



**United Nations Environment Programme**

**Review of Gender Mainstreaming in UNEP**

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**I could not have done this without YOU!**

Franklina Mantilla

## List of Acronyms

DELC	Division of Environmental Law and Conventions
DEPI	Division of Environmental Policy Implementation
DEWA	Division of Early Warning and Assessment
DFID	Department of International Development
DGEF	Division of Global Fund Facility
DPCI	Division of Communications and Public Information
DRC	Division of Regional Cooperation
DTIE	Division of Technology, Industry and Economics
EA	Expected Accomplishment
EWS	Gender Equity Rural Employment Division
FAO	Food and Agriculture Office
GC	Governing Council
GEAP	Gender Equality Action Plan
GePA	Gender Plan of Action
GFP	Gender Focal Points
GGCA	Global Gender Climate Alliance
GMU	Gender Mainstreaming Unit
IFAD	International Fund for Agricultural development
IUCN	International Union for Conservation of Nature
MDGF	Millennium Development Global Fund
MOPAN	Multi-lateral Organization Performance Assessment Network
MTS	Medium term Strategy
MTSIP	Midterm Strategic and Institutional Plan
OIOS	Office of Internal Oversight Services
PEI	Poverty Environment Initiative
PIMS	Project Information and Management Systems
POA	Plan of Action
POW	Programme of Work
PPRC	Programme Review Committee
QAS	Quality Assurance System
REDD	Reducing Emissions from Deforestation and Forest Degradation
ROA	Regional Office Africa
ROAP	Regional Office Asia and Pacific
ROE	Regional Office Europe
ROLAC	Regional Office Latin America and Caribbean
RONA	Regional Office North America
ROWA	Regional Office West Asia
SF	Strategic Framework for
SGA	Senior Gender Advisor
TOR	Terms of Reference
UNCED	United Nations Conference on Environment
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNIFEM	United Nations Development Fund for Women
UNON	United Nations Office in Nairobi
WAVE	Women as the Voice of the Environment
WEDO	Women's Development and Environment Organization

# Review of Gender Mainstreaming in UNEP

## I. Executive Summary

- 1. Background and Objective.** This gender mainstreaming review takes place at a time when major reforms are being implemented within UNEP through its current Medium Term Strategy (MTS) 2010-2013. The new strategy seeks to continue its commitment to promoting gender equality and equity within the environmental sector. It has institutionalized gender responsiveness as one of the key institutional mechanisms to ensure effectiveness of the delivery of UNEP sub-programmes. Gender mainstreaming in UNEP is guided by the Gender Plan of Action (GPA) 2006-2010, which was developed to operationalize the Governing Council Decision 23/11 on Gender Equality in the field of Environment. Although more than one year has elapsed since its supposed expiration date, the Gender Plan of Action remains in operation and continues to guide gender mainstreaming efforts in UNEP. Given the reform process that is taking place, the UNEP Executive Director requested the Evaluation Office to conduct a review of gender mainstreaming efforts in UNEP from its inception in 2006 to 2011. This review has been requested to critically assess UNEP's progress in ensuring gender equality at the organizational level, as well as in mainstreaming gender throughout UNEP activities, promoting equality among women and men in terms of access to and control over environmental resources.
- 2. Process.** The review employed three building blocks to establish credible findings and conclusions and to enable the development of practical recommendations for future gender mainstreaming activities in UNEP. These consisted of i) a desk review; ii) an online perception survey for UNEP staff and partners; and iii) interviews with UNEP key staff at different levels.
- 3. Overall Conclusion.** UNEP has committed itself to the promotion of gender mainstreaming by implementing a corporate Gender Plan of Action (GePA) which is highly relevant to UNEP's work, given UNEP's focus on promoting sustainable development and the irreducible links between gender, environment and sustainable development: "gender equality and equity are prerequisites to poverty eradication and sustainable development"<sup>1</sup>. The evaluation findings suggest that UNEP has sought to mainstream gender into the core business processes of the organization. However, its efforts are not uniform in strength across the organization. Mechanisms for gender mainstreaming have been put in place in some of the core areas of UNEP's work, but, these are not yet robust enough to ensure compliance and a meaningful integration of gender perspectives into operational or programmatic areas of work. The low level of resource allocation from core funds and external funds mobilization, low awareness level of staff regarding the GePA, insufficient commitment by management and staff to promote meaningful gender mainstreaming, and inadequate mechanisms for ensuring results suggest that gender mainstreaming in UNEP is not yet sustainable. The implementation of the GePA has been weakened by a number of constraints. Some of these weaknesses are strategic and can be traced back to the very core of the UNEP gender equality mandate and the strategy it has adopted to operationalize this mandate. Other weaknesses are more operational and relate more to institutional arrangements and implementing mechanisms adapted to support gender mainstreaming institutionally and operationally.
- 4.** At the strategic level, UNEP's gender mainstreaming framework needs to be clarified and reoriented with a strong sense of organizational values and a sense of direction for gender mainstreaming. The focus has been more on mainstreaming gender at institutional level. Ensuring gender sensitivity of institutional processes alone does not guarantee the improvement of the quality of life of the disadvantaged or most vulnerable group of people. Without integrating specific interventions into programmes and projects to reduce or eliminate their vulnerabilities or to promote more equitable

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<sup>1</sup> A Study on Gender Equality as Prerequisite to Sustainable Development: Report to the Environment Advisory Council, Sweden 2007:2. Gerd Johnsson-Latham

access to natural resources and more equal participation in decision making among men and women, and without measuring the results of these interventions, UNEP will not be able to demonstrate its contribution to the promotion of gender equality in the environmental sector. UNEP will also not be able to demonstrate in practical terms what it means by linking gender and environment to promote sustainable development. UNEP needs to focus on how the results of its work can contribute to promoting gender equality and equity, and the empowerment of women in the environmental sector.

### ***Specific conclusions***

5. **Clarity of the GePA.** The review finds some ambiguities in the UNEP gender mainstreaming strategy and its accountability and results framework. The context is unclear: there is no statement as to how gender equality and equity should be understood in UNEP and how it applies to UNEP work. There is also no vision statement to create an institutional value and a sense of direction and opportunity for gender equality and equity. Gender mainstreaming strategy refers mainly to the institutional mechanisms in the four spheres (Policy, organizational, delivery and constituency).
6. **Low level of awareness** of the value of the GePA amongst UNEP staff. The review finds that the gender mainstreaming strategy and its accountability and results framework are not well understood by UNEP staff mainly due to inadequate awareness-raising and capacity building of staff for gender mainstreaming. While the majority of UNEP staff members are aware of the existence of the GePA (61.5 %), only some (27%) have read it. More than a third (38%) is not aware it exists as reflected in the gender perception survey.
7. **Results orientation.** The GePA is not results-based and the gender mainstreaming actions are not linked to specific expected outcomes or results and to the operational priorities of UNEP. Thus, it is difficult for staff to understand how gender should be mainstreamed in operations. Although links to the UNEP programmatic priorities were established later upon the introduction of the UNEP results-based framework, gender equality has not been fully integrated into UNEP's programmatic priorities: areas of focus for gender mainstreaming have been included in the respective strategy statement for each of the sub-programmes, but they are not reflected in the Expected Accomplishment (EAs) performance indicators and PoW output indicators.
8. **Accountability.** The GePA accountability mechanisms are very comprehensive, but largely unoperationalized and not clearly linked to the corporate accountability framework.
9. **Resource allocation.** Lack of funds for gender mainstreaming remains one of the major constraints to the full realization of the UNEP gender mainstreaming strategy. The review did not find sufficient evidence of proactive efforts from management to mobilize or allocate adequate funds for gender mainstreaming efforts. Extra-budgetary funds so far mobilized were inadequate to support full implementation of the GePA. Allocation and spending for gender cannot be established clearly because PoWs do not reflect specific costs for gender mainstreaming. With the current UNEP funding mechanism for operations, which is tied up to sub-programmes, the prospect for specific funding for gender is bleak, unless specific allocations will be provided to cross-cutting issues, including gender.
10. **Institutional set up.** The Gender Team's effort to pursue the full operationalization of gender mainstreaming has been limited due to the inadequacy of the current institutional set up. Compared to other agencies (UN Habitat, UNDP and FAO), staffing for UNEP gender mainstreaming is too low. There is only a minimal Gender unit composed of just one Senior Gender Advisor (SGA) located in the Quality Assurance Section (QAS), Office of Operations. This limits the SGA's visibility institution wide. Being located in QAS and being alone, reviewing policy and planning documents (project designs in particular) occupies most of the SGA's work time, sacrificing other important functions such as coordinating, monitoring, knowledge management, capacity building and technical support for gender mainstreaming across the organization.

11. The other constraints are weak communication between the SGA, Gender Coordinators and the Gender Focal Points (GFPs)<sup>2</sup> and lack of systematic follow up after the establishment of the GFP networks. Hence, many GFPs are inactive. The role of the SGA, gender coordinators and GFPs also need to be revisited.
12. **Relevance.** The promotion of gender equality in all areas of UNEP work is very relevant in increasing the effectiveness of its mandate and must be pursued more coherently. This orientation is reflected in the MTS by making gender responsiveness one of the supporting institutional mechanisms to enable the delivery of six priority sub-programmes for the period 2010-2013. However, the limited perspective of gender mainstreaming in the GePA (focused on processes alone) reduces its relevance to bring forth gender equality development results in each of the Sub-programmes. By focusing gender mainstreaming mainly on institutional processes, the GePA does not fully support the gender equality objectives set in the GC decision.
13. **Gender mainstreaming in policies.** The review finds that gender perspectives have not been systematically integrated into corporate and thematic policies. In the few documents that feature gender, the focus is generally minimal. The main reasons for this deficiency are inadequate policy review mechanisms and limited engagement of the SGA in the policy development process.
14. **Implementation of gender action plans.** The review finds the implementation of the divisional and regional gender action plans<sup>3</sup> and the thematic gender action plans weak largely due to ineffective implementation arrangements. Resourcing was left to the divisions and regional offices, the plans were isolated from the corporate strategic planning document, and there was no mechanism for monitoring and reporting. Despite efforts from the SGA in collaboration with sub-programme coordinators, the thematic gender action plans were not widely known by all members of the gender focal teams in the divisions and regional offices.
15. **Monitoring and reporting.** From the time when the GePA reporting has been integrated into the standard reporting system of UNEP, reporting on gender has become minimal and focused mainly on institutional actions. It was difficult to report on UNEP's contribution to gender equality results in each of the sub-programmes mainly because there were no specific activities and performance indicators in the Expected Accomplishments and outputs related to gender. UNEP will always have difficulty in reporting on gender as long as it does not cover gender-specific issues or systematically use sex-disaggregated data.
16. **Human resource management practices.** The UNEP Executive Director, Heads of Division and the recruitment review panel including the SGA played a positive role in achieving good progress in gender balance of staff. UNEP has achieved a higher women representation in staffing at 58% female and 42% male. At professional category, consisting of 44% female staff, the proportion of female staff is increasing with most significant increases at P2 and P3 level. At the highest level (USG/ASG and D2), gender balance has been achieved. But, increasing the proportions of female staff in P5 and D1 levels remains a challenge. UNEP also needs to pay more attention to supporting career enhancement and life and work balance of staff, including focusing career enhancement training for women, enhancing induction package and referral systems provided by UNON, and improving the mechanism for implementation of harassment policy.
17. **UNEP publications.** Screening for gender sensitivity has been well entrenched into the UNEP publication system. A clear set of criteria has been established and followed through with the engagement of the SGA and the gender focal points. But, the system is not yet rigorous enough to

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<sup>2</sup> Gender Coordinators and Gender Focal Points comprise the network of Gender Focal Teams for each unit or branch established to support the Senior Gender Adviser.

<sup>3</sup> These are specific gender action plans prepared by divisions and regional offices to implement the UNEP Gender Plan of Action.

ensure that publications reflect gender perspectives wherever relevant. Consequently, there have been missed opportunities for gender to be reflected in some key publications.

18. **Project cycle.** The review finds that gender mainstreaming has been introduced in programming and project designs, gender considerations are reflected in each project document submitted to Project Review Committee (PRC), but generally weak in implementation, monitoring and evaluation. The presence of gender considerations in project design is largely attributed to the quality assurance mechanism established for gender mainstreaming in project review. However, gender has not been meaningfully 'integrated' into the project design; rather it is relegated to statements of political correctness made to ensure that PRC approval requirements are fulfilled<sup>4</sup>. The review finds that gender mainstreaming in project implementation is weak because many project documents hardly feature gender aspects in activities' planning and implementation, the monitoring policy does not have a gender perspective even though project managers are expected to report on the progress of project implementation as required in the Project Information and Management Systems (PIMs), there is no systematic monitoring and reporting of sex-disaggregated data or on gender-specific issues. Gender mainstreaming in evaluation has been weak because the evaluation policy does not have a gender perspective and the reference to gender aspects in the evaluation manual is minimal and insufficient to bring out learning on gender mainstreaming and demonstrating gender equality results and impacts. However, since 2011 the Evaluation Office has systematically featured gender in all evaluation Terms of Reference (TOR) resulting in an increased focus of evaluation on gender-differentiated outcomes and impacts of projects, gender equality issues and project contributions to the promotion of gender equality.
19. **Guidance.** The review finds that methodologies, instruments and tools for gender mainstreaming in specific programmatic priorities developed by UNEP are limited. Most UNEP projects and initiatives are more normative than operational. But, there is no practical guidance for gender analysis coming from this perspective. On another hand, there are many knowledge products and technical guidance for gender analysis focused on specific themes developed through UNEP partnerships. However, there is no systematic effort to make this thematic guidance widely known and accessible to all programme staff. UNEP can also build from partners' resources for capacity building of staff for gender mainstreaming, however, UNEP has not proactively utilized training opportunities created through inter-agency mechanisms and the efforts of partners.
20. **Knowledge management.** There are various knowledge products, valuable experiences and good practices on gender and environmental management developed from various UNEP projects and partnerships in different sub-programmes. But, they are spread out without a mechanism to effectively consolidate and share, and therefore not easily accessible to UNEP staff.
21. **Partnerships.** UNEP has consistently worked with partners, including UN agencies at interagency level and the results of these collaborative efforts and alliances in various thematic areas on gender are very positive. But, the role of UNEP in engaging with partners is unclear. The GePA has not consistently indicated expected outcomes and outputs of these partnerships. And, UNEP partnership policy has not defined the framework for engagement of partners on gender and environmental issues.
22. **UNEP's contribution to gender equality impacts.** UNEP has committed itself to the promotion of gender equality and equity within the environmental sector. But, UNEP is having difficulty in successfully demonstrating its contribution to this endeavour. UNEP projects are unable to demonstrate their contribution to promoting gender equality mainly due to lack of substantive gender considerations in the project design and implementation, lack of sex-disaggregated and gender-specific information in monitoring and reporting, and lack of attention to gender dimensions in UNEP evaluations.

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<sup>4</sup>Findings from the Formative Evaluation of UNEP Programme of Works 2010-2011: Finding on gender, page 187

23. **Recommendations.** The recommendations aim to strengthen UNEP's performance in promoting gender equality and equity within the environmental sector. The recommendations are organized into three main blocks – strategic, institutional and operational. Strategic recommendations deal with the substantive elements of the gender mainstreaming framework. They aim to clarify strategic focus and enhance coherence to ensure results for gender equality and equity. Institutional recommendations aim at addressing the structural and resource constraints. Operational recommendations deal with implementation mechanisms and business processes. They aim to improve gender mainstreaming in UNEP's core processes to ensure compliance and meaningful integration of gender perspectives into UNEP's interventions.

### ***Strategic Recommendations***

24. **Pursue the development of a corporate Gender Policy and Strategy by the end of 2012.** The lack of a gender policy somehow reflects a limited institutional commitment to gender mainstreaming and weakens the very foundation for accountability within the organization. It should have i) a clear vision statement, well explained gender mainstreaming concepts as applied to UNEP work and a definition on how UNEP understands gender equality and equity within the environmental sector; ii) a results-based gender mainstreaming framework with strategic and operational objectives and results (both institutional and development results) orientation; and iii) operational and institutional priorities linked to UNEP programmatic or thematic priorities.
25. **Develop a corporate Gender Action Plan** as an operational tool for the UNEP Gender Policy and Strategy, which complements UNEP strategic planning documents. Ensure that this is reflected into the next MTS and POW cycles. It should contribute to the achievement of UNEPs Strategic priorities and objectives, articulate gender equality results (outcomes and outputs) and activities at operational and institutional levels. It should have the same planning cycle as the Medium-term Strategy and should be monitored and evaluated together with it. The plan should support UNEP divisions, regional and other offices in incorporating measurable, context-based gender actions based on gender analysis into their work plans. **Stand-alone Gender Plans of Action for Divisions and Regional Offices as well as thematic Gender Plan of Actions for each sub-programme should be phased out.**
26. **Communicate the UNEP Gender Policy and Strategy and gender mainstreaming initiatives proactively and sustainably,** by using different channels in-house and through partners. These include: (a) improving gender content of UNEP public statements by coaching public information and liaison staff about gender mainstreaming. By building their capacity, they will be able to communicate the message to the greater public and send a clear signal and understanding of the connections between gender equality and environment; (b) including the Gender Policy and Strategy into the staff induction programme; (c) on-line introductory course on UNEP Gender Policy and Strategy to be made compulsory for all staff; and (d) face to face annual meetings of GFPs with the SGA/Gender Unit to review experiences on gender mainstreaming, identify good practices and lessons learned.
27. **Make gender sensitivity a compulsory requirement for approval of corporate and thematic policies.** A set of criteria for screening gender sensitivity of policies has to be established. The SGA/Gender unit should provide advice for identifying emerging gender issues that need to be addressed by the policy.

