site was developed by UNDP Mexico using GTTF funds.

Coordinating efforts across the UN system

Participating country offices went about building and strengthening partnerships across the UN system by establishing and strengthening the interagency Gender Theme Groups (GTGs). A Gender Theme Group is an interagency group of gender focal points, and in some cases also includes national counterparts, donors, and civil society representatives. These groups meet to coordinate gender equality commitments and

gender mainstreaming efforts across the UN system at the county level and the wider national development community. Such groups can play a key role in ensuring that each UN organization uses its comparative advantage to join efforts and to coordinate United Nations Country Team (UNCT) action on gender equality. Additionally, as work intensifies on MDGs, Poverty Reduction Strategies, and other coordinated initiatives, the GTGs have a key role to play in ensuring that commitments made to gender equality form part of mainstream policy frameworks. Finally, the groups play a key role in marshalling UNCT efforts to improve the national statistical base and capacity in support of gender equality, which in turn ensures a better information base upon which to build public policy.

These efforts have affected change within the cultural and political domains as more staff have been sensitized to the importance of gender across the UN system and have been given practical training and incentives to integrate gender into key policy and planning frameworks. The participating UNDP country offices strengthened the GTGs by holding special capacity-building workshops for its members. UNDP Lesotho offers a good example of this process as capacity building of the theme group helped to ensure that gender was mainstreamed into national policy frameworks such as the UNDAF. Similarly, the focal points that were participating in the theme groups were often active in other key decision-making bodies. Across all 45 country offices, 29 GTGs were successfully established and/or strengthened. This output is significant

SPREADING OWNERSHIP

Besides strengthening the interagency gender theme groups, certain country offices established gender clusters. An internal UNDP mechanism, the purpose of the cluster is to coordinate gender mainstreaming efforts. On average, each cluster consists of about four staff members and includes both men and women from different office levels. These clusters are a welcome change from the system of single gender focal points in each office, which in practice has not always shown to be effective. The role of gender focal point is generally assigned to a female junior staff member, who has a large portfolio of work outside of gender issues and who generally does not have any access to or say in the decision-making process. The establishment of a gender cluster divides the workload, creates a broader base for the process of gender mainstreaming, and ensures advocates at all levels — including the level where decisions are ultimately made. UNDP Syria was one of the first country offices to launch this approach, which has now become a system-wide recommendation.

in terms of the overall success of the initiative as it ensures gender mainstreaming efforts will be coordinated on various levels throughout the UN system.

Engendering policy and planning frameworks

Engendering policy and planning frameworks — such as the Common Country Assessment (CCA), the United Nations Development Assistance Framework (UNDAF), the Country Program Document (CPD), and the Poverty Reduction Strategy Paper (PRSP) — is a key component to the institutionalization of gender mainstreaming throughout UNDP as many of these frameworks guide actions across the entire UN system at the country office level. These policy and planning frameworks represent