## ***Institutional Recommendations***

28. Strengthen the institutional set-up for gender mainstreaming. The review presents three options:
- Option 1 (Long Term): Locate the Gender unit in the Deputy Executive Office, at the same level as those offices advising the Executive Director on Corporate strategic directions. This will raise the profile of the Gender unit and enable it to influence high-level policy processes, and better promote gender equality across the agency and in all areas of focus of UNEP.
  - Option 2 (short term): Keep the Gender unit within the Office of Operations, but detach it from the QAS to report directly to the Chief of Operations. This might be the most straightforward model, and can be adopted immediately given human resources budget cap for creating more posts for gender.
  - Option 3 (long term, as proposed by the UNEP DRC): Place the Gender Unit in the Division of Regional Cooperation (DRC) to support the strengthening of the ROs and widen the reach of gender as a cross-cutting issue. The Division of Regional Cooperation has a branch dedicated to interactions with Major Groups and Stakeholders, including women. DRC with the Gender Advisor embedded in it can be the ideal place for coordinating the support from UNEP's Regional Offices and call on Regional Directors to make a concerted effort to strengthen their outreach and support to Women Leaders in their Regions. Moreover, it has far reaching network of focal points in all sub-programme areas both at the Headquarters and in the regions and has the convening power to call on gender focal points (and relevant Sub programme focal points as needed) to ensure that gender sensitivity receives optimal attention when designing interventions at the Regional, Sub-Regional and National levels.
29. However, the review suggests that option two should be taken only as a temporary measure until a revitalized Gender unit can be set up at the Deputy Executive Office or at the DRC as appropriate.
30. **Reorganize the Divisional and Regional Gender Focal Team networks** into Thematic Gender Teams coordinated by thematic gender coordinators by sub-programme to work in close collaboration with the Sub-programme Coordinators and the SGA/Gender Unit.
31. **Strengthen the Gender Focal Points and coordinators** by i) redefining their TOR; ii) ensuring adequate training; iii) improving communication flow between the Gender focal points and the SGA/Gender Unit; and iv) increasing the support and participation of senior staff in gender mainstreaming efforts by defining their responsibility and accountability for gender mainstreaming as part of the system-wide accountability mechanism.
32. **Clarify the role of the Senior Gender Advisor (SGA)/Gender Unit.** As the responsibility for gender mainstreaming would be made system-wide, ensuring gender sensitivity for key corporate processes should be the responsibility of the divisions and offices, units or branches. The role of the SGA/Gender Unit should be streamlined and be focused more on coordinating, monitoring, knowledge management, capacity building and technical support for gender mainstreaming across the organization.
33. **Line up adequate financial resources for gender mainstreaming** by allocating specific core resources for priority crosscutting themes, including gender for the new MTS cycle and pursuing a strong resource mobilization strategy for gender as part of the UNEP resource mobilization strategy and accountability. Funding should also be linked to gender related-results as will be indicated in the Corporate Gender Plan of Action.
34. **Track investment and budgets on gender.** Operations should make an analysis of spending on gender equality and equity based on samples of projects that have showed good performance on gender. Efforts should also be made to indicate the amount of administrative budget that UNEP has devoted for gender mainstreaming activities. This amount should also feature in the biennium POW performance report.

35. **Ensure that staff members develop the capacity to mainstream gender in their work, including carrying out gender analyses** through: i) a comprehensive capacity development plan, which will include utilizing training opportunities created through inter-agency mechanisms and the efforts of partners; and ii) developing more practical thematic gender guidance and tools based on the experiences of UNEP and its partners and utilizing better existing UNEP technical guidance and knowledge products as well as those developed through partners.
36. **Pursue a more efficient knowledge management system.** UNEP needs to invest sufficiently in learning from its experience and building on its successes. In addition to the existing knowledge exchange platform for good practices and lessons learned, which needs to be more regularly populated and refreshed by the Gender Unit, initiatives such as the “Gender Week in Focus” platform, which is successfully carried out through the MDGF<sup>5</sup> knowledge management Team is very innovative and could be used more broadly by replicating it in other UNEP programmes.
37. **Enhance efforts to promote a more balanced representation of women and men in management and decision-making positions,** particularly P5 and D1 positions. UNEP needs to analyze the gender balance statistics, understand the difficulties in hiring and retaining women and seeing them moved up to higher ranks, and implement measures to address the gaps through (a) investing more on career development training for women, including those P1-P3 levels; (b) conducting an in-depth study to identify difficulties, barriers achieving gender balance in staffing; (c) widely popularizing work/life balance policies; (d) improving staff induction packages and referral system for staff; and (e) installing measures to increase transparency and accountability for gender equity in staffing during selection and decision-making process.

### ***Operational Recommendations***

38. **Ensure a meaningful integration of a gender perspective into the programme and project designs** through gender analysis by building programme staff member’s capacity to undertake gender analysis and through coaching by the SGA. Specific actions identified to address gender-environment inequality issues should be included in the project delivery plan and budget inasmuch as relevant.
39. **Enhance accountability for gender mainstreaming** through: i) linking accountability for gender mainstreaming to the corporate accountability framework; ii) making responsibility and accountability for gender mainstreaming system-wide. Responsibilities should be clearly defined from the UNEP Governing Council, senior management, middle management and staff, including the Gender Focal Points; iii) systematically reinforcing accountability for gender mainstreaming with a strong performance appraisal system; and iv) UNEP Committee of Permanent Representatives and Senior Management Team (SMT) consistent monitoring of the implementation of the corporate Gender Plan of Action.
40. Ensure that monitoring policy and guidance require monitoring of and reporting on progress of gender mainstreaming using sex-disaggregated data. The SGA/Gender Unit together with subject specialists should identify key gender specific indicators for each sub-programme, with relation to the gender-related results identified.
41. **Revise the evaluation guidelines, and possibly the Evaluation Policy,** to ensure that gender is considered as an integrating element in the evaluation criteria for all types of evaluation.
42. **Make the gender sensitivity screening process for publications more proactive and rigorous** by engaging the SGA and GFPs during the conceptualization of the documents, setting a cut-off date for submission of documents for screening by the SGA and GFPs to allow for adequate time for review, and ensuring accountability of the Publishing Board for gender sensitivity screening.

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<sup>5</sup> Millennium Development Global Fund

43. **Define the framework for engagement of partners** on gender and environmental issues in UNEP partnership policy and guidance. Staff members need to understand UNEP's role in partnerships for gender mainstreaming at UN interagency-level and with other corporate partners. UNEP should also actively seek out ways to engage with UN women through joint programmes in the spirit of ONE UN.

## II. Introduction and Background

### A. Context

44. This gender mainstreaming review takes place at a time when major reforms are being implemented within UNEP through its current Medium Term Strategy (MTS) 2010-2013. The new strategy was developed in response to various directional shifts in the UN system and the internal challenge for UNEP to becoming a more effective, efficient and results-focused entity. The reform process introduced radical changes in UNEP's working modality from a "divisional planning approach (through divisional structures)" to a "matrix approach" (focusing on six cross cutting thematic sub-programmes). Under the new Medium Term Strategy (MTS), gender responsiveness is considered as one of the key institutional mechanisms and a cross cutting priority that UNEP has committed to put in place to achieve its strategic objectives. Gender mainstreaming in UNEP is guided by the Gender Plan of Action (GEPA) 2006-2010, which was developed to operationalize the Governing Council Decision 23/11 on Gender Equality in the field of Environment. Although more than one year has elapsed since its supposed expiration date, the gender action plan remains in operation and continues to guide gender mainstreaming efforts in UNEP. Given the reform process that is taking place, the UNEP Executive Director requested the Evaluation Office to conduct a full review of gender mainstreaming efforts in UNEP from its inception in 2006 to 2011. This review has been requested to critically assess UNEP's progress in ensuring gender equality at the organizational level, as well as mainstreaming gender throughout UNEP activities, promoting equality among women and men in terms of access to and control over environmental resources.

### B. Historical and current perspective on gender mainstreaming strategies and approaches in UNEP

45. This section provides a synopsis of UNEP's experience in promoting the role of women in environment and development, and the main concepts and evolving approaches of UNEP's work in mainstreaming gender in the environmental sector.
46. **UNEP's initial role in promoting women in environment and development.** UNEP conducted a pioneering work in promoting the role of women in environment and development. In 1985 UNEP hosted a special session on women and the environment at the Third World Conference on Women, which was held in Nairobi. Since then, attention to the role of women in environment and development has taken a consistent spot on UNEP's agenda. Attention to environment and development was further brought to the fore during the United Nations Conference on Environment (UNCED), which was held in Rio de Janeiro in 1992. The conference sought to establish an equitable global partnership amongst states, key sectors of societies and people for the protection of the integrity of the global environmental and developmental system<sup>6</sup>. It also highlighted the vital role of women in environmental management and development and recognized that their full participation is essential to achieve sustainable development (Principle 20 Rio de Janeiro Declaration).
47. **Gender mainstreaming in UNEP from 1996-2005.** The year 1996 marked the formalization of UNEP's engagement in gender mainstreaming. UNEP had a staff member dedicated to gender/women under the Major Groups Unit, developed its gender principles and gender sensitivity guidelines during 1996-1997 and appointed the first Gender Focal Point in 1999. This was followed by the development of the UNEP 2000 Gender Strategy, mainstreaming gender in UNEP policy, programming and operational procedures. The strategy took into account relevant decisions of the Governing Council of UNEP, including decision 20/9 of 5 February 1999 on the role of women in environment and development. The development of the strategy was guided by the result of the implementation of the 1999 project on inter-agency policy affairs and gender, which aimed to identify the needs of and

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<sup>6</sup> Report of the United Nations Conference on Environment and Development held in Rio de Janeiro on 3-14 June 1992). A/CONF.151/26 (Vol. I).

constraints on, the implementation of efforts to integrate gender considerations in UNEP activities<sup>7</sup>. The strategy was intended to operationalize UNEP commitments to advocate for the critical role of women in contributing to the implementation of environmental conservation and sustainable development. This has placed UNEP in a crucial position in strengthening the role of women in environmental management and planning within and outside the system.

48. In 2004, UNEP hosted the First Women's Environment Assembly: "Women as the Voice for the Environment". Prominent women environmentalists from 60 countries participated in the conference. They highlighted the crucial roles women play in conservation and sustainable development and developed a "Manifesto on Women and Environment" with concrete policy recommendations and a portfolio of specific project ideas. Following the conference, UNEP issued two publications that highlighted the link between women and environment: 1) Women and Environment and 2) Our Planet - Women Health and Environment. These publications were intended to promote understanding of the importance of gender, and the integration of a gender perspective in environment and sustainable development. UNEP Programmes of Work (POW) since biennium 2004-2005 have included a commitment to make gender a cross-cutting priority in all UNEP programmes.
49. **Gender mainstreaming in UNEP from 2004 to present.** In 2004, the Bali Strategic Plan of Action for Technology Support and Capacity Building requested UNEP to formulate and integrate specific gender mainstreaming strategies, including education and training for women, in relevant policies, and to promote the participation of women in environmental decision-making. The following year, the UNEP Governing Council in its decision 23/11 "Gender equality in the field of the environment" requested UNEP to promote equal participation of men and women in environmental decision-making, the mainstreaming of gender in environmental policies and programmes, and to collaborate with scientific institutions to assess the effects on women of environmental policies. The Bali strategic Plan along with the GC Decision 23/11 laid the basis for the development of the current UNEP strategy for gender mainstreaming.
50. In 2006, the UNEP Gender Plan of Action (GePA) along with a document outlining the accountability mechanisms for the GePA, was approved by the UNEP Governing Council. The GePA outlines a framework for integrating a gender perspective within UNEP as an institution and within all its activities over the period 2006–2010. After one year of implementation, UNEP reported back to the GC the progress on the implementation of GC decision 23/11 and the GC, in return, through its decision 24/7, urged UNEP to pursue the implementation of the GePA and to develop a monitoring and evaluation mechanism to ensure its effective implementation. The decision also invited Governments to make voluntary financial contributions to implement the GePA. The initial implementation of the GePA was funded by the Government of Sweden<sup>8</sup>. Among the various foreseen activities were the item "ensuring that all new policies are gender sensitive", which included the development of the UNEP Gender Policy. The development of the gender policy started in 2006, but it was only finalized in 2008 when the GePA was already in operation. Consequently, the senior management team decided not to pass the policy for approval by the UNEP Governing Council. The finalized policy was therefore not published. In effect, UNEP does not have an official Gender Policy. The GC decision 23/11 provides the key policy framework governing the GePA.
51. In 2009, UNEP issued its first Medium Term Strategy for 2010-2013. It outlines gender responsiveness as an institutional mechanism for the achievement of its objectives. The MTS reiterates UNEP's commitment to continue to ensure gender responsive programming, strengthening staff capacity for gender mainstreaming and ensure gender sensitive human resource practices. These commitments are further reiterated in the Strategic Frameworks, which emphasize gender sensitive programming

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<sup>7</sup> Paragraph 6 of UNEP 2000 Gender Strategy.

<sup>8</sup> Sweden and UNEP have a Memorandum of Understanding for June 2006- 2007 on the Implementation of UNEP Governing Council decision 23/11 on gender equality in the field of the environment for an amount of \$254.534.

and pay particular attention to the role of women in environmental policy making, environmental management, and environmental conflict prevention and disaster management. A framework for meeting gender deliverables for 2010-2011 has been developed to track progress on gender mainstreaming.

### **C. Structure of the Report**

52. The report is arranged in eight parts. Parts I-IV deal with introduction and the review process. Main findings of the review are discussed in part V, which comprises five sections featuring discussions of findings of each evaluation question. Part VI features conclusions, with cross references from the findings. Part VII presents lessons learned from gender mainstreaming of comparator agencies. Finally, Part VIII presents the recommendations, which follows the same sequence as the conclusions.

## **III. Scope, Objectives and Methods**

### **A. Scope and Objectives**

53. The review of gender mainstreaming in UNEP covers the period from 2006 to 2011 and focuses mainly on UNEP's progress on implementing the Gender Plan of Action (2006-2010). The review has two-fold objectives:
- To critically assess UNEP's progress in ensuring gender equality at the organizational level, as well as mainstreaming gender throughout UNEP activities (operational objectives), promoting equality of women and men in terms of access to and control over environmental resources (developmental objective); and
  - To identify opportunities for further improvement, highlight good and bad practices, and generate lessons for the future.
54. The analysis of how gender issues are dealt with in UNEP interventions and partnerships initiated during the period covered by the GePA (from 2006-2011) is guided by a set of review questions:
- Assess to what extent the GePA and the consecutively developed accountability framework and Gender Programme provide UNEP and its partners with a clear, results-based and well-resourced framework for integrating gender concerns within the organization, its processes and activities and to promote gender equality and women empowerment in the environmental sector;
  - Assess the relevance of the GePA to UNEP's overall mandate, the GC decision 23/11 and other UNEP policies, strategies and guidelines, and consistency of the GePA with gender approaches of comparable UN and environmental agencies;
  - Measure the extent to which the GePA, its accountability framework and the Gender Programme have been implemented by UNEP in terms of mainstreaming gender equality concerns in the policy, organizational, operational and partnership spheres; how efficiently this has been done and how sustainable the changes are for the organization and its partners;
  - Determine the likelihood that UNEP interventions and partnerships will contribute to:
    - improving the understanding of the relationship between gender and the environment and identifying lessons learned on gender-related aspects of environmental issues;
    - increasing women's participation in environmental rehabilitation and protection efforts; and

- promoting equal participation of women and men in policy formulation, decision-making, implementation, monitoring and reporting for sustainable management of environmental resources.

## **B. Methods**

55. The review employed three building blocks to establish credible findings and conclusions and to enable the development of practical recommendations for future gender mainstreaming activities in UNEP. These consisted of a i) desk review; ii) an online perception survey; and iii) interviews with UNEP key staff at different levels.
56. The desk review draws from 135 various strategic and operational documents (including the GEPA) and recent evaluation reports from UNEP and other UN agencies (see Annex 1). Evaluation report on gender mainstreaming in comparable UN agencies were utilized for comparing UNEP's approaches to gender mainstreaming. Although not one UN agency is comparable to each other, as each agency has a distinct mandate, the comparison is intended to gain broader understanding of the challenges and opportunities for gender mainstreaming as well as to extract some good practices and lessons on gender mainstreaming. The selection of documents was generally guided by the Office of Evaluation and the Senior Gender Advisor. Other documents were obtained in UNEP corporate and intranet websites.
57. Invitations to respond to the perception survey on gender mainstreaming were sent to all UNEP staff and to selected UNEP partners and resulted in a total of 346 respondents, of which 89% were UNEP staff and 11% were partners. Due to a computer programme bug, 143 respondents have missing variables on gender, office location, position category, and indication on whether respondent is a GFP. From the 346 respondents, 131 respondents did not complete the entire questionnaire. The questionnaire covers key questions relating to: i) familiarity and clarity of the GePA; ii) leadership and commitment of UNEP management; iii) accountability; iv) institutional set up; v) funding; vi) guidance; vii) capacity building; viii) information sharing and advocacy; ix) human resource management practices; x) challenges; xi) UNEP contribution to policy dialogue; xii) partnerships; and xiii) UNEP contribution to gender equality and equity (see Annex 5 and Annex 6).
58. A total of 40 UNEP staff representing the six divisions, 2 regional offices, Evaluation office, Operations and Executive Director's office participated were interviewed, individually or in small groups, to give their views on the status, achievements, challenges and recommendations for improving gender mainstreaming in UNEP (See Annex 2).

## **C. Strengths and Limitations of the review**

59. Given limited resources, the study was originally planned as a desk review with limited number of days allotted for the study. Hence, it was not possible to carry out exhaustive document review and interviews. Originally, the interview was designed to include only few staff members and without participation from partners. More staff members however showed interest to be part of the interview. Thus the actual number of staff interviewed swelled to more than double than planned. Thus, while all divisions at headquarters were covered in the interviews, not all units/branch were represented and only the Regional office of Africa and Europe was included among Regional offices.
60. The triangulation of desk review, perception survey and in-depth interviews provides better credibility and confidence in the findings, conclusions and recommendations. The huge turnout of interviewees and online survey respondents helps build a wider sample base, and therefore also increases the credibility of the review. However, some limitations should be considered when reading the report.
61. Most documents reviewed were selected by the evaluation office based on their importance strategically and operationally. Various documents were also provided by the Senior Gender Adviser,

but they are too many and unsorted, that it was at times difficult for the reviewer to identify the most relevant documents.

62. In view of the absence of data to establish the level of spending for gender in UNEP and impossibility of measuring the time dimension in reporting of the implementation of the GePA, the review cannot credibly establish efficiency.
63. The review mainly uses Terminal Evaluation reports for determining the extent of UNEP's contribution to gender equality impact areas as determined in the evaluation Terms of Reference. This assessment could have been better if complemented with actual project site visits and interviews with stakeholders. Evaluation reports look at impact of interventions and partnerships. But for evaluations to be able to measure this impact, first of all projects should have meaningful gender considerations reflected in their designs that are monitored and reported using sex-disaggregated data and other gender-specific information. Secondly, the evaluation needs to have gender sensitive parameters. Most UNEP project evaluations reviewed were unable to demonstrate the project's contributions to gender equality impacts mainly for these reasons. Ideally, all sub-programmes should have been represented to have balanced findings. But, this was not possible because the number of project evaluations conducted is not well balanced across thematic (sub-programme) areas and not all projects can be easily categorized under any single sub-programme.
64. In order to make the survey accessible, the survey was conducted online and available for all UNEP staff and invited partners. Hence, only interested respondents were likely to respond to this survey, and there is a selection bias compared to a random sample. Therefore, the sample is not representative for all UNEP staff and partners. Nevertheless, many results showed trends and similarities with actual facts gathered from the document review and in-depth interviews of UNEP staff, which were helpful in drawing conclusions.

#### **IV. Gender Mainstreaming in UNEP: Findings**

##### **A. Strategic focus and coherence of the gender mainstreaming framework of UNEP: ensuring results for gender equality and equity in the environmental sector**

**Evaluation question 1:** The extent to which the GePA and the consecutively developed accountability framework and Gender Programme provide UNEP and its partners with a clear, results-based and well-resourced framework for integrating gender concerns within the organization, its processes and activities and to promote gender equality and women empowerment in the environmental sector.

65. **Introduction.** A clear, well defined results-based and well-resourced framework for gender equality is crucial to ensuring the integration of gender concerns both institutionally and operationally. The review focuses the analysis on UNEP's gender strategy as elaborated in the Gender Plan of Action (2006-2010) and its accompanying accountability mechanisms. For establishing whether the GePA provides a clear, results-based and well-resourced framework for gender mainstreaming in UNEP, the review specifically examines i) clarity of the GePA in terms of context, results framework and accountability mechanisms; ii) adequacy of resource allocation for gender mainstreaming; and iii) adequacy of the institutional set up for gender mainstreaming.

##### **Clarity of the Gender Action Plan (GePA)**

66. **Clarity of Context: institutional values, concepts and processes.** The section examines whether the concepts, processes and institutional values have been unambiguously defined for operational purposes. The effectiveness of a gender strategy depends on it being clear to those expected to implement it and the importance they attach to these objectives. Although the GePA presents both strategy and activities focused on the four identified spheres (policy, organizational, delivery and constituency spheres), it is not adequately grounded with clear premises and institutional values that guide the selection of these actions. There is no vision statement on gender equality and equity. A

vision statement often reflects the overall goal and objectives of an organization. It should tell where the organisation would like to be in the longer term – say, ten years from now. One advantage of having a vision is that it helps create an organizational value and a sense of direction and opportunity. The lack of a specific gender policy contributes to this ambiguity.

67. Another ambiguity is the absence of definition of basic gender concepts such as gender equality, equity and gender mainstreaming and how these concepts are contextualized within UNEP's work. For instance, the GePA does not define how gender equality and equity is understood in UNEP and how it applies to UNEP work.
68. As defined and understood in the UN system, gender mainstreaming is a strategy to promote gender equality and the empowerment of women through the implementation of the Organization's regular program of work. In practice, the strategy of gender mainstreaming combines with institutional and targeted measures in order to level the playing field and address gender equality gaps. The institutional measures or mechanisms refer to processes and activities or arrangements that will support the full integration of gender equality considerations in all aspects of UNEP's work (policy, human resources management, programmes/projects, and partnerships). Targeted measures are specific interventions focused to the disadvantaged group (positive discrimination). While it does not preclude a focus on men and boys, often these actions are focused on women because in many circumstances women are disadvantaged. That is why a meaningful gender analysis should be done in project design in order to ensure that actions are well targeted to the disadvantaged group.
69. The GePA gender mainstreaming strategy refers mainly to the institutional mechanisms in the four spheres (policy, organizational, delivery and constituency). It does not include targeted measures linked to UNEP programmatic focus at the time it was developed. Programmes and projects serve as entry point for addressing gender inequality, which is in line with the intentions under Delivery Sphere of the GePA. However since the gender strategy does not indicate specific actions to promote gender equality in each programmatic focus, this leads to some misconceptions that gender is not relevant in some projects and that gender in UNEP is equivalent to "women, women, and women only" (see Annex 6: Perception survey on gender mainstreaming in UNEP: Challenges)
70. Many UNEP staff members acknowledge that UNEP projects can contribute to gender equality, but they need clearer guidance on how their projects and activities can meaningfully contribute to gender equality. Because of the nature of UNEP projects, which are mostly normative (support to policy development, capacity building, scientific research, etc), the difficulty lies on what should be the expected outcomes of gender mainstreaming into these projects. Certainly, it should not stop just by counting the number of women who participated in UNEP supported activities but could for instance include specific targeted actions, based on gender analysis, to address gender-related discrimination or vulnerabilities. Misunderstanding of gender concepts, gender mainstreaming approach and the relevance of gender in UNEP work can be attributed to inadequate technical guidance and capacity building of staff on gender mainstreaming. This is corroborated by the survey findings where about 50% of the respondents indicated that technical guidance on gender analysis, programming, implementation, and evaluation is inadequate (See Annex 5: Question # 21).
71. **Clarity of gender equality results framework.** A results framework is a logical presentation of cause-and-effect linkages between the Goal, Strategic Objective, Strategies to achieve strategic objectives, Intermediate Results / outputs, and the Activities (steps) that will be undertaken under each strategy. A clear results framework should allow any person to quickly understand the premises underlying the strategy and results that are critical to achieving strategic objectives. Because it indicates the general programmatic direction to achieve the ultimate goal through stepwise results, it allows managers to specify indicators (milestones) to track progress towards achieving them. Hence, it necessarily forms part of the organization's accountability framework. The GePA has stated three objectives: i) to ensure that human equality, equity and rights are well respected across gender; that positions are improved to create an equal balance between women and men at all levels, especially in decision-

making positions from grade P5 to D2; and that there is active and balanced participation by both women and men throughout UNEP policies and work; ii) to promote equality of opportunity and treatment between women and men in the environment sector at national, regional, and global levels; and iii) to increase the quality and efficiency of UNEP work in environmental conservation and promotion of sustainable development. The first and the second objectives are strategic and are concerning development results in the sense that they intend to contribute to changing power relations, opportunities and rights between women and men. The third objective is operational in the sense that it seeks to ensure the agency's performance or efforts at operational level for gender mainstreaming.

72. Following the results framework logic, the GePA is not results-based. It is simply a strategy with a set of actions concentrated into four spheres. The expected outcomes or results are not articulated for each objective. There is no obvious connection of the activities to intermediate results and to the objectives. For instance, Objective 2 of the GePA concerns the promotion of gender equality in the environment sector. But, it does not define specifically in what areas in the environment sector UNEP will promote gender equality and the empowerment of women, or what specific actions are tied to the achievement of this objective. The activities are also not tied up to the operational priorities of UNEP. In many other UN agencies' results framework, the gender strategy is linked to the Millennium Development Goals, MDG3 in particular (Promote gender equality and empower women). But, the UNEP gender strategy is not explicitly linked to MDG3. It is also not linked to MDG7 (Ensure Environmental Sustainability), where gender is also a crosscutting issue.
73. **Coherence of the GePA with UNEP's Results-Based Framework.** Beginning 2010, UNEP introduced a results-based framework. This framework includes the Medium Term Strategy, biennial Strategic Frameworks and Programmes of Work, and its constituent Programme Frameworks and projects. Given that the GePA has been developed four years before the current MTS and PoW, consequently the GePA cannot be in sync with these frameworks, but should be used to guide in mainstreaming gender into the MTS and PoW. The review therefore examined how gender equality and equity based on the GePA has been reflected in the current results-based framework of UNEP strategic planning documents comprising of the Medium Term Strategy (MTS), Strategic Framework (SF), Programme of Work (PoW). For projects, the review uses the findings from the recently concluded Formative Evaluation of the UNEP Programme of Work 2010-2011.

**Table 1: Gender Focus of UNEP Programming Documents**

Document	Rating	Review Notes
1. MTS 2010-2013	MU	
1.1. Introductory section and vision statement		There is no clear statement in support to gender equality. Does not define how UNEP understands gender equality as applied to UNEP works. As such gender equality is not articulated in the MTS as an integrating dimension of UNEP's work
1.2. Sub-programme Results statements (Objectives, EAs, Outputs)		Gender equality dimension not integrated into the six sub-programmes (Climate Change, Disaster and Conflict, Environmental Governance, Ecosystem Management, Hazardous and Harmful substances, and Resource Efficiency)
1.3. Institutional Mechanisms		Refers to mainstreaming gender in UNEP's institutional processes including policy, programme/project, human resources and partnerships
2. Strategic Framework for PoW 2010-2011	MU	Gender is mentioned only in the overall orientation.
3. Strategic Framework for PoW 2012-13	MU	Gender is mentioned only in the overall orientation.
4. PoW 2010-2011	MS	
4.1. Overall Orientation		Acknowledges the importance and relevance of promoting gender

		equality and equity and states commitment to mainstream a gender perspective to all aspects of UNEP work, including partnerships
4.2. Sub-programme strategy		Mentions gender as a cross cutting topic under Bali Strategic plan and gender integration and describes the focus for gender mainstreaming within the sub-programmes. Some sub-programmes provide indications for specific entry points for some Expected Accomplishments (EAs) such as EAs A and D for Climate Change; EAs B and D for Environmental Governance; EAs A, B and C for Harmful Substances and Hazardous Wastes; and EA A for Resource efficiency. But, gender elements are not included in the indicators for both accomplishment and outputs.
4.3..Expected Accomplishments and indicators		Gender elements not featured although a focus on gender is mentioned as part of the strategy in delivering the outputs. Gender is also not featured in the indicators.
4.4.Outputs and Indicators		Gender elements not featured

Rating: U-Unsatisfactory, MU-Moderately Unsatisfactory, MS-Moderately Satisfactory, S-Satisfactory

74. Although the GePA has not established the links of gender mainstreaming efforts to UNEP operational or programmatic priorities<sup>9</sup>, these were later on developed as can be seen within the UNEP strategic planning documents and as reflected in table 1. The review revealed that gender focus varied in each document reviewed. Noticeably, gender focus is minimal in the MTS, with a slight improvement in the PoW. In all sub-programme strategies, gender is reflected as a cross-cutting priority, but hardly features in the performance indicators or monitoring plans. This suggests that UNEP will continue to have difficulty in demonstrating that meaningful 'gender mainstreaming' has resulted from the new programme planning approach<sup>10</sup>. The integration of gender considerations in many UNEP projects is also not significant save those that are gender specific projects developed under the PoW for 2011-2012 such as in Disaster and Conflict as well as Ecosystems sub-programmes. According to the Formative Evaluation of UNEP's PoW 2010-2011 findings, many of the project documents reviewed acknowledge the importance and relevance of promoting gender equity. However, hardly any of them consider gender issues in activities' planning and implementation. In most projects, women are seen as victims or beneficiaries, but not considered as potential actors. Gender issues are at the core of very few PoW interventions, and their treatment in project documents has been relegated to statements of political correctness only<sup>11</sup>.
75. The observations of this gender review and that of the UNEP Formative Evaluation do not conform with the findings of the recent MOPAN<sup>12</sup> evaluation, which rated UNEP highly for mainstreaming environmental governance and integrating gender equality as thematic priorities in to policies, projects and programs. The MOPAN review did not really go deeper into examining the extent to which gender has been mainstreamed into the policies, MTS, POW and project designs, and how well the mechanisms for gender mainstreaming in UNEP have been operationalized. It mainly looked at whether gender is a priority in the MTS, the existence of gender action plans, and the compulsory requirement for integrating a gender perspective into project review and approval process, which are definitely all in place.

<sup>9</sup> The priorities were as a result of the MTS 2010-2013. The RBM framework was developed with the new priority based PoW.

<sup>10</sup> Formative Evaluation of UNEP's Programme of Work 2010-2011. M.J. Spilsbury, S. Norgbey, M. Carbon, A. Guerraggio and T. Piironen. UNEP Evaluation Office (July 2011)

<sup>11</sup> Idem

<sup>12</sup> Multi-lateral Organization Performance Assessment Network: Organizational Effectiveness Assessment of UNEP, 2011

76. In contrast, many other agencies have explicitly articulated gender equality expected outcomes in their gender policy and strategy and linked gender mainstreaming activities with the agencies' strategic objectives and operational areas of focus. The UNDP Gender Equality Strategy is one good example of a coherent gender strategy results framework and accountability mechanisms (see Annex 3).
77. **Clarity of accountability framework.** The accountability mechanisms accompanying the GePA as designed rest on three main pillars: i) system-wide responsibility for implementing the Gender Plan of Action; ii) Monitoring progress in all areas of work; and iii) commitment of staff and management to promote and ensure a gender perspective in all areas of UNEP work. Distinct targets and accountability mechanisms were also defined for each sphere of actions. Under the Policy sphere, accountability mechanisms concern i) a baseline study for the current status of gender mainstreaming efforts in each division, branch, unit and regional office; ii) financial resource targets to assure that adequate funds are assured and spent on gender mainstreaming efforts in all spheres; and iii) performance indicators to evaluate progress in gender mainstreaming in policy development and implementation. For the organizational sphere, accountability mechanisms include i) Gender Review Committee for each division and office to undertake gender audit; ii) Human resource statistics to be regularly collected and disseminated; iii) Performance evaluation of all staff including an assessment of competency on gender mainstreaming. The accountability mechanisms for the delivery sphere consist of i) annual reporting; ii) Gender mainstreaming criteria as prerequisite to project approval and funding; and iii) Indicators and benchmarks to measure outputs of the programmes and projects and review their impact on gender equality. Finally under constituency sphere, accountability mechanisms include i) an institutionalized partnership between UNEP and the Network of Women Ministers through an MOU; and ii) Partnership criteria for other partners within the UN and externally to be assessed through an annual partnership.
78. The review noted that while the accountability mechanisms as proposed are very encompassing, many of the specific mechanisms identified for each sphere were not established at all. In particular for both the policy and constituency spheres, none of the identified accountability mechanisms have been installed. Some good progress is evident in the organizational and delivery spheres. But, even then not all accountability mechanisms have been installed or operationalized. For instance, under the organizational sphere, only the human resource statistics to measure achievement of gender parity in staffing has been fully installed and regularly followed up by management. Two facilitating factors largely contribute to its successful installation and operationalization. First, the management compact<sup>13</sup> for achieving gender balance in staffing between the UNEP executive Director and the UN Secretary General, which is cascaded down to all UNEP Division Chiefs. Second, the participation of the Senior Gender Adviser (SGA) as the Women Focal Point for UNEP for staff recruitment and promotions. Some accountability mechanisms under the delivery sphere are also operational. The project review for approval and funding has now institutionalized the integration of a gender dimension in project designs. Currently, the SGA sits at the Quality Assurance Section of the Office of Operations and is a member of the Project Review Committee (PRC) and responsible for reviewing whether the project design reflects an adequately analyzed and integrated gender perspective following a set of gender criteria outlined in the gender guidance note<sup>14</sup>. The review also noted that although the accountability for implementing the GePA was intended to be system-wide, accountability has not been clearly defined for all staff at all levels (from senior management down). The manual setting out staff responsibilities has not been developed.