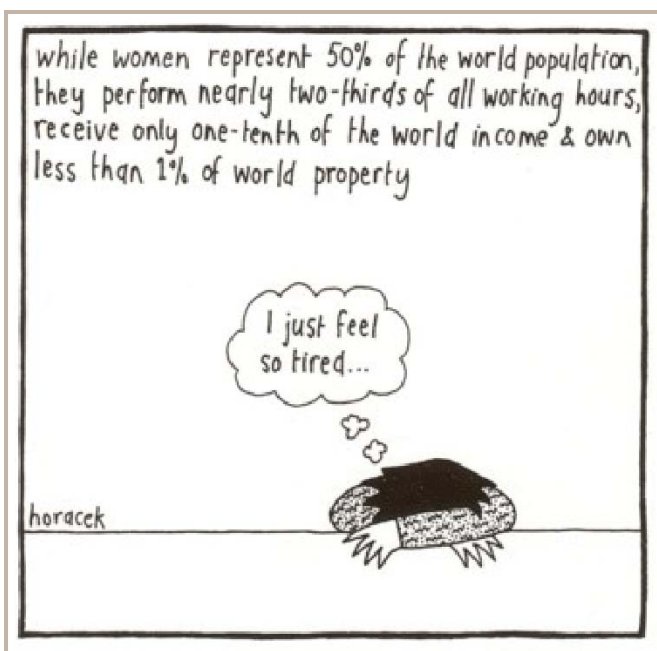


components of a comprehensive set of programming tools and procedures to help UN Country Teams work better together and increase the impact of UN interventions in the field. The UNDAF, for instance, is a plan that guides action of the UN Country Team over a four-year period. Both the CCA and UNDAF are tools designed to enhance the UN's collective analysis and programming in support of national goals and priorities, including the MDGs. Having gender mainstreamed into these frameworks ensures that gender will also be mainstreamed into specific country office programs. Accordingly, one of the key deliverables from GTTF-sponsored activities at the country offices level was to integrate gender into these policy and planning frameworks.

While few participating country offices

have engendered all of the frameworks mentioned above — partially because not all of the frameworks are relevant within each country — many have successfully engendered the CCA/UNDAF. The ways in which the country offices went about doing this varied, but usually involved providing gender training for those involved in the process. The Lebanon Country Team launched the process in 2005, explicitly adopting a gender mainstreaming approach that applies a gender analysis to each of the development themes selected for the CCA/UNDAF and to MDG targets. Moreover, a gender balance was deliberately sought in the selection of national counterparts and the composition of participants in the process. A critically important step was a workshop for national stakeholders and local members of the UN system on the application of the human rights-based approach, gender mainstreaming, and conflict prevention in the CCA/UNDAF.

UNDP Lebanon was not the only country office that went through such a process; in fact, the majority of the participating country offices were able to engender the CCA/UNDAF. Many others — including Bhutan, Equatorial Guinea, Laos, Liberia, Morocco, Nepal, Senegal, South Africa, Sri Lanka, Swaziland, Tanzania, Togo, and Ukraine — also successfully engendered other policy and planning frameworks, such as the CPD and the PRSP. These results indicate that the initiative has had a positive impact in terms of stimulating change within the political domain, which ensures both accountability and sustainability.



This cartoon represents one of many gender awareness cartoons used by UNDP East Timor. ("I just feel so tired..." *Unrequired Love* Nos 1-100, McPhee Gribble, 1994)

GENDER MAINSTREAMING INTERVENTION IN ENVIRONMENT

In addition to engendering key policy and planning frameworks, many country offices have also successfully mainstreamed gender into specific projects. UNDP Algeria, for instance, mainstreamed gender into a local development project that had not yet been started and, through this exercise, made a number of alterations to the work plan, including building capacities of local authorities and civil society on gender. UNDP Libya reports that gender has been effectively mainstreamed into projects of two of the most important current country program outcomes in 2006 — economic diversification and enhancing the country's efforts in good governance. UNDP Mexico mainstreamed gender into environment and energy programming through the *Women's Blue Agenda* and the National Human Development Report. UNDP Honduras also conducted gender interventions into environment, specifically into water governance and protected areas management.

Interventions such as these are significant to the process of institutionalizing gender mainstreaming: Whereas before these projects would not have incorporated gender concerns, gender is now mainstreamed throughout. Furthermore, when projects successfully integrate gender and are recognized as being richer for it, additional opportunities open up. Overall, since the close of the GTTF numerous country offices have indicated that some portion of new projects now incorporate a gender perspective. Country offices such as Belarus and Mexico report that 25 percent of new projects have mainstreamed gender; whereas others, such as Paraguay, report that

The UNDP Honduras environment and risk-management team defined two major areas of work for gender mainstreaming: water governance and protected areas management. After hiring an expert on gender and environment, a three-month process of capacity building on gender mainstreaming and environment began. The training entailed three different workshops and the creation of permanent working groups. With the involvement of other UN agencies and counterparts, including the ministries of Environment and Agriculture, a number of results have been achieved, including the creation of two projects and the edition of several tools. This is notable as environment is one of the areas where gender concerns seem to be 'forgotten' most often.

the figure is as high as 66 percent. Mainstreaming gender into UNDP projects has reached new levels in Bhutan, with the gender team fully involved in reviewing all project documents from a gender perspective at an initial stage. While the extent of these mainstreaming efforts vary from country office to country office, thanks to the GTTF, participating country offices are now more aware of the need to mainstream gender into these projects, are equipped to carry out this work, and are now applying their knowledge. Not only have incentives been created by mainstreaming gender into key policy and planning frameworks, but UNDP country office staff are now finally making significant gender interventions that are, in some cases, prompting other interventions.

Ensuring accountability

To ensure accountability on gender commitments, many participating country offices have developed accountability mechanisms or have

Gender training participants
in Sao Tome and Principe.



included gender requirements into already existing monitoring tools, such as the staff Results and Competency Assessment (RCA) and the Project Approval Committee (PAC). The RCA is a key performance appraisal tool against which all staff are measured. If gender becomes one of the requirements of the RCA, then staff will have an explicit incentive to integrate gender into their work. Similarly, the PAC is a mechanism that reviews all project proposals from which endorsement is needed for resource allocation. Consequently, if gender advocates and gender experts are included in these committees, project proposals will have to address gender in order to be approved. Until recently, gender requirements have been seldom incorporated into these

assessment and approval processes; however, through the GTTF initiative many participating country offices have since incorporated these requirements. This represents a significant result in terms of the impact of the initiative within the political domain.

In Algeria, Bhutan, Equatorial Guinea, Laos, Sri Lanka, and Ukraine (among others), one of the five key results of the staff's RCA now has to refer to the mainstreaming of gender in their projects and programs. For others, requirements have been put in place to ensure gender experts sit on the PAC. Even other staff sitting in on the PAC meetings who have received gender training are now raising gender considerations, as was the case in Morocco. Additionally, some country offices have also incorporated gender requirements into the terms of reference for new staff. For example, in 2006 the RCA of the staff in Algeria were evaluated in terms of gender mainstreaming, and requirements on gender in terms of reference were made standard for all recruitment processes. Similarly, in Sri Lanka staff members are actively encouraged to incorporate gender into their annual learning plans as part of the RCA process. Out of the 45 participating country offices, almost half have now incorporated gender requirements into the RCA or are now including gender experts or gender advocates in the PAC.

Analyses such as the *Evaluation of Gender Mainstreaming in UNDP* (as described in the Introduction of this report) have shown that the development of gender monitoring and accountability mechanisms were lacking across UNDP. While commitments had been made,



Participant from UNDP Mexico

My perception regarding gender relations has changed; even at home they can notice how what I have learned at the course has changed the way I lead my life.



staff seldom had any real incentive to follow through on them. As a result of the GTTF this has changed, particularly at the head-quarter level where budgeting regulations and monitoring mechanisms are now in place. UNDP needs to continue to make changes such as those at BCPR and, in particular, it needs to instigate changes at the country office level. The results highlighted here indicate that these changes are underway. While not all participating country offices have established accountability mechanisms, those that have done so have made considerable strides towards ensuring staff are held responsible for gender commitments.

Allocating resources

To ensure that GTTF activities are truly successful and that they continue beyond the close of the initiative, it is imperative that the recipient offices see these activities as part of a larger change process and that they are willing to both complement the GTTF-sponsored activities with their own core funds and to mobilize additional core and other resources for ongoing activities. To some extent, the allocation of additional resources for gender mainstreaming is a direct indicator of how successful the initiative has been as it indicates that the political will to champion gender equality is present within the office and that gender mainstreaming activities will be sustained into the future. Because country offices and other UNDP offices cannot continue to rely on GTTF resources, it is vitally important that UNDP offices take the initiative to mobilize additional resources for gender.



The situational analysis of gender issues in Belarus gave us the opportunity to understand the necessity of gender mainstreaming. We created a complete picture from separate puzzle pieces. It was cognitive, interesting, useful.



Participant in the trainings in Belarus

While it was not required that all recipient offices match the GTTF funds, when measuring impact it seems that those offices that did take steps to match, or at least complement, the resources were those that were overall most successful and able to affect change at the institutional level. Unsurprisingly, those country offices that did mobilize additional resources were, across the board, those offices that were able to do the most with the GTTF funds. Usually these offices were also those that had the support of senior management. With this support and the financial resources to back it, changes occurred within the political domain. As the political domain is that arena in which key decisions are made and resources are allocated, changes here are crucially important to institutionalizing gender mainstreaming.



Participants pose on the last day of the Cairo Gender Retreat 2005.