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<sup>13</sup> Gender Balance Strategy for UN Secretariat: A Strategic Action Plan. Office of the Special Adviser on Gender Issues and Advancement of Women (OFPW), 2010

<sup>14</sup> Gender Guidance Note on Gender Analysis at Project Level. Draft incorporated into the draft UNEP Programme Manual to be issued on May 1<sup>st</sup> 2012.

79. Another weak point of the accountability mechanisms is that commitment of staff is not systematically reinforced with a strong performance appraisal system. Except for the management compact concerning gender parity in staffing which is cascaded from the Executive Director to the division chiefs, the UNEP Performance Appraisal System (PAS) does not include gender equality/equity goals. Gender is simply mentioned as one of the UN core values. Although the PAS format is generic for all UN agencies, UNEP has not contextualized it in accordance with the UNEP gender strategy. Gender Focal Points (GFPs) (later transformed into gender teams), were designated in each division and regional office to support and monitor the gender action plan of their respective offices, but unlike the SGA, they are loaded with other core responsibilities. Lack of commitment is further exacerbated by lack of dedicated funds for gender mainstreaming and limited staff capacity building for gender mainstreaming. Detailed discussions on funding and capacity building are provided in the succeeding sections. On another hand, some staff voluntarily promotes gender equality in their work out of personal commitment, even if they are not designated as GFPs. For instance, the sub-programme coordinator for Disasters and Conflicts has actively pursued partnership with UN women on a joint initiative on Mainstreaming Gender and Natural Resource Management in Peace-building. Another example is the active involvement of the Liaison Officer in the UNEP New York office for the promotion of UNEP's work on gender and environment in different inter-agency fora where UNEP's work on environment is relevant.
80. **Results of the online perception survey on gender mainstreaming in UNEP.** A clear, well defined results-based and well-resourced framework for gender equality is crucial to ensuring the integration of gender concerns both institutionally and operationally. The results of the online gender survey support the view of the evaluation that the GePA does not have a clear and results-based framework. Although a big majority of responding UNEP staff (87%), and responding partners (82%) value the importance of gender equality for achieving UNEP mandate, UNEP gender mainstreaming strategy and its accountability and results framework are not well understood by UNEP staff and partners. Many responded that they don't know the GePA, which indicates that the GePA and gender mainstreaming initiatives of UNEP have not been well communicated to UNEP staff and partners. The survey asked specific questions to UNEP staff and partners regarding the importance they attach to gender equality for the achievement of the UNEP mandate, their familiarity of the GePA and their assessment on the clarity of some of its key aspects. A total of 346 people have responded, of which 88% were UNEP staff and 12% were UNEP partners.

**Table 2: Survey responses on familiarity and clarity of the GePA**

	UNEP Staff	Partners
<b>1. Familiarity of the GePA</b>		
I have read it recently and know it well	7%	10.5%
I have read it a few years back, but don't remember its contents very well	19%	19%
I am aware it exists, but have never read it	35%	42.%
I am not aware it exists	39%	32%
<b>2. Clarity of the GePA goals and outcomes</b>		
Very clear	5%	
Rather clear	25%	
Not so clear	16%	
Not clear at all	3%	
Don't know	51%	
<b>3. Clarity of the GePA core strategies and areas of actions</b>		
Very clear	6%	
Rather clear	21%	
Not so clear	15%	
Not clear at all	5%	
Don't know	53%	
<b>4. Clarity of accountability mechanisms for the GePA</b>		
Very clear	5%	

Rather clear	15%
Not so clear	20%
Not clear at all	9%
Don't know	51%
5. Clarity of staff roles and responsibilities for GePA implementation	
Very clear	9%
Rather clear	11%
Not so clear	23%
Not clear at all	11%
Don't know	46%

### ***Adequacy of resource allocation for gender mainstreaming***

81. **Funds allocated for gender mainstreaming.** The GePA commitment on allocating resources to gender categorically stated that gender mainstreaming should be assured a non-discretionary, fixed budget line and will not rely on extra-budgetary resources. So far, there was no fixed budget line established for gender mainstreaming. One important contribution of the GePA was the establishment of the SGA position with funding from UNEP core funds, but, besides the SGA, there is hardly any Gender unit to speak of. The SGA is under the Executive Office and part of the Office of Operations, specifically under the QAS unit. There is no specific budget allocation on gender. Rather, it shares part of the funds allocated to the QAS unit. There was also no specific budget allocation for the implementation of the division and regional gender action plans or currently the thematic gender action plan for each sub-programme. With the current funding allocation by sub-programme, allocation for gender mainstreaming activities largely depends on fund prioritization by the sub-programme coordinators and the Director of the Lead divisions. This makes funding for gender mainstreaming in divisions not leading any sub-programme even more difficult.
82. The review attempted to establish UNEP spending on Gender. But, as in many other agencies, specific funding allocation for gender is difficult to establish as gender is mainstreamed into operations with no specific gender mainstreaming-related results and no fixed budget line is attributed for gender mainstreaming. PoWs do not reflect specific costs for gender mainstreaming. Given that the allocation for the SGA comes from core funds as well as the other cost related to the SGA's functions, the review has repeatedly requested funding details from the Office of Operations, but no such report was obtained. Based on limited funding information supplied by the SGA, in addition to the budget allocation from Quality Assurance Section of the Office of Operations (QAS), the review can confirm that an additional funding of 100,000 USD has been provided by the Executive Director and an extra-budgetary funding of 254,000 USD has been provided by the Government of Sweden. Since 2009, no other significant extra resources have been mobilized for gender mainstreaming from donors except technical assistance support from the Government of Norway for upgrading the gender focus of the UNEP Programme Manual. The Chief of Operations sees this as one way for UNEP to mobilize resources for gender from partners, which could be through technical assistance rather than funding support.
83. The very minimal amount mobilized for gender so far reflects the lack of proactive resource allocation from core funds and external funds mobilization efforts from the management, the Resource Mobilization Unit as well as divisions and regional offices. To date, no fund raising strategy for mobilization of extra budgetary resources for the promotion of gender equality in UNEP work has been developed as anticipated in the GePA. The lack of funding allocation for gender mainstreaming work was consistently mentioned by UNEP staff as one of the key challenges or constraints (see Annex 6) to fully operationalize the GePA. Given that gender is mainstreamed into programming, the

funding situation for gender can be improved if costed work plans and PoWs incorporated specific gender mainstreaming activities and outputs<sup>15</sup>.

### ***Adequacy of the institutional set up for Gender mainstreaming***

84. **UNEP institutional set up for gender mainstreaming.** Like many other UN agencies, UNEP has been trying different institutional setups to improve support for gender mainstreaming. The current institutional model adopted by UNEP to facilitate the implementation of the GePA is the Gender Team. The Gender Team was established midway through 2007 after the realization that a gender focal point per division and regional office was inadequate. The Gender Team covers programme development and human resources policies and practice. Under programme management, a network of Gender Focal Teams for each unit or branch has been established headed by a Gender Coordinator for each division and regional office. These networks of Gender Focal Points and Gender Coordinators support the SGA located at the QAS, which is under the Executive Office. For human resources, a network of Gender and Human Rights Advisory Teams (GHRT) was also created with representatives from each division and regional offices and charged with the responsibility of addressing gender-related human resource issues, including contextualizing UN secretariat regulations.
85. Apart from a full time position of Senior Gender Advisor, all other members of the UNEP Gender Team are nominated volunteers. Their tasks and responsibilities as members of the Gender Team are mere “add-ons” to their core responsibilities. The main tasks of ensuring gender analysis, guiding gender mainstreaming (in programmes, policies, human resources and partnerships), raising awareness and capacity building, monitoring and reporting of the GePA, knowledge management on gender and environment, and gender budgeting fall squarely under the responsibility of the SGA. All divisions and regional offices are responsible for mainstreaming gender in all areas of their work through their respective gender action plans under the guidance of the SGA and support from the Gender Focal Teams and Gender Coordinators. The GFPs main contribution to supporting gender mainstreaming include i) the development of gender action plans of the divisions and regional offices and tracking their progress; ii) review of project designs; and iii) review gender sensitivity of publications.

#### **Box 1: Corporate Processes where the SGA is fully engaged**

- Quality Assurance: The SGA sits as a regular member of the PRC tasked to review on the gender sensitivity of overall programme (MTS, Strategic Framework and POW) and project designs
- Human Resources: SGA is the UNEP women focal point tasked to review shortlisted candidates to ensure that qualified women are included. The SGA is a member of Central review Committee, Central Review Panel, Central Review Board charged with reviewing UNEP’s recruitments
- Publications: SGA reviews gender sensitivity of UNEP publications using standard publication criteria

86. **Key Challenges.** The Gender Team’s efforts to promote gender mainstreaming have been positive. But, the inadequacy of the current institutional set up hampered the team’s efforts to pursue the full operationalization of gender mainstreaming. The key challenges are:
87. Compared to other agencies (UN Habitat, UNDP and FAO), staffing for UNEP gender mainstreaming is too low (see Table 3). There is hardly any Gender unit to speak of: there is just one SGA located at the QAS. There used to be a JPO and consultants working under the SGA until the extra-budgetary funding support from Sweden was fully exhausted in 2009.
88. The location of the Gender Unit at the QAS of the Office of Operations. Many UNEP staff felt that the current set up is inadequate. Experience has shown that few organizations have found an

<sup>15</sup> Annual Report. Mainstreaming Gender into UNEP Programme of work 2008-2009 and 2010-2011

institutional model which they are satisfied to call as best practice for gender mainstreaming. In all appearance, there is no one best solution for all organizations. The model employed may change over time as organizations evolve and develop greater capacity to address gender equality. In the case of UNEP, changes in institutional set up for gender over time reflect this reality. UNEP first appointed a Gender Point in 1999 then this was followed by the appointment of a full time Senior Gender Adviser in 2007. Since then the location of the SGA has moved from the Executive Office as part of the Strategic Implementation Team (SIT) to its current location as part of the QAS under the Office of Operations. The problem with this set-up is that it ties the SGA with mainly supporting programming and project reviews being a member of the Project Review Committee (PRC). Being alone, this occupies most of the SGA's work time, sacrificing other important functions such as the development of guidance and tools as well as facilitating the capacity building of staff for gender mainstreaming. Hence, it is not surprising that UNEP staff consistently indicate the lack of technical guidance and capacity building as constraints (see Annex 5 Question #21). Given the very limited funding for the gender unit, focusing the SGA's engagement in programming may be the most strategic option available for UNEP. On another hand, if gender mainstreaming is truly a corporate priority, significant funding would have to be mobilized by the management to beef up the gender unit.

89. Weak coordination and communication between the Senior Gender Advisor at headquarters and the Gender focal teams in various divisions and regional offices. The establishment of GFP networks has not been followed up systematically. At the time of the constitution of the Gender Team in 2007, a total of 61 staff members, of which 22 are male and 39 are female, have been designated. The current full composition of the Gender Team is not known. There was no updated list available during the review, despite several requests to the SGA. Finally the list has been provided much later, but it was not a complete list, only the list of Gender Coordinators for Regional Offices and Divisions. Based on interviews, currently not all units/branches of divisions and regional offices have gender focal points or not all divisions and regional offices have a fully complemented Gender Focal Teams. Some offices such as the regional office of Africa (ROA) and the Division of Communication and Public Information (DPCI) have revamped their Gender Focal Teams this year. And, and even if there were designated GFPs, many are inactive and no longer in regular communication with the Gender unit at headquarters. One example of weak communication with the SGA is the absence of a regular meeting event for all gender focal point mainly for lack of funds to support this activity. Consequently, the flow of information and mutual learning is inadequate. The last opportunity for many of them to share experiences was during the training on the GePA and the follow up workshops for the preparation of the gender action plans organized by the SGA between 2008 and 2009, and during the preparation of the PoW for 2010-2011 in 2009. Since then, there was no follow up training and no more gathering of gender focal points. Another example the low level of awareness of the gender focal points concerning the status of the Gender thematic action plans prepared in 2010 despite efforts from the SGA to involve GFPs through the sub-programme coordinators. The Gender thematic plans were prepared by the sub-programme coordinators with the support of the Senior Gender Adviser. Given limited time to catch up with the preparation of the POWs for 2010-2011, the Gender Senior Adviser took the initiative in developing the gender action plans, drafting the monitoring plan and the indicators to assist the Gender Team. Although inputs were requested from the gender focal points, some have never seen the final product save those belonging to divisions and regional offices where the sub-programme coordinators are actively involve in gender mainstreaming. As explained by the SGA, given the new programming modality, gender mainstreaming in programme related activities and responsibilities rest upon the sub-programme coordinators and no longer with the Gender Coordinators. But, the review had the impression that this arrangement has not been understood by the Gender Coordinators and the GFPs, hence the expectation that they should still be involved in programme related gender mainstreaming activities. The serious lack of communication between the SGA and the field offices is among the key challenges for gender mainstreaming highlighted in the gender perception survey (see annex 7: Challenges identified). This observation is further strengthened by the results of the perception survey of UNEP staff concerning internal

information sharing and advocacy on gender issues within the organization: about 70% of UNEP staff who responded indicated poorly to rather poorly (see question 22, Annex 6).

90. There is also a need to clarify the role of the SGA, Gender Coordinators and the GFPs and optimize this relationship. The TORs of the SGA are too broad: the main tasks of ensuring gender analysis, guiding gender mainstreaming (in programmes, policies, human resources and partnerships), raising awareness and capacity building, monitoring and reporting of the GePA, knowledge management on gender and environment, and gender budgeting all fall squarely under the responsibility of the SGA. The SGA plays a critical role in mainstreaming gender in QAS, publications, policies, recruitment processes, and attending to harassment issues. But, the quality and frequency of advice as well as the degree of engagement can be improved. The role of the Gender Coordinators is overseeing the gender mainstreaming work of the division or office while GFPs are expected to be catalysts and technical experts for gender mainstreaming despite the fact that they have other core responsibilities to tackle. The gender focal points and coordinators are expected to support the SGA.
91. The Gender focal team by division and regional offices arrangement is no longer responsive to the thematic programming approach. This issue has already been anticipated during the preparation of the POWs for 2010/2011. The current set up could be reorganized into Thematic Gender Teams.
92. **Gender institutional set-up and staffing levels in other UN agencies.** Table 3 below provides a comparison of the institutional set-up and staffing levels for gender units between UNEP and a number of other UN agencies, based on recent evaluations and reviews. Although not one UN agency is comparable to each other, the comparison is intended for learning purposes (as mentioned in the methods) and not exhaustive given the limited information provided in evaluation reports. Thus, while it could have been more meaningful to reflect the ratios of gender staff/total budget or gender staff/total staff, this was not possible since the information have not been provided in the evaluation reports. Nevertheless, the number of staff dedicated for gender provides an indication on management priority on gender issues.

**Table 3: Institutional set-up and staffing of the Gender unit in UNEP and other UN agencies**

Agency	Institutional Set-up and staffing
UNEP	Since 2009, the Gender Unit consists of the Senior Gender Adviser as part of the QAS of the Office of Operation complemented by a team of volunteer gender focal points (who are not gender specialists) for each division and regional offices headed by a Gender Coordinator. Total dedicated gender staff: 1 (exact numbers of gender focal points and coordinators unknown)
UN-Habitat <sup>16</sup>	The Gender Management Unit has a Director, a Programme Officer (on time bound contract), and an Administrative Assistant to manage the wide agenda which it tries to cover. The work of the GMU is complemented with Gender Specialists working in programmes and in technical areas. Total dedicated gender staff: 3 (unknown number of Gender Specialists)
FAO <sup>17</sup>	FAO's Gender Equity Rural Employment Division or ESW at headquarter is mandated to facilitate and support gender mainstreaming process across FAO units and in member countries, by developing tools and capacities for this purpose. It is staffed with gender officers mainly focusing on gender mainstreaming. The work of ESW is complemented by a network of Gender Focal Points (part time). Reviews of projects are undertaken by a Project and Programme Review Committee, which strongly review the gender focus of each project using standard gender qualifiers. Total dedicated gender staff: at Headquarters, 4 core staff at FAO headquarters, various consultants (unknown numbers) and 12 Associate Professional Officers (APO). In addition 5 professional staff were based at regional offices from 2007-2009.