Across the board, 18 of the 45 participating country offices allocated additional resources for gender mainstreaming activities. Of these 18 country offices, half of them allocated these resources from the core budget. This is significant because when funds are allocated from the core budget it suggests that the respective office is making gender equality a real priority. The GTTF initially allocated about \$3 million for gender mainstreaming activities at the country offices level, but since the close of the initiative over \$14 million in additional resources has been mobilized across these 18 country offices. These resources include funds from UNDP core resources as well as from external donors, including various national governments.

Specific country offices that made noteworthy efforts in terms of mobilizing resources for gender mainstreaming include Albania, Mexico, Swaziland, and Ukraine. UNDP Mexico allocated core resources to publish *The Women's Blue Agenda* — a spin-off project from the GTTF — which was presented at the 4th World Water Forum in March 2006. In addition, UNDP Mexico's gender advisor, gender assistant, and consultant were all hired with office core resources. What is more, UNDP Mexico allocated resources from the National Human Development Report project to publish the *Human Development and Gender Indices* created through the GTTF activities. Efforts made by UNDP Mexico in terms of dedicating its own core resources to gender earned the attention of the federal government of the Zacatecas, which assigned considerable resources towards a joint initiative with UNDP Mexico to produce a publication entitled *Human Development, Gender, and Violence in the State of Zacatecas*. As this clearly demonstrates, not only does allocating core resources help to improve upon GTTF activities, but it sends a message that gender is an office priority which, in turn, has the potential to elicit external resources as well.



Not only does allocating core resources help to improve upon GTTF-activities, but it sends a message that gender is an office priority which, in turn, has the potential to elicit external resources as well.



Drawing Lessons

Important lessons can be drawn from the successes realized and the challenges faced in the implementation of the GTTF initiative. These have resulted in many concrete recommendations that will inform the way forward and be incorporated into future efforts for the institutionalization of gender mainstreaming. Chief among the recommendations and lessons learned are:

1 Ensure commitment from senior management

Senior management plays a vital role in ensuring that gender mainstreaming is institutionalized throughout the organization. As key decision-makers, exemplary models, and potential advocates, senior management is in a position both to make sure gender commitments are followed through with concrete action and to inspire other UNDP staff to champion gender equality. More than lip service, senior management must take actions to ensure that UNDP staff members are capable and held accountable for mainstreaming gender into their work. Importantly, senior management is in a position to demonstrate its commitment by dedicating resources to gender mainstreaming. True commitment on the part of senior management, then, requires verbal commitments followed up by concrete actions and, most important, resources.

The commitment of senior management can be ensured in a number of ways. One way is to put in place gender accountability mechanisms for senior managers. One such mechanism that has been implemented in UNDP is a ‘gender compact’ between senior management and the Administrator. Another framework that has proven useful is the

Results and Competency Assessment (RCA), described above. If senior managers are evaluated based on their efforts to mainstream gender, they would have an incentive to champion it; and gaining commitment from senior managers would then work to motivate other UNDP staff. Another way to facilitate commitment at this level is to require that offices dedicate core resources to gender mainstreaming. For those participating offices that have done this, it has meant that more can be achieved throughout the implementation period and, importantly, it has sent a strong message throughout the office that gender is an office priority.

2 Allow adequate time for change

The most frequently cited obstacle to the implementation of the initiative — including by those offices that were successful overall — was the short timeframe in which activities were expected to be completed. While the need for more time is a commonly noted obstacle for the implementation of many projects, and particularly for capacity-building initiatives, there is something unique to the initiative on mainstreaming gender that should not be overlooked: The institutionalization of gender



mainstreaming calls for a change process that would, literally, transform the way UNDP does development. This is a tall order and will only be achieved through sustained effort. All capacity development initiatives in which people are taught a new way of doing their work must be seen as a process. Change will not occur over night, and often requires various forms of training, follow-up training, and practical implementation exercises.

Building capacities for gender mainstreaming is no different. It is a change process that cannot be rushed. Unlike other capacity-building initiatives, championing gender requires that people change the way they implement projects, the way they allocate resources, and, importantly, the way they think about men and women and their roles within society. In this way, it requires a transformation from the inside out. Gender is an issue that touches upon the personal level; and institutionalizing gender mainstreaming calls upon people to question and reassess some of their most basic values. Simply put, personal transformation processes of this kind take time. Moving forward it will be important to ensure that gender mainstreaming initiatives have realistic timelines.

3 Approach capacity development as a process

The GTTF experience has taught UNDP that capacity development for gender mainstreaming must be seen as processes of change, as opposed to a single, on-time endeavor. Even a very well planned and comprehensive workshop can be forgotten if it is not followed-up by other activities. Similarly, well designed tools can go unused if not followed-up by other activities and ongoing trainings that make use of them. Rather, the hosting of trainings and the developing of

tools need to be viewed as components of a larger process of change. Unsurprisingly, those offices that did not rely solely on the GTTF funds to push forward their gender mainstreaming efforts tended to be the most successful — across headquarters, regional offices, and country offices — as the GTTF-sponsored activities were used as part of a larger change process. This continued commitment ensures sustainability, and sustainability is a key component to any process of change.

4 Make structural changes to ensure sustainability

Building on many of the other lessons drawn here, it is crucial that all future efforts focus on ensuring sustainability. The GTTF experience has shown that institutionalizing gender mainstreaming requires both the ‘know-how’ as well as the incentives to use such knowledge. Across the board, those recipient offices that were the most successful were those that took steps to make structural changes to ensure sustainability. These steps included inviting gender experts in Project Approval Committee (PAC) meetings; incorporating gender requirements in the Results Competency Assessment (RCA); mainstreaming gender into key policy and planning frameworks such as the UNDAF; incorporating gender considerations into budget requirements and approval processes; and integrating gender into Terms of References. These measures can take on different forms, but for any gender mainstreaming initiative to be successful, some of these measures must be taken.

All too often capacity-building initiatives become isolated training workshops that lose momentum and are unable to affect change on any real level. Many of the GTTF recipients have managed to avoid this pitfall; however, some were unable to do so, and there

is no indication that efforts made within these offices will have any lasting impact on the institutionalization of gender mainstreaming. To ensure that gender mainstreaming initiatives achieve their desired results, it is imperative that the participating offices commit, from the start, to taking measures to ensure sustainability.

5 Allocate specific resources for gender mainstreaming

Without the GTTF resources UNDP would be steps behind in institutionalizing gender mainstreaming throughout the organization. These funds have enabled UNDP to kick-start a change process and to make considerable gains on this front. While commitments on various levels did already exist within different recipient offices, funds dedicated to in-house gender mainstreaming were scarce. Not only has the GTTF financed important gender mainstreaming activities, it has also created momentum for additional resource mobilization within the recipient offices. With the combined resources of the GTTF and core office resources, certain recipients have made considerable gains. Moving forward, it would be advisable to require all offices to earmark a portion of their resources to be utilized towards gender mainstreaming activities.

6 Spread ownership across the office

Before the GTTF initiative most UNDP offices have relied on gender focal points to follow through on gender commitments. Focal points act as the office ‘go-to people’ on gender. These focal points are generally female junior officers with little to no decision-making power. A focal point’s primary responsibility is generally something other than gender, and many of them even lack relevant gender expertise. With their competing

priorities and limited decision-making power, focal points find themselves overworked, overburdened, and literally incapable of holding staff accountable on gender. This means that gender mainstreaming becomes more of a voluntary activity for staff rather than an office priority. It is unrealistic to assume that one person — with little decision-making power, authority, or technical gender expertise — would be capable of holding an entire office accountable on gender, and experiences from various GTTF recipient offices further support this position.

Leaving ownership of gender issues in the hands of a single focal point allows other members of the office to ignore, or to only pay lip service to, gender commitments. Rather, ownership must be spread throughout the office. The country offices achieved this by establishing gender clusters to push forward gender mainstreaming activities and advocate for gender equality throughout the office. Gender clusters are internal UNDP bodies made up of multiple gender focal points from different office units, including at least one senior manager. Having such a team, as opposed to a single focal point, ensures that ownership is spread throughout the office. In addition, more gender advocates within the office environment could help to elicit support from other staff. Moving forward, establishing a gender cluster is an important step for institutionalizing gender mainstreaming.