<sup>16</sup> Evaluation of Gender Mainstreaming in UN Habitat, February 2011

<sup>17</sup> Evaluation of FAO's Role and Work Related to Gender and Development, June 2011

UNDP <sup>18</sup>	The Gender Unit of UNDP has four professional staff members and each of the six regional service centres has a gender adviser Total dedicated gender staff: 10
IFAD <sup>19</sup>	IFAD gender architecture consists of a Gender Desk in the Policy and Technical Advisory division of the Programme Management Department (PMD), staffed by 1 Senior Technical Adviser on Gender and poverty targeting, 2 professional staff members, and 1 administrative staff. The gender desk has earmarked funding support from donors and staff cost is fully funded by IFAD administrative budget. The gender desk is complemented by part time divisional gender focal points and a corporate thematic group on gender. Since IFAD has strong country presence, regional divisions have hired regional gender advisers with time-bound contract funded by donors. Total dedicated gender staff: 10

## B. Relevance of GePA to UNEP strategic direction

**Evaluation question 2.1:** Assess the relevance of the GePA to UNEP's Overall mandate and the GC 23/11

93. The section examines the relevance of GePA in relation to GC decision 23/11, which set the foundation for gender mainstreaming into UNEP work and to UNEP overall mandate. The review focuses on two key UNEP documents i) Governing Council Decisions 23/11 and 24/17 as they provide the mandate for UNEP to promote gender equality in the field of environment and ii) the Medium Term Strategy 2010-2013 (MTS) as it provides a strategic direction for UNEP work. The analysis intends to establish whether the gender strategy as outlined in the GePA increases the likelihood of achieving the UNEP gender equality mandate.
94. **Relevance of the GePA to the GC decision 23/11.** The gender equality mandate is implemented by UNEP through the GePA. Based on the GC decision 23/11, UNEP should promote gender equality in the following areas: i) equal participation of men and women in environmental decision-making, ii) mainstreaming of gender in environmental policies and programmes; iii) collaborate with scientific institutions to assess the effects on women of environmental policies. The GePA elaborates this mandate by setting up specific activities for gender mainstreaming into policy, organizational, delivery and constituency spheres capturing all the three areas of focus and adding an extra dimension on human resources management practices. Although the areas of action are much broader than what was envisioned in the GePA, gender mainstreaming is focused mainly on institutional measures. By focusing mainly on institutional processes, it does not fully support the gender equality objectives set in the GC decision. The Gender equality objectives intend to increase participation of women in environmental decision-making, increasing participation of women in UNEP programme activities, integrating education and training for women, and assessing the effects of environmental policies on women. These are the development objectives that are intended to be taken up by the GePA in conjunction with institutional measures. The absence of these development dimensions reduces the relevance of the GePA or its responsiveness to the gender equality mandate set in the GC decision. Gender responsiveness in UNEP work as construed under the GC 23/11 should not be limited to ensuring that institutional processes are gender sensitive, even though mainstreaming a gender perspective into these processes will contribute to achieving gender equality developmental results.
95. **Relevance of the GePA to UNEP overall mandate.** UNEP has a specific mandate and niche in the field of environment and development. The Medium Term Strategy 2010-2013 provides a clear picture of UNEP mandate, which has continually evolved since its creation in 1972. It comprises five overall, interrelated areas: i) Keeping the world environment situation under review; ii) Catalysing and promoting international cooperation and action; iii) Providing policy advice and early warning

<sup>18</sup> Evaluation of Gender Mainstreaming in UNDP, January 2006

<sup>19</sup> Corporate-Level Evaluation Report: IFAD's Performance with Regard to Gender Equality

information, based upon sound science; iv) facilitating the development, implementation and evolution of norms and standards and developing coherent interlinkages among international environment conventions ; v) Strengthening technology support and capacity in line with country needs and priorities.

96. In pursuing this mandate, UNEP recognizes the link between gender and the environment, and that gender equality and equity are prerequisites to poverty eradication and sustainable development. Thus, the promotion of gender equality in all areas of its work is very relevant in increasing the effectiveness of its mandate. The MTS constitutes the high-level programmatic results framework against which the overall performance of UNEP will be measured. It provides strategic direction for all UNEP programmatic activities and results in all six priority sub-programmes for the period 2010-2013. This focus is intended to enable UNEP to deliver on its mandate more effectively through putting in place a number of institutional mechanisms, including gender responsiveness. However, the limited perspective of the gender mainstreaming approach in the GePA (focused on processes alone) reduces its relevance to bring forth gender equality development results in each of the Sub-programmes. The minimal attention to gender results in the MTS, strategic framework and even in projects could be traced to the lack of results-based orientation of the GePA itself.
97. According to the UN system-wide policy on gender equality<sup>20</sup>, UN agencies should ensure results-based management for gender equality. This would enhance their entity's work on gender equality and serve as an invaluable approach for working with member states at the country level to ensure that the focus is on results and impact as opposed to processes alone. Ensuring gender sensitivity of institutional processes alone does not guarantee the improvement of the quality of life of the disadvantaged or most vulnerable group of people. Without integrating specific interventions into programmes and projects to reduce or eliminate their vulnerabilities and without measuring the results of these interventions, UNEP will not be able to demonstrate its contribution to the promotion of gender equality in the environmental sector. UNEP will also not be able to demonstrate in practical terms what it means by linking gender and environment to promote sustainable development. This principle is beautifully captured in UNIFEM's gender sustainable development framework.

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<sup>20</sup> United Nations System-wide Policy on Gender Equality and the empowerment of women: focusing on results and impact. CEB/2006/2.

## Box 2: A gender sustainable development framework of UNIFEM

“Men and women, depending on their class, race, ethnic orientation and age, interact in a distinct manner with the environment. There is no single mode of interaction between women and environment; distinct relationships depend on the position which one occupies in society. Men and women have different access to environmental resources; the problems of their environment affect them in different ways. Thus their participation in sustainable management of the resources is not equitable, neither are the benefits they receive. A gender sustainable-development framework is oriented by holistic awareness of people and resources, emphasising the design of integrated programmes to improve the quality of life of the planet and the quality of life of the people. In gender and sustainable development perspectives, relationships, empowerment, responsibility with well-being of the population and the earth’s resources are the key references”<sup>21</sup>

### C. Gender approaches in other UN agencies

**Evaluation question 2.2:** Assess consistency of the GEPA with gender approaches of comparable UN and environmental agencies (gender evaluation reports of UN Habitat, FAO, UNDP)

98. This section examines key findings on gender mainstreaming approaches of recent evaluations for other UN agencies. The purpose of comparison is to identify commonalities and differences as well to extract good practices and lessons learned in gender mainstreaming. Although not one UN agency is comparable to each other, the comparison is intended mainly for learning purposes, and therefore not exhaustive. Key documents used for comparison and analysis are recent evaluation findings of UN Habitat, FAO and UNDP.
99. **Comparison of the gender mainstreaming approach of UNEP with other comparator agencies.** Unlike UNDP, UN-habitat and FAO, the UNEP gender equality framework is not well articulated in its strategic planning document and does not follow a results-based orientation. The GePA gender mainstreaming approach focuses mainly on institutional processes that ensure the integration of gender issues into UNEP’s four interrelated spheres of activities. Although links with the MTS and strategic framework of its PoW were later established, gender equality results are not visible in the objective, Expected Accomplishments (EAs) and outputs of each sub-programme. Gender is treated as a cross cutting issue or as one of UNEP’s institutional mechanisms supporting the implementation of the sub-programmes. The gender equality frameworks of the three comparator agencies are good examples of coherent, gender strategy results frameworks and accountability mechanisms (See Annex 3).
100. **Lessons and key findings from the gender mainstreaming evaluations.** This section presents some of the key lessons learned that are relevant to the effective implementation of the UNEP gender mainstreaming strategy.

#### UNDP<sup>22</sup>

101. **Internal drivers for gender mainstreaming.** The implementation of the corporate gender action plan produced remarkable results largely due to:
102. The active leadership of the UNDP Administrator, and the increased funding from an augmented Gender Thematic Trust Fund<sup>23</sup>.

<sup>21</sup> Mariam Abramovay and Gail Lerner, “Introduction” in Ana Maria Brasileiro (ed). Gender and Sustainable Development: A New Paradigm - Reflecting on Experience in Latin America and the Caribbean. New York: UNIFEM, 1996. p. 11.

<sup>22</sup> Evaluation of Gender Mainstreaming in UNDP, January 2006

103. The Gender Steering and Implementation Committee established by the Administrator in January 2006 is the highest decision-making body on gender mainstreaming within UNDP, with responsibility for policy-setting and oversight of all offices. The committee meets five or six times per year to monitor the Gender Action Plan and prepares the annual report to the Executive Board. All regional bureaux have established similar committees to undertake parallel policy-setting and monitoring activities.
104. Strong institutional arrangements. The Gender Action Plan identifies several factors that would secure the sustainability of such results, mainly the establishment of stronger institutional arrangements for gender mainstreaming consisting of i) coordination, ii) accountability mechanisms, iii) results indicators, iv) gender mainstreaming tools, v) improved planning, vi) capacity development, vii) improved attitudes on gender equality, and viii) leverage of resource. Outcomes of the plan are reported directly to the Executive Board.

#### **UN Habitat<sup>24</sup>**

105. **Increasing coherence.** Implementation of the Gender Equality Action Plan (GEAP), including the Focus Area GEAP frameworks, requires prioritizing and operationalization and the agency as a whole to mobilize behind it. More coherent work on gender mainstreaming requires mutual strengthening of activities and sharing of knowledge within and across programmes and units, headquarters and regions, normative and operational work.
106. **Monitoring** of the GEAP and Midterm Strategic and Institutional Plan (MTSIP) must be aligned and certain sex disaggregated indicators from both plans be selected. The MTSIP Steering Committee can ensure explicit gender equality goals in adjustment of the plan.
107. **Institutional set up.** UN-HABITAT has considerable gender mainstreaming resources in programmes, regions, country, units and in partnerships. The Gender Focal Point system is a strategic tool for promoting work on gender equality. This 'decentralised' model of a Gender Mainstreaming Unit (GMU) and Gender Focal Points has not been adequately developed.
108. **Partnerships.** Choice of partners affects the extent to which project work is gender sensitive. Partnerships are dynamic and fluctuate according to personalities and other factors. Partnerships need to be nurtured and conflicts addressed and one cannot assume that non-gender specific partners at country level will have skills to undertake gender analysis, gender sensitive surveys and so on. Support to build capacity is required, not least at country level.

#### **FAO<sup>25</sup>**

109. **Role of the Corporate Gender Focal Point of FAO,** Gender Equity Rural Employment Division (ESW), was misunderstood by ESW staff themselves and outside. It was unclear whether the Division was responsible for leading the effort to mainstream gender in FAO and facilitate gender awareness and competency within the Organization or whether it should aim at working to mainstream gender in the work of other units in the Economic and Social Development Department and beyond. An alternative option proposed was that it could serve as an in house think-tank with the primary responsibility of producing cutting edge analysis and policy recommendations for FAO and other agencies.
110. **The GFP network** had not been effective so far largely due to a lack of enforcement of accountability at the senior divisional and departmental level and lack of qualification, experience and commitment.

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<sup>23</sup> The GTTF was in place and running very well before the Gender Equality Strategy was developed. The strategy enabled robust support from donors, mainly through global initiatives. The GTTF continues to support country level activities

<sup>24</sup> Evaluation of Gender Mainstreaming in UN Habitat, February 2011

<sup>25</sup> Evaluation of FAO's Role and Work Related to Gender and Development, June 2011

111. The relevance, effectiveness and sustainability of FAO Gender and Development (GAD) and women in development (WID) projects varied hugely. In most regions, there was a disconnect between regional and national gender priorities and policies and FAO's products and services. Although a number of initiatives contributed to improve food security and incomes of men and women, and in many cases specifically women, there was little evidence that these interventions were sustainable and that the gains accrued would benefit the women for whom they were meant. Social and gender analysis were rarely done before projects were started and few projects were informed at formulation phase by a gender perspective.
112. **Awareness about the importance of gender issues** among FAO staff was usually good, but competence to integrate a gender perspective in projects and Global Public Goods (GPGs) rather poor. In most instances, FAO staff felt reluctant and/or uncertain about applying gender-sensitive approaches.
113. **Mechanisms for project review and approval.** Two main operational mechanisms to facilitate gender mainstreaming in the work of the Organization were set up. These were the 'gender criterion' in the check-lists elaborated by the Project and Programme Review Committee (PPRC) and the Gender Focal Point network. The review and approval mechanism for the Technical Cooperation Programme (TCP) had also integrated gender as a criterion for approval and gender qualifiers were also included to the FPMIS qualifiers tag. None of these mechanisms appeared to have fully achieved its purpose. The PPRC recommendations were still ignored in a number of cases. The TCP review system fell dramatically short of its potential. The low level of integration of a gender perspective in these projects reinforced the broader evaluative evidence that gender received at best only formal and cursory attention in FAO's political vision and strategy at the highest level.
114. **Internal drivers for gender mainstreaming.** The analysis of the internal drivers underlines the casual attitude within FAO to mainstreaming gender: when an officer was committed and understood the issue, gender would be mainstreamed. When neither factor were there, nothing would happen and nobody in FAO – or nobody influential enough – would take any remedial action. This applied also to the Evaluation function, which for several years missed the opportunity to call attention to the poor level of gender mainstreaming throughout the Organization.

#### **D. Effectiveness, efficiency and sustainability of the GEPA implementation and achievements**

**Evaluation Question 3:** Measure the extent to which the GePA, its accountability framework and the Gender Programme have been implemented by UNEP in terms of mainstreaming gender equality concerns in the policy, organizational, operational and partnership spheres; how efficiently this has been done and how sustainable the changes are for the organization and its partners;

115. The section examines the extent to which a gender perspective has been integrated into policy, organizational, programme and project delivery, and partnerships. The focus is on the level of gender sensitivity of these processes rather than on the achievements of gender equality outcomes in each of the six sub-programmes of UNEP. The latter will be explored in the next chapter. In order to establish the extent to which gender mainstreaming in UNEP has been implemented, the review identifies the key mechanisms put in place to support this process and assesses to what extent these mechanisms have been used and helpful in ensuring gender mainstreaming into UNEP works. It also tries to understand why gender mainstreaming has been successful in some processes and not in others. It identifies sources of strengths (internal drivers) and weaknesses (constraints) of implementation. The review is complemented with an assessment of the gender focus of selected policy documents and sub-programme guidance. The evaluation draws mainly from the progress reports on gender mainstreaming found mainly from UNEP Annual Reports, Programme Performance Report, gender related documents produced by different division, gender website, interview with selected UNEP staff and perceptions from UNEP staff and partners through the online gender survey.

Because of time and coverage (not complemented with partners and country visits) limitations, the field of analysis is not exhaustive.

116. In view of the inability to establish the level of spending for gender in UNEP and impossibility of measuring the time dimension in reporting of the implementation of the GePA, the review cannot credibly establish efficiency. Instead, the review highlights key achievements in all four spheres of gender mainstreaming. For sustainability, the review makes inferences on financial resources (resources mobilized and level of spending on gender), socio-political factors (organizational culture-awareness, interest and commitment of management and staff to promoting gender quality), and the mechanisms for ensuring results (accountability, capacity development and knowledge management).

### ***Gender mainstreaming in the policy sphere***

117. The policy sphere is concerned with mainstreaming of gender equality and equity in UNEP policies, including the establishment of a gender policy within UNEP. It also concerned with securing funding as well as management commitment and leadership for gender mainstreaming.

#### **Box 3: Highlights of key achievements in Policy Sphere**

- Development of a draft UNEP Gender Policy
- Mobilization of extra budgetary fund of 254,000 USD from a donor (Swedish Government) for initial capacity building workshops and surveys undertaken in 2006 and 2007. The remaining amount has been utilized for follow up capacity building activities and website development up to 2011.
- Extra allocation of 100,000 USD from the Executive Director for follow up and staff capacity building and development of gender mainstreaming tools and methodologies for integrating gender into the POWs of 2008-2009 and 2010-2011

118. The development of a gender policy was one of UNEP's major efforts under policy development. A draft Gender Policy was developed in early 2007 after the adoption of the GePA by the UNEP Governing Council. The draft Policy was finalized in 2008 and presented to the Senior Management Team, but this was never formally approved either by the ED or UNEP's Governing Bodies (CPR or GC). Senior management reasoned that the policy was no longer necessary as the GePA was already in operation, however they remain interested to pursue the development of a gender policy in 2012. Thus, in effect, UNEP does not currently have a gender policy. Surprisingly, the non-establishment of the gender policy was not questioned by the donor (Government of Sweden) who financed the development of such policy.
119. The implementation of the results-based programming approach in UNEP was accompanied with various policy and strategy documents across all areas of UNEP work. For establishing the extent to which gender has been mainstreamed into this process, the review examined the gender focus of these major policy and strategy documents. The review adopted standard criteria from the "Gender Equality Policy Marker<sup>26</sup>" developed by DFID. A policy/strategy document should be classified as gender equality focused if gender equality is a principal or significant element of its orientation or as an integrating component for the delivery of planned actions, as opposed to "just integrating a gender concern". This means that the intention is matched with explicit measures or activities to address inequalities based on sex or remove discrimination or empower women.
120. On examination of sample policy documents, the review hardly finds evidence that gender equality and equity are systematically mainstreamed into UNEP's major policy documents. Only three out of twelve documents feature gender but, even in those documents, the gender focus is minimal, a mere statement of intention mainly focused on integrating gender concerns into planned actions or more

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<sup>26</sup> DFID's Policy Information Marker System is the internal monitoring system for tracking the extent to which projects and programmes are being targeted on key policy areas.

focused on institutional results rather than gender equality results. Note also that gender features only in programming and not in all other areas of UNEP work.

**Table 4: Gender Focus of Selected UNEP Policies and Strategies**

Document	Rating	Review Notes
1. UNEP Programme Accountability Framework (2010)	U	Clarifies programme accountabilities of UNEP managers and staff No links to the GePA. Gender is not explicitly promoted in the accountability framework
2. Evaluation Policy	U	Presents UNEP evaluation and strategy for its implementation. Gender does not feature in any aspects of evaluation
3. Monitoring Policy	U	States monitoring purpose and scope of monitoring, operational requirements defines the institutional framework and processes. Gender does not feature in the monitoring policy.
4. Resource Mobilization Policy	U	Guides resource mobilization efforts of Division Directors, Sub-programme coordinators and regional Directors. Gender is not featured in the policy document.
5. Science Strategy	U	Addresses the need to strengthen scientific base of UNEP and to reinforce its work on science-policy interface. Gender does not feature in any of the four overarching goals and identified areas.
6. Programme of Work 2010-2011: Designing the Activities to Deliver the Results	U	Guides the design and management of the sets of activities across the organization to implement the POW Gender does not feature in the processes elaborated in the document.
7. Communication and capacity development policy	U	Intends to raise internal capacity to develop high quality integrated programme concept and documents. Gender is not mentioned in the document.
8. Partnership policy	U	Defines the framework for engagement with partners Gender does not feature in the basic principles of partners engagement
9. External Communication Strategy	U	Provides an overarching communication road map designed to communicate the value of UNEP's mandated role articulated through the 6 thematic areas and Green Economy Initiative. Gender is not featured in the communication strategy.
10. ED Policy statement (at the Opening of the 10 <sup>th</sup> Special Session of the UNEP GC and Global Ministerial Environment) 2008	MS	Highlights achievement of gender mainstreaming, but mainly on institutional arrangements in place supporting overall programming and project delivery.
11. Evaluation Manual (2009)	MU	There are only two areas where gender aspects are considered- i) on self-evaluation and thematic evaluation; and gender balance of evaluation team. The promotion of gender equality and equity is not assessed or rated individually nor as an integral dimension within the various evaluation criteria.

Rating scale: U-Unsatisfactory, MU-Moderately Unsatisfactory, MS-Moderately Satisfactory, S-Satisfactory

121. **UNEP policy review process.** The UNEP policy development process involves a series of activities starting with a policy concept submitted to the Senior Management Team. The draft policy is discussed with various stakeholders then reviewed by the SGA/Gender Focal Point and followed by a final consultation before approval by the SMT. The review noted however, that there had been no gender sensitive criteria established for policy review and not all policy documents have been passed to the SGA for review. Moreover, since the SGA is not a member of the SMT, the level of influence

over these policies is low. The management expects the SGA to advise them on the gender sensitivity of documents, identify gaps and inadequacies.

122. **Allocating resources for gender.** UNEP funding is tied up in each sub-programme, and there is no specific budget line for crosscutting issues, including gender. This is the reason why the review was not able to establish spending on gender. The source of funding for gender mainstreaming relies mainly on extra-budgetary funds with some “top-up” amount from the Executive Director. The amount generated has been helpful in supporting the GePA, but largely insufficient to sustaining its full operation. A resource mobilization strategy for gender has not been developed. The review did not find enough evidence of proactive efforts across UNEP management to mobilize funds for gender. A similar observation was brought forward in 2010 during the thematic evaluation on gender mainstreaming by the Office for Internal Oversight Services (OIOS): “UNEP did not have any achievement in resources category”<sup>27</sup>.
123. **Commitment to gender mainstreaming.** Practical political commitment for gender equality is tied up with senior management active leadership and resource mobilization for gender mainstreaming. These were the internal drivers for the successful implementation of corporate gender action plans of other organizations. The UNDP evaluation finding summarized this point succinctly: “Leadership is crucial to strengthening and making effective progress with gender mainstreaming in the organization.” Without clear and sufficient guidance, vision and knowledge from the management level, there is a risk of ineffective mainstreaming. This observation is not specific to the issue of gender equality but is applicable to any mainstreaming process<sup>28</sup>. Management’s leadership for gender mainstreaming is perceived by UNEP staff as generally poor (see Survey results). This perception also impacts on the staff’s commitment.

### ***Organizational Sphere - gender mainstreaming at institutional level***

124. The organizational sphere concerns with addressing gender equality and equity in UNEP procedures, staffing, institutional capacity, job responsibilities, staff development and related equal opportunity policies. Seven actions comprise this commitment: i) Establishing Senior Gender Adviser; ii) Forming a group of Gender Focal Points; iii) implementing the Gender Plan of Action; iv) capacity building of staff; v) ensuring gender equality and equity within the management of UNEP human resources; vi) awareness-raising of responsibility of all staff for gender mainstreaming; vii) Ensuring that reporting and evaluation include a gender perspective. This section focuses mainly on implementation of the Gender Plan of Action, capacity building, progress on gender sensitivity of human resources practices, awareness-raising and reporting and evaluation as the institutional set up for gender mainstreaming has already been extensively discussed in the previous section (adequacy of institutional set up).

#### **Box 5: Highlights of achievements in the Organizational Sphere**

Setting up the gender mainstreaming architecture: Appointment of a Senior Gender Advisor in a position funded with UNEP core funds and formation of the UNEP Gender Team; and development of divisional, regional and thematic gender plan of action for each sub-programme

Capacity Building: Conducted training: i) Introduction to gender mainstreaming and the GePA (all staff); ii) Gender Coordinator’s workshops; iii) Face to face meetings with the SGA per division focused on review of project documents; and iv) Thematic gender training on climate change and disaster and conflict. The workshops reached around 600 participants.

<sup>27</sup> OIOS thematic gender evaluation of Secretariat wide agencies 2010. The Office for Internal Oversight Services initiated the first Secretariat-wide review of gender mainstreaming to be undertaken in the United Nations to date. The objective was to review the implementation and outcomes of gender mainstreaming in the Secretariat nearly 15 years after its introduction.

<sup>28</sup> UNDP Evaluation finding.

Human Resources: A mechanism for ensuring gender balance has been fully installed- UNEP women focal point, a roster of women professionals, advertising senior management positions in many networks, Executive Director's compact with Division chief, and regular reporting on gender balance statistics.

Publications: Gender sensitivity criteria for UNEP publications.

125. **GePA Implementation Plan and Gender Plan of Action.** The implementation plan of the GePA is below par from the usual standards of planning. Responsibilities and funding allocation were not reflected in the plan. The obvious reason for the lack of specificity as to responsibilities for the implementation of the plan and funding is the implementation arrangement that each division at headquarter and regional office will develop their own specific gender action plan, identify indicators and mobilize funding to implement the action plans. The problem with this arrangement is that it lacks a strong corporate push as implementation and funding is left to the divisions and regional offices.
126. **Gender action plan by Division and Regional offices.** All six divisions at headquarter and six regional offices have developed their respective gender action plans in 2007. Since the plans were developed before the arrival of the SGA, their development was guided and supported by the World Conservation Union or IUCN and Women's Development and Environmental Organization or WEDO. Specific frameworks and entry points for engendering the work of the six divisions were introduced as aid in planning. Although the quality of the plans differs, overall the resulting gender plans of actions were of high quality with action points and indicators for success on gender in specific areas of work of the divisions and Regional offices. Some divisions like DTIE, DEPI, DEWA and GEF have developed more comprehensive plans than the rest. The Division of Technology, Industry and Economics (DTIE) developed a framework for engendering energy integrated projects. The Division of Early Warning and Assessment (DEWA) had adapted programme/project specific indicators to monitor the impact and success of gender mainstreaming. The Global Environment Facility Coordination (GEF) division developed a clear results framework with process and outcome indicators and prepared baseline as of 2007-2008. However, the gender plans of action are isolated from the corporate strategic planning document. Thus, while the activities are designed to be encompassing in all aspects of UNEP's work institutionally and programmatically, their links to programmatic priorities or thematic areas of work of UNEP are not fully articulated. UNEP staff interviewed confirmed that the divisional gender action plans have not influenced the PoW of the division or regional office. There is no mechanism established for monitoring and reporting of the plans.
127. **Gender thematic plan of action.** Beginning 2010 however, UNEP shifted its planning approach from a divisional to a programmatic approach following the first UNEP Medium term Strategy (2010-2013). The shift rendered the divisional and regional gender action plans less relevant. Thematic Gender Action Plans per Sub-programme have been prepared with considerable inputs from the SGA in collaboration with the Sub-programme coordinators. However despite efforts from the SGA in collaboration with sub-programme coordinators, the thematic gender action plans were not widely known by all members of the gender focal teams in the divisions and regional offices. Some UNEP staff interviewed expressed that they were not aware of the plans. Others expressed that they have commented on them, but have not seen the final plans. Just like the previous divisional plans, they are isolated and there is no mechanism for monitoring and reporting of the plans.
128. **Framework for meeting gender deliverables.** This framework has been developed to support gender mainstreaming into the POW 2010-2011. It focuses on i) integrating gender in the overall programme of work and project activities; ii) capacity building of gender teams and project staff, including reorganization of gender teams into thematic teams; iii) development of knowledge platform for gender; and iv) integrating gender in monitoring and evaluation at sub-programme level and integration of gender into overall M&E plan. The SGA put much effort in developing the framework, but this has not been formally integrated into the overall programming processes.

129. **Awareness-raising of all staff for gender mainstreaming.** In order to measure responsibility and accountability for gender mainstreaming, the SGA was tasked to develop a manual or handbook setting out staff responsibilities, but this did not yet happen. There were plans to incorporate this in the revised Programme Manual, but this did not yet happen also as the integration of gender into the programme manual is still on-going. However a guidance note on gender mainstreaming has already been integrated into the draft manual. The results of the online survey clearly indicate the low awareness level of many UNEP staff mainly due to inadequate communication and dissemination mechanisms. Another weakness was that the training of all staff to introduce gender mainstreaming and the GePA was not followed up with continuing efforts to communicate the GePA especially to the new staff members. Staff induction could also serve as an entry point for orientation of staff on the gender equality mandate of UNEP and the GePA, but currently staff induction covers only general staff information. Orientation about UNEP work is left to the hiring divisions. So far, only DEPI has started a formal induction of new staff. Unfortunately, gender mainstreaming was not included as a topic. Although the GePA has been posted on the website, it is obvious that this is not sufficient to make it known.
130. **Capacity Building of staff.** From 2007 to 2008, UNEP made good progress in capacity building of staff for gender mainstreaming. But, this was not sustained primarily for lack of funds. Both hands on and formal training approaches were part of the capacity building plan. But, the latter was dropped because of staff's preference to a "hands-on approach" rather than the usual formal training. The face to face meeting with the SGA for integrating a gender perspective into projects was generally regarded as successful. The review opines that even though preference of staff plays an important factor, this should not deter the organization to make a more practical capacity building plan incorporating different training approaches that suit the need of the staff and the organization. This should also include utilizing training opportunities created through inter-agency mechanisms and other efforts from partners. UNEP staff interviewed mentioned that gains made so far in building the capacity of staff for mainstreaming gender have been lost, not renewed and not followed up.
131. **Monitoring and Reporting.** During the initial years of implementation, all divisions and regional offices reported on progress of the implementation of their respective Gender Plans of Action. Achievements were reflected alongside with indicators in the plans. The depth of reporting varied amongst divisions. The GEF division has made an extensive progress report compared to other offices because it has established the baseline information and has developed a results framework carefully tying gender mainstreaming actions with their programmatic priorities. But in general, plans were not systematically monitored and reported on. The last specific report on progress of the implementation of GePA to the UNEP GC was made in 2008. Subsequent reporting on gender was integrated in both annual reports and programme performance report. But, reporting on gender mainstreaming efforts was focused mainly on institutional actions, with very minimal information on gender specific results. Moreover, in both annual reports (AR) and programme performance reports (PPR), gender mainstreaming results are not systematically highlighted and the gender focus is mostly minimal. Often, since gender was not integrated in most of the expected achievements of each sub-programme, gender results were also not evident in the highlights of achievements in all sub-programmes. In general, it is difficult to look at project's contribution to gender equality since reporting does not systematically use sex-disaggregated data or cover gender-specific issues. Only the annual report of 2008 and the PPR of biennium 2008-2009 have featured considerable gender results in activities undertaken. This is because a gender dimension has been reflected in some of its sub-programme expected achievements.

**Table 5: Gender Focus in UNEP Reports (from 2006-2011)**

Document	Rating	Review notes
1. UNEP 2007 Annual report	MU	- Only the introduction part mentions gender and mainly on staffing
2. UNEP 2008 Annual	MS	- Mentions gender in internal reform, gender parity in staffing,

Report		gender an integral part of programmatic, management and operations; gender focal teams and gender action plans, gender mainstreaming training and partnership established, including Gender and Climate Change Alliance, with key partners such as UNDP, IUCN and WEDO. - Gender is discussed slightly in some sub-programme (Disaster and conflict- targeting women in environmental programme; and ecosystem management- targeting women on awareness raising)
3. UNEP 2009 AR	MU	- Partnership section mentions gender and mainly on female representation to civil society organizations - Mentions that 40% of UNEP POW for 2008-2009 outputs contributed directly to Bali strategic plan. But, female participation was not indicated - UNDAF participation highlighted but does not mention specific UNEP contribution in gender mainstreaming
4. UNEP Annual Report 2010	U	- Gender is not mentioned at all
UNEP Annual Report 2011	MU	- Mentions gender integration in programmes. Features UNEP publication on Women at the frontline of climate change. - Features Gender unit in organogram
5. Programme Performance Report Biennium 2006-2007	MU	- Gender results not linked to all the sub-programme objectives and expected accomplishments (EAs). Out of 7 sub-programmes, only 3 sub-programmes (2, 5 and 7) feature gender in the main achievements.
6. Programme Performance Report Biennium 2008-2009	MS	- Gender is integrated into some EAs in 3 out of 6 sub programmes (SP3, SP4 and SP6). In one sub-programme EA, gender is included in performance indicator. In 4 sub-programmes, gender is included in the achievement highlights.
7. Programme Performance Report Biennium 2010-2011	MU	- Gender is featured in a specific section: Integrating Gender Perspective into Programme Implementation. But, only highlights no. of projects designed with gender actions into their overall project activities and incorporated gender specific activities. - Gender is not integrated per sub-programme EAs and outputs. Only Climate change output 5 highlights gender in the achievements (Public awareness).

Rating scale: U-Unsatisfactory, MU-Moderately Unsatisfactory, MS-Moderately Satisfactory, S-Satisfactory

132. **Mainstreaming gender in human resource management practices.** The commitment covers four action categories: i) Gender in competencies, ii) Gender balance in staffing, iii) Gender in equal opportunity policies- Career enhancement, life and work balance, harassment and anti-discrimination at the workplace). The administration of UNEP human resources management is outsourced to UNON (vacancy announcements, selection process, staff orientations and corporate training programmes). A lean structure for HR matters has been retained within UNEP to focus on staffing table management (staff requirement per biennium POW).
133. **Gender in competencies and performance appraisal.** All generic job profiles have gender elements in competencies under professionalism: "Takes responsibility for incorporating gender perspectives and ensuring the equal participation of women and men in all areas of work". An additional responsibility of taking due account for geographical and gender balance in staff recruitment is added for managers

(P5 and above)<sup>29</sup>. Integrating gender competencies for consultants and in the staff' Performance Appraisal System (PAS) however, has not been done systematically. Except for achieving gender balance for the ED and Directors of Divisions, the generic PAS form (from the office of the UN secretariat) does not include a specific goal for gender equality. Gender is merely mentioned as one of the UN core values. The form however, is flexible allowing agencies to incorporate gender equality goals or targets. However, UNEP did not make adjustments to integrate gender equality commitments set by the GePA.

134. **Gender balance in staffing.** UNEP set a target of achieving a 50-50 gender balance in all categories, posts, and levels. To achieve this target, all division directors are held responsible in their EPAS under the compact with Executive Director. This is accompanied with a mechanism for addressing gender concerns in the selection and recruitment process. The result is impressive: UNEP has achieved a 5 percent point increase in women representation in staffing at the professional category. In the professional categories, the proportion of female staff is gradually increasing with most significant increases at P2 and P3 level. At the highest level (USG/ASG), gender balance has been achieved. But, increasing the proportions of female staff in P5 and D1 levels remains a challenge. One of the problems of recruitment for higher positions is that there seem not to be enough qualified women applicants. The review noted however, the existence of a voluntary "Women's Network" established by professional women from UNEP, UN-Habitat and UNON to promote women's career progression and address gender imbalance at senior levels. The network could play a role in encouraging more women applicants and supporting their career advancement. The network has already initiated a mentoring programme in 2011, which benefitted around 20 women with plans for expansion to other UNEP offices.

135. On the positive side, having more female staff in P2 and P3 positions means that UNEP has a rich pool of female staff who can be eligible candidates for higher positions, if they are given more possibilities for career advancement. However, staff perception for career advancement opportunities in UNEP is rather low based on the staff opinion survey in 2008<sup>30</sup>.

**Table 6: Proportions of Female Professional staff in UNEP**

year	USG/ ASG		D2		D1		P5		P4		P3		P2		P1		Total	
	TotalFemal	le	TotalFemal	le														
2006	3	0%	8	38%	43	19%	85	19%	144	36%	134	43%	89	64%	3	67%	509	39%
2007	3	0%	11	36%	39	18%	93	23%	153	40%	144	45%	92	61%	2	50%	537	40%
2008	3	33%	10	30%	42	14%	78	27%	141	40%	109	44%	37	68%	0		420	38%
2009	3	33%	9	33%	50	18%	116	25%	197	38%	180	47%	105	65%	8	75%	668	41%
2010	3	33%	10	40%	46	17%	112	24%	187	38%	174	47%	115	67%	4	100%	651	42%
2011	4	50%	11	45%	50	22%	117	27%	197	42%	189	49%	95	71%	3	67%	666	44%
Increase in Pct point <sup>31</sup>		50%		8%		3%		9%		6%		5%		6%		0%		5%

Data Source: UNEP Gender statistics provided by the UNON HRMS to the UNEP SGA and 2011 figures directly from UNON HRMS, February 2012.

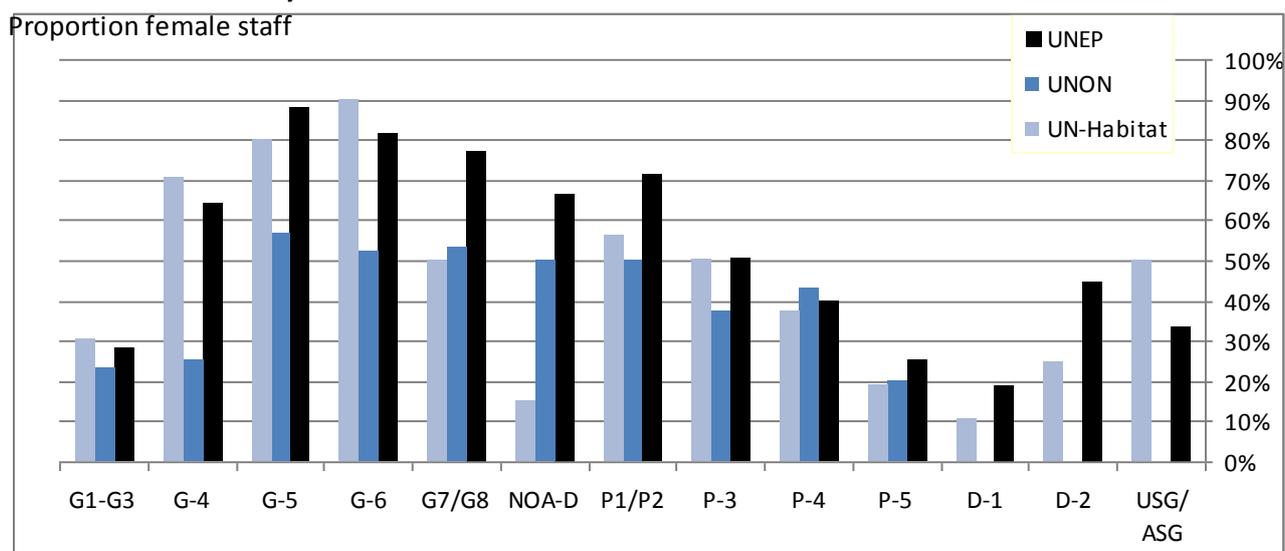
136. Compared with other agencies, UNEP shows better progress in achieving gender balance in almost all categories (Professional, General Service and National Officer A-D or NOA-D) and at almost all levels.

<sup>29</sup> UN Generic Job Profiles for P5 and P2

<sup>30</sup> UNEP and UNEP MEA Staff Opinion Survey Results, 2008

<sup>31</sup> Percent Point is the unit for the arithmetic difference of two percentages (initial and final).

**Figure 1: Comparison of proportions of female staff in all categories between UNEP, UNON and UN-Habitat as of 28 January 2011**



Source: UNON HRMS, 2011

137. **Promotion of equal opportunity policies.** UNEP has formal policy measures in place to encourage both male and female staff to contribute to their best in UNEP. These include career development, life/work balance and sexual harassment policies.

138. **Career development.** UNEP shows good progress concerning equal participation of male and female staff with supervisory responsibility for career enhancement training programmes. For example in the Development Management Programme, by 2010 there was 50-50 gender balance of participants. The regular leadership programme however, had more male participants than female. But this has been compensated with the Women Preparing for Leadership Programme, so that, overall, there is more female staff provided with leadership training than male staff. The career support/development programme is voluntary through nomination and targets staff performing supervisory and managerial functions (from P4-D2). For the management and leadership training, nomination does not consider gender, except of course for the Women Preparing for Leadership Programme, which excludes male participants and benefitted a total of 35 women staff members (see table 7). Despite of this, the career support/development training programme in 2010 and 2011 only reached a small number of female staff: 57 out of 130 or about 36%. Hence, these programmes should be focused more on women at P5-P4 levels to prepare them to assume higher responsibilities.

**Table 7: Participants in the Corporate Career Support Development Programme**

Training Programme	2010		2011		Total	% Female
	M	F	M	F		
Management Development Programme	12	5	13	13	43	42%
Leadership Programme	9	3	3	1	16	25%
Women Preparing for Leadership		17		18	35	100%

Source: UNON STDU, 2011

139. **Life/work balance policy.** UNEP introduced flexible working arrangements in 2003<sup>32</sup>, which offer options such as i) staggered working hours, ii) compressed working schedule and scheduled break for external learning activities. But, there has been no agency-wide implementation of flexible working arrangements. Its implementation is left to the Division Directors in consultation with staff. Hence, there is no information on the uptake of flexible working hours by staff.

<sup>32</sup> UNEP Executive Director's Memorandum on Flexible Working Arrangement, 2003

140. **Sexual Harassment Policy.** The SGA has been appointed as focal point for the Policy. While some cases have been initially reported to the SGA, not one case has been officially investigated mainly because complainants lack the determination to pursue the case due to perceptions that the investigation panel is not neutral. In 2008, it was recommended that an independent person (not the ombudsman), a trained counsellor who does not reside within the UN complex be appointed to address sexual harassment matters. To date, no such structure exists and staff members remain reluctant to use the current system for addressing sexual harassment issues. The results of the perception survey indicate that not all UNEP staff members are aware of equal opportunities policies and between 32%-45% of respondents rated the gender sensitivity of human resource management practices as unsatisfactory.

**Table 8: Staff perception on gender sensitivity of UNEP human resources management practices**

Answer Options	Highly satisfactory	Moderately satisfactory	Moderately unsatisfactory	Very unsatisfactory	Don't know
Recruitment and promotions	13%	37%	15%	25%	9%
Life and work balance	11%	38%	21%	23%	9%
Staff /Career development (training, leadership, mentoring)	11%	32%	16%	29%	12%
Sexual and emotional harassment	16%	36%	12%	20%	17%

Source: Gender Perception Survey, 2012

141. Constraints to promoting equal opportunities policies.

- Inadequate information of staff on UNEP policies and mechanisms for promoting equal opportunities policies mainly due to: i) the absence of a comprehensive package for staff induction, which is limited to general orientation of living situation, including security briefing. Orientation about UNEP work is left to the hiring division. In most cases, this is not done for lack of official instruction. So far only DEPI has started a formal induction of new staff; and ii) inadequate mechanisms for sharing information and referral system for staff issues. Only 1 UNON staff is assigned per UNEP division for all kind of staff issues.
- Ineffective mechanisms for implementation of harassment policy. SGA as the focal point received complaints but was unable to pursue the filing of complaints due to reluctance of complainants to pursue the complaint. The SGA and the immediate supervisors are not seen as neutral parties. Inadequate information of staff on the current system also contributes to this reluctance.
- Inadequate mechanisms to follow up on issues pertaining to selection of staff. The focal point for women has no mechanism to track whether recommendations are considered as the appointment solely rests on the appointing officer (ED and Division heads). Inadequate information of staff on the current system also contributes to this reluctance.

### ***Delivery sphere - gender mainstreaming at operational level***

142. The delivery sphere deals with mainstreaming gender equality and equity in the formulation and implementation of programmes and projects and the way gender is addressed in the underlying theory, methodology and applied research. Specific actions include i) gender mainstreaming in programmes and projects; and ii) knowledge management, which comprises the four other actions indicated under this sphere.

143. **Gender mainstreaming in programmes and projects.** UNEP recognizes that programme and projects provide the critical entry points from which it can contribute to the promotion of gender equity and equality. Thus it recognizes the importance of integrating gender considerations into its programmes

and projects and set up mechanisms to ensure that gender is reflected in these processes. The location of the SGA at the QAS and as member of the Project Review Committee mirrors the importance UNEP has attached to these processes.

#### **Box 6: Highlights of Achievements in Delivery Sphere**

Mechanism for ensuring gender sensitivity of programmes and projects: Established mechanisms for reviewing gender sensitivity of projects: i) Project Review Committee includes the Senior Gender Advisor as a member to review whether the project design reflects an adequately analyzed and integrated gender perspective; and ii) Gender consideration has been included as an important consideration in project quality standards and review criteria<sup>33</sup>, project format and reporting. - Compliance to gender criteria is a standard requirement for project approval

Guidance: Developed gender guidance on: i) Guidance Note on Gender Analysis at Project Level, which is integrated into the revised Programme Manual, and ii) Environmental Safeguards: Checklist of Environmental and Social Issues for GEF projects; iii) specific gender criteria in post conflict and disaster assessments; and A Handbook on Women, Natural resource Management and Peace building with UN Women.

Integration of gender considerations into UNEP's strategic planning documents: Medium Term Strategy 2010-2013, Programme of work 2010-2011, Strategic Framework 2010-2011 and integrated gender actions in 74 projects during biennium 2010-2011

Knowledge management: Collaborated with UNDP and UN women in generating an interactive knowledge management platform: MDGF- Week in Focus

Publications: Some UNEP publications on Gender and Environment: i) Women at the Frontline of Climate Change: Gender Risks and Hopes; ii) Insights into Gender and Environment: A series of articles that explore the gender aspects of a wide variety of environmental issues from the perspective of women experts; iii) Tunza on Gender Equity and the Environment. A special Edition of UNEP magazine for Youth; iv) GEO Year Book 2004/2005 Feature Focus: Gender, Poverty, and Environment and highlights the gender and environment milestones.

144. **Gender mainstreaming in overall programming.** The review noted that although gender is a priority in the MTS and Strategic framework and POWs, gender equality still needs to be fully integrated into UNEP's programmatic priorities. In all the sub-programmes reviewed, the areas of focus for gender mainstreaming have been included in their respective strategy statement, but not reflected in the EAs performance indicators and PoW output indicators. Without this level of integration, reporting on gender will often be missed out, even if project reporting requires this input. More details are discussed in paragraph 74.

145. **Gender mainstreaming in the project cycle.** The draft UNEP programme manual elaborates the processes involved in all stages of the project cycle from planning and design to implementation, monitoring and evaluation. The review finds that UNEP put strong emphasis on gender considerations in the planning and design stage. A guidance note on Gender Analysis has been integrated into the manual to support the design process. Gender analysis requires projects to identify gender-specific negative impacts, if any, and to incorporate activities to be undertaken, which should be included in the project delivery plan and budget. Gender analysis in projects is vital as this will determine whether gender is relevant, and thus requires gender specific measures. Otherwise, it is not necessary to incorporate gender specific measures. The SGA reviews the designs and project approval is subject to compliance to gender criteria. The incorporation of a gender perspective is compulsory in the design process, yet, as mentioned before, gender has not been meaningfully integrated into the project designs. Rather, it is relegated to statements of political correctness made to ensure that PRC approval requirements are fulfilled<sup>34</sup>. The incorporation of a gender perspective does not

<sup>33</sup> Item 4. Addressing gender and Socio-economic issues: i) Potentially negative environmental, economic and social impacts of projects; and ii) Gender responsiveness as outlined in the respective program frameworks

<sup>34</sup> Findings from the Formative Evaluation of UNEP Programme of Work 2010-2011: Findings on gender, page 187.

necessarily mean that gender specific measures should be incorporated into the design where they are not relevant. It simply means that projects should be designed with a gender lens using the gender criteria. The mechanical incorporation of gender issues could also be the consequence of inadequate capacity of programme staff to undertake gender analysis.

146. **Gender mainstreaming in project implementation and monitoring.** Gender considerations in implementation and monitoring are weak. The Monitoring Policy does not consider any gender aspects and many project documents hardly feature gender aspects in activities' planning and implementation as noted in the formative evaluation. Gender aspects also rarely featured in project performance or monitoring plans, although project managers are required to do so. There is no systematic monitoring and reporting on gender-specific issues or using sex-disaggregated data.
147. **Gender mainstreaming in evaluation.** The treatment of gender aspects in evaluation is also weak. The Evaluation Policy does not integrate a gender perspective and the reference to gender aspects in the evaluation manual is minimal and insufficient to bring out learning on gender mainstreaming and demonstrating gender equality results and impacts. The evaluation manual does not require gender as an integrating element in the evaluation criteria for all types of evaluation. Although the Evaluation Office adheres to the requirement of gender balance in team composition, it has hired a gender specialist to specifically look at gender issues in only a few rare instances. Before mid-2011, gender was also not systematically featured in the evaluation terms of reference (TOR) for programmes and projects. In practice gender was incorporated in the TORs on a case-by-case basis, depending on the degree of gender elements in the project as assessed by the Evaluation Office during the planning for evaluation. Since mid-2011, all evaluation TORs explicitly require the evaluators to look at gender, under the criterion "Complementarities with UNEP strategies and programmes"<sup>35</sup>. Evaluation reports treat gender issues with a varying degree of depth and detail, mainly due to poor reporting and monitoring on gender by the majority of projects, but also due to a lack of gender expertise in the evaluation teams. This requirement resulted to an increased focus of evaluation on gender-differentiated outcomes and impacts of projects, gender equality issues and project contributions to the promotion of gender equality.
148. **Gender mainstreaming guidance and capacity building.** The review finds that methodologies, instruments and tools for gender mainstreaming in specific programmatic priorities are limited. Many UNEP staff complained that available programming guidance is so broad and focused mainly on ensuring participation of women in UNEP supported activities and initiatives. They need more practical guidance that will enable them to understand appropriate entry points for mainstreaming gender equality and equity into the different sub-programmes. Most UNEP projects and initiatives are more normative than operational. But, there is no practical guidance for gender analysis coming from this perspective. The lack of practical guidance and tools as well as inadequate capacity building of staff coupled with ambiguities concerning the gender equality goals of UNEP and how each sub-programme should contribute to these goals constitute the major impediments to gender mainstreaming in programmes and projects.
149. **Knowledge management on gender and environment.** There are many knowledge products, valuable experiences and good practices on gender and environmental management developed by UNEP projects and partnerships in different sub-programmes. But, they are dispersed across the organisation, without a mechanism to effectively consolidate and share, and therefore not easily

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<sup>35</sup> The TORs request the evaluators to look at the following questions : Ascertain to what extent project design, implementation and monitoring have taken into consideration: (i) possible gender inequalities in access to and the control over natural resources; (ii) specific vulnerabilities of women and children to environmental degradation or disasters; and (iii) the role of women in mitigating or adapting to environmental changes and engaging in environmental protection and rehabilitation. Appreciate whether the intervention is likely to have any lasting differential impacts on gender equality and the relationship between women and the environment. To what extent do unresolved gender inequalities affect sustainability of project benefits?

accessible to UNEP staff. They exist in pockets managed by specific divisions or offices. The gender website does not maintain a dedicated section for knowledge management<sup>36</sup>, although it features some knowledge products and links to various partnerships such as the Network of Women Ministers for the Environment; Women Watch<sup>37</sup>, Global Gender Climate Change Alliance (GGCCA), Women in Europe for a Common Future (WECF), UNDP Women’s Empowerment, and Women’s Environment and Development Organization (WEDO). UNEP also produced a few high quality publications on gender and environment such as: i) Insights into Gender and Environment; ii) Tunza on Gender Equity and the Environment; and “Women at the Frontline of Climate Change: Gender Risks and Hopes”. There are also various good practices linking gender and Climate change, policy development, poverty-environment, sustainable energy, and sustainable water documented by sub-programmes and divisions. But all these valuable publications are not shared systematically and their dissemination is limited. The gender website is currently being revamped. Updating and collating information from all the six sub-programmes are on-going. A section on “Gender Reforms with UNEP” has been created to feature gender mainstreaming activities in different sub-programmes.

**Box 7: The “Gender Week in Focus”: An example of an innovative knowledge management platform**

The Division of Regional Cooperation (DRC) developed an innovative knowledge management platform for expert support, information exchange and sharing of lessons learned in MDGF-programming Environment and Climate Change Window. As part of this initiative a “Gender Week in Focus” was conducted in partnership with UN Women, presenting a collection of innovative examples from actual practitioners in gender and sustainable development joint programmes. The purpose was not only to provide learning experiences, but also to enrich the development of knowledge around gender and sustainable environmental management. DRC is capturing these exchanges to an easily accessible and searchable “wiki website”. The gender week in focus also brought out the need for further training on gender issues in the context of environmental programmes. With the support from DRC and UN Women the SGA is planning to develop an interactive module on Gender and climate change for UNEP and other UN staff dealing with environmental programmes.

150. **Gender Review for UNEP publications.** Publications criteria are clear. These include i) balance in authorship between women and men; ii) compliance to gender guidelines; and iii) review by divisional GFP and Senior Gender Advisor to ensure that language and images demonstrate gender sensitivity. The SGA has online access to all the publishing application forms before they are presented to the Publishing Board for approval. This provides an opportunity to comment on how gender issues, if relevant, should be reflected in the publication. The process is almost always observed but there were few occasions where the process has not been followed, and yet publications were approved. Some examples are the fact sheets of the six thematic priorities. There were opportunities for integrating gender dimension such as integrating links between gender and environment and using gender sensitive language when referring to people under the poverty alleviation section. Since it did not pass screening for gender sensitivity, they have no gender focus at all. Another weak point of the review process is the timing. GFPs commented that they are only asked to review when the documents are almost ready for printing. Under time pressure, it is almost impossible to conduct thorough reviews.

**Constituency sphere – partnerships**

**Box 8: Highlights of Achievements: Partnerships established**

Network of Women Ministers and Leaders for the Environment- UNEP provides secretariat support to the Network, organized a High Level Gender forum in 2009, and provided technical advice and substantive inputs to strengthen the establishment of Regional and National networks.

<sup>36</sup> Starting March 2012 however, the gender website features a fully functional database of knowledge products.

<sup>37</sup> Un Inter-Agency Network on Women and Gender Equality

Global Gender and Climate Alliance - UNEP has strengthened partnership with UNDP, WEDO, and IUCN to develop a systematic approach towards mainstreaming gender perspectives in the global climate change agenda. The alliance developed a Resource Guide on Gender and Climate Change for incorporating gender perspective into gender analysis and implementation of adaptations and mitigation measures

Council of World Women Leaders – UNEP Gender Unit and DEPI received technical support related to water management through the Environmental policy fellowship programme

World Bank (WSP), Global Water Partnership, Gender and Water Alliance- UNEP led the development of the gender mainstreaming strategy for the water sector in Africa.

University of Sussex, Institute of Development Studies: developed the Gender and Climate Change research series (Cutting Edge pack). UNEP Climate Change sub-programme informed the research.

UN Economic Commission for Africa: Africa Centre for Women and Development- established a panel on Climate Change and Gender during the Africa Development Forum (ADF) to facilitate understanding of the centrality of human and social development to climate change discussions and actions

Women as the Voice of Environment (WAVE): UNEP Major Groups and Stakeholder Branch organized this major group for tackling environmental issues and encourage broad participation of women in environmental decision-making. The first WAVE Assembly was facilitated by UNEP in 2004. The Assembly focused on generating outputs related to the upcoming Beijing+10 review session, the five-year review of the Millennium Development Goals (MDGs), and the 13<sup>th</sup> session of the UN Commission on Sustainable Development. Over 150 participants from 60 countries attended the Assembly. A follow up event was organized in 2007 also in Nairobi.

UN Women: Joint initiative on mainstreaming Gender and natural resource management in peace building with UN Women<sup>38</sup> implemented by UNEP Post Conflict and Disaster Management Branch and development of gender criteria for post conflict and disaster assessments.

IANGWE: UNEP is an active member in the inter-agency mechanism for coordination, dialogue and collaboration in the UN system on issues related to gender equality and empowerment of women.

UNREDD: a collaborative programme on Reducing Emissions from Deforestation and Forest Degradation (REDD) implemented by UNDP-UNEP-FAO in close coordination with the secretariat of the Framework Convention on Climate Change and the World Bank Forest Carbon Partnership Facility to ensure a coordinated approach to countries. UNEP is a member of the UN REDD Gender Team coordinated by UNDP.

UNDP-UNEP Poverty and Environment Initiative (PEI) is a global UN-led programme that supports country-led efforts to mainstream poverty-environment linkages into national development planning. Gender has been mainstreamed into the PEI handbook.

MDG-F Knowledge Management Project: An innovative knowledge management platform for expert support, information exchange and sharing of lessons learned in MDGF-programming Environment and Climate Change Window developed by DRC.

151. UNEP works in partnership with a whole range of stakeholders and partners, building on their respective resources, expertise and comparative advantages. They have been instrumental in strengthening UNEP's advocacy on the links between gender and environment, increasing the recognition of gender issues in environmental discussions and for a development of guidance, strategy and approaches for mainstreaming gender in environmental issues, development of knowledge products, and accessing technical support. UNEP has also consistently worked with UN agencies at interagency level and the results of these collaborative efforts and alliances in various thematic areas on gender are very positive. However, many UNEP staff and partners are unaware of the extent to which UNEP has supported partners in gender mainstreaming. The responses from the online gender survey are telling: 48% of UNEP respondents indicated that they are unaware of UNEP's support to partners in gender mainstreaming and 38% indicated the support is "rather poor" or "poor". Response from partners was similar: 40% were not aware of any UNEP support for

<sup>38</sup> The joint initiative with UN women was signed in February 2011 and consisted of two phases: policy development and research targeting women as actors for peace-building. This partnership however, has not been reflected in the POW.

addressing gender issues and 36% indicated that the support was rather poor. UNEP's role in engaging with partners also needs to be clarified. The reasons for this are as follows:

- The GePA does not consistently indicate expected outcomes and outputs of these partnerships. Consequently, many UNEP staff express the need to understand what should be the role of UNEP when engaging with partners for gender and environment issues.
- The UNEP Partnership Policy has not defined the framework for engagement of partners on gender and environmental issues.
- Partners' contributions in promoting gender equality through collaborative initiatives with UNEP hardly feature in the Programme Performance Report and the Annual Report. Reporting so far, mentions only the activities but not the results or outcome of the activity. For example one action targeted under the constituency sphere is to provide technical assistance to ministers of environment to develop gender policies and plans of action. The outcome indicator is clear: % of ministries of environment that have developed gender policies in the environment sector. Yet, no outcomes have been systematically reported.

#### **E. Assessment of UNEP contributions to promoting gender equality and equity in the environmental sector**

**Evaluation question 4:** To determine the likelihood that UNEP interventions and partnerships will contribute to (impact areas): i) improving the understanding of the relationship between gender and environment and identifying lessons learned on gender-related aspects of environmental issues; ii) increasing women's participation in environmental rehabilitation and protection efforts; and iii) promoting equal participation of women and men in policy formulation, decision-making, implementation, monitoring and reporting for sustainable management of environmental resources.

152. Evaluations look at impact of interventions and partnerships. The review examined 24 Terminal Evaluation reports of UNEP projects and partnerships from 2006 to 2011. The review originally intended to select four projects from each of the six thematic priorities, but this was not possible as the evaluated projects did not always fit within the current six thematic priorities and evaluation reports did not make specific reference to thematic priorities. The review proceeded by randomly selecting four projects each year ensuring a good mix of activities undertaken by the projects. UNEP project activities analysed range from assessments, research, capacity building, generating knowledge base, support to policies and plans, and support to environmental governance. The review assessed whether these project activities have contributed or were likely to contribute to promoting gender equality results indicated in the evaluation question or impact areas. It also examined whether the evaluation has been conducted in a gender sensitive manner using a rating scale. The evaluation has a significant gender focus or rated satisfactory if it pays attention to assessing the impact or implication of project activities on gender equality/equity and women empowerment whether or not it is required in the TOR.
153. Ideally, a gender sensitive evaluation should explicitly require that gender equality and equity dimension are an integral part of the evaluation criteria of project performance and impacts, and requires gender sensitivity in the evaluation process<sup>39</sup>, including gender balanced team and gender balanced stakeholders' participation.
154. As presented in Annex 4, the majority of UNEP projects evaluated were not able to demonstrate their contribution to promoting gender equality mainly due to lack of substantive gender considerations in the project design and implementation, lack of sex-disaggregated and other gender-specific data, and

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<sup>39</sup> Evaluation Ethics from the UN Evaluation Group Norms and standard for evaluation: In the light of UN Universal Declaration of human rights, evaluators must be sensitive to and address issues of discrimination and gender inequality.

lack of focus on gender dimensions in UNEP evaluations. Evaluation also plays an important role in bringing out project's contributions to gender equality. But, it cannot do so unless the evaluation parameters include gender dimensions. Only 8 out of 24 evaluations reviewed gave adequate attention to gender issues (two of those did not have specific gender parameters in the terms of reference). Half of these evaluations have clearly demonstrated the project's contribution to the three impact areas under review. Note that since mid-2011, as evaluations have given increased attention to gender-differentiated outcomes and impacts of projects, gender equality issues and project contributions to the promotion of gender equality have become more prominent.

155. UNEP's comparative advantage is its capacity to support high quality scientific research and assessments. They can potentially contribute to improving the understanding of the links between gender and environment. They can also potentially influence national policies and development plans related to environmental management and protection to also address gender-based discrimination and in improving the participation, access to and control of women over environmental resources. But, many of these research studies and assessments have not consciously employed a gender sensitive research method and data analysis and are therefore unable to bring out gender-differentiated impacts, vulnerabilities and obstacles as well as opportunities.
156. Two valuable recommendations on scientific research studies should be taken into consideration: 1) science-based projects on impact assessments and adaptation to climate change and similar projects should ensure that activities related to stakeholder participation of men and women are incorporated in a substantive manner in the project design as well as in the work plan and budget<sup>40</sup>; and 2) targeted research projects should have a clear concept on how the outputs/outcomes can be used by different stakeholders and who benefits from using the results of the research<sup>41</sup>.
157. Other UNEP projects - both normative and field-operation projects - and partnerships can potentially contribute to the abovementioned gender equality and equity impact areas. The key is carrying out a meaningful gender analysis at the outset, and based on this analysis, integrating specific project activities to address gender-based discrimination, vulnerabilities or opportunities, if any, in the project design, and requiring sex-disaggregated data and other gender-specific information in monitoring and reporting.

## V. Main Conclusions

158. The section features the main conclusions derived from the findings and highlights key achievements and challenges<sup>42</sup>. Cross references from the findings are indicated to facilitate cross checking of conclusions.

### ***Achievements***

159. UNEP has committed itself to the promotion of gender mainstreaming by implementing a corporate Gender Plan of Action (GePA) which is highly relevant to UNEP's work, given UNEP's focus on promoting sustainable environment and the irreducible links between gender, environment and sustainable development: "gender equality and equity are prerequisites to poverty eradication and sustainable development". This commitment is reflected in the current MTS by making gender responsiveness as one of the supporting institutional mechanisms to enable the delivery of six priority sub-programmes for the period 2010-2013 (see paragraph 95).

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<sup>40</sup> Terminal Evaluation Report: Assessment of Impacts of and Adaptation to Climate Change in Multiple Regions and Sectors (AIACC). GF/2010-01-07. Evaluation and Oversight Unit United Nations Environment Programme Nairobi, Kenya

<sup>41</sup> Terminal Evaluation of the Role of the Coastal Ocean in the Disturbed and Undisturbed Nutrient and Carbon Cycles. UNEP/GEF project GF/1100-99-07. Evaluation and Oversight Unit United Nations Environment Programme Nairobi, Kenya

<sup>42</sup> Annex 6: Challenges Identified. Gender Perception Survey.

160. UNEP has sought to mainstream gender into the core business processes of the organization although the level of gender mainstreaming is not uniform in strength across all these corporate processes. Overall, the level of gender mainstreaming is stronger in some aspects of the organizational sphere, particularly in selection and recruitment practices (see paragraph 134), and publication (see paragraph 150) as well as in some parts under the delivery sphere, particularly in project design review processes (see paragraph 145). The main driver for this better performance is the strong leadership exhibited by management on these aspects. The evaluation noted that for those gender issues that were clearly perceived by staff as management priorities, the level of efforts have been stronger.
161. The UNEP Executive Director, heads of division and the recruitment review panel including the SGA played a very positive role in achieving very good progress in gender balance of staff. UNEP has achieved a higher women representation in staffing at 58% Female and 42% male. At professional category, consisting of 44% female staff, the proportion of female staff is increasing with most significant increases at P2 and P3 level. UNEP now has a rich pool of female staff that could be tapped for increasing women representation at higher professional level. At the highest level (ASG/USG), gender balance has been achieved.
162. Screening for gender sensitivity has been well entrenched into the UNEP publication system. A clear set of criteria has been established and followed through with the engagement of the SGA and the gender focal points. But, there is room for improving the system to make it more rigorous in order to ensure that all publications reflect gender perspectives.
163. The review finds that gender mainstreaming has been introduced in programming and project designs. Gender has been mainstreamed into UNEP's overall programming documents as one of the institutional measures to support effective delivery of the sub-programmes. The presence of references to gender in project design is largely attributed to the mechanism established for gender mainstreaming in project review as part of the quality assurance processes. Integration of a gender dimension in programme and project has been made compulsory. A guidance note on Gender Analysis has been integrated into the draft programme manual to support the design process. The SGA reviews the designs and project approval is subject to compliance to gender criteria.
164. UNEP has consistently worked with partners, including UN agencies at interagency level and the results of these collaborative efforts and alliances in various thematic areas on gender are very positive. Partners have been instrumental in strengthening UNEP's advocacy on the links between gender and environment, increasing the recognition of gender issues in environmental discussions, development of thematic gender guidance, strategy and approaches for mainstreaming gender in environmental issues, development of knowledge products, and accessing technical support (see paragraph 151).

### **Challenges**

165. The implementation of the Gender Plan of Action (GePA) has been weakened by a number of constraints. Some of these weaknesses are strategic and can be traced back to the very core of the UNEP gender equality mandate and the strategy it has adapted to operationalize this mandate. Other weaknesses relate more to institutional arrangements or implementing mechanisms adopted to support gender mainstreaming institutionally and operationally.

### **At strategic level**

166. UNEP's gender mainstreaming framework needs to be clarified and reoriented with a strong sense of organizational values and a sense of direction for gender mainstreaming (see paragraphs 66-77). The review finds that the gender mainstreaming strategy and its accountability and results framework are not well understood by UNEP staff due to some ambiguities of the UNEP gender mainstreaming strategy and its accountability and results framework and the low level of awareness of the value of the GePA amongst UNEP staff.

- On context: concepts and processes are ambiguous. The GePA has not defined basic gender concepts such as gender equality, equity and gender mainstreaming and how these concepts are contextualized in UNEP's work. It does not provide the context on how gender equality/equity should be understood in UNEP and how it applies to UNEP work. There is also no vision statement to create an institutional value and a sense of direction and opportunity for gender equality and equity. The lack of a specific gender policy contributes to this ambiguity.
- On gender mainstreaming strategy: The GePA fails to explain clearly the elements of the strategy as applied to UNEP's work. The GePA gender mainstreaming strategy refers mainly to the institutional mechanisms in the four spheres (Policy, organizational, delivery and constituency). It does not indicate targeted measures. Since the gender strategy does not indicate targeted measures to promote gender equality in each sub-programme, this leads to some misconceptions that gender is not relevant in some projects or that gender in UNEP is equivalent to "women, women, and women only".
- On gender equality and equity results framework. The GePA is not results-based. It is simply a strategy with a set of institutional actions, which are not linked to specific expected outcomes or results and to the operational priorities of UNEP. Thus, it is difficult for staff to relate gender mainstreaming activities operationally. Unlike UNDP, UN-habitat and FAO, UNEP's gender equality framework is not well articulated in its strategic planning document.
- On links of the GePA to UNEP's Results-based framework. The introduction of the results-based framework into UNEP programming offered an opportunity for gender mainstreaming to be integrated into UNEP's operational or programmatic priorities. But, gender equality results are not fully integrated into these operational priorities. This suggests that UNEP will continue to have difficulty in demonstrating that meaningful 'gender mainstreaming' has resulted from the new programme planning approach.
- On accountability mechanisms. The GePA accountability mechanisms are very comprehensive, but largely unoperationalized and not clearly linked to the corporate accountability framework. Except for the management compact concerning gender parity in staffing, accountability of staff for gender mainstreaming has not been systematically reinforced with a strong performance appraisal system (PAS). The lack of a corporate gender policy somehow reflects a limited institutional commitment to gender mainstreaming, and weakens the very foundation for accountability within the organization<sup>43</sup>.
- On awareness of the GePA