7 Make gender expertise readily available

While it is important to spread ownership throughout the office, this is not to diminish the importance of having gender expertise available. Having committed senior management, dedicated funds, adequate time, and in-office gender advocates are all integral



components to institutionalizing gender mainstreaming. However, even with all of these components in place, it is still important to have gender expertise available. Just as with other thematic areas, such as democratic governance, gender and development knowledge is an expertise that not all staff can be expected to attain. While all staff could and should recognize the importance of gender concerns to development, not all possess the knowledge to ensure it is incorporated. Gender experts will need to be, and should be, called upon for backstopping

and technical work.

During the UNDAF review process, for instance, most participating country offices hired gender experts to review their performance from a gender perspective and make recommendations for improvement. Similarly, experts were called upon when devising gender trainings and gender strategies. The need of country offices for the support of the regional gender advisors in the implementation of the initiative also underlines the necessity of dedicated gender expertise at both levels.

Moving Forward

The 2005-2006 GTTF initiative has had an invaluable impact on the institutionalization of gender mainstreaming throughout UNDP and, in some instances, the wider international development community.

The initiative has made significant strides in supporting the capacity development of UNDP headquarters, regional and country office staff, as well as staff from other UN agencies and national counterparts. It has, furthermore, supported the development of innovative gender tools and knowledge products to help sustain these capacity-building efforts. What is more, the momentum created through the GTTF activities has incited structural changes that further substantiate corporate gender commitments.

Since the inception of the GTTF initiative, substantive resources have been mobilized for continuing gender mainstreaming activities. In 2006, UNDP matched the 2005 contribution

from the Government of the Netherlands to the GTTF by ear-marking \$10 million for implementing the 2006-2007 Corporate Gender Action Plan, which stipulated the continuation of the initiative. In addition, UNDP has assigned two new staff positions within the Gender Team at headquarters.

The challenge for UNDP in the coming years will be to build on the results achieved and the momentum created and to translate them into a real impact on the ground. For that reason, the Gender Thematic Trust Fund will be used to build on the capacities previously strengthened and move into a phase of substantive programming to achieve concrete development results on the ground.

ANNEX: COUNTRY/DEPARTMENT BUDGETS

Country/Department	Budget in US\$	Country/Department	Budget in US\$
Afghanistan	70,000	Nepal	70,000
Albania	70,000	Paraguay	50,000
Algeria	80,000	Sao Tome and Principe	50,000
Bangladesh	65,000	Senegal	70,000
Belarus	70,000	South Africa	70,000
Bhutan	75,000	Sri Lanka	65,000
Brazil	75,000	Swaziland	70,000
Cape Verde	70,000	Syria	80,000
Chile	75,000	Tanzania	70,000
Dominican Republic	50,000	Togo	70,000
East Timor	70,000	Turkey	90,000
Egypt	60,000	Ukraine	70,000
El Salvador	50,000	Uruguay	50,000
Equatorial Guinea	70,000	Vietnam	65,000
Gabon	70,000	Yemen	65,000
Ghana	70,000	Zambia	70,000
Guyana	50,000	Bratislava Regional Service Center	150,000
Honduras	75,000	Beirut Sub-regional Resource Facility	150,000
Laos	80,000	Colombo Regional Service Center	150,000
Lebanon	65,000	Panama Sub-regional Resource Facility	80,000
Lesotho	80,000	Regional Bureau for Africa	150,000
Liberia	70,000	Bureau for Crisis Prevention and Recovery - Headquarters	150,000
Libya	70,000	Democratic Governance Group - Headquarters	150,000
Malawi	70,000	Environment and Energy Group - Headquarters	150,000
Mexico	75,000	Gender Team - Headquarters	308,094
Moldova	50,000	Human Development Report Office - Headquarters	150,000
Morocco	70,000	Learning Resources Center - Headquarters	580,000
Mozambique	70,000		
Namibia	80,000		



SEEDSOFCHANGE

Gender Thematic Trust Fund Report 2005–2006

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The goals of equality, development, and peace for all women are not only in the interests of women, but truly all of humanity. For UNDP this core objective of the empowerment of women and achieving gender equality permeates everything we do — our policies, programmes, and investments.

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Kemal Derviş's segment on gender
at the UNDP/UNFPA Executive Board,
24 January 2006



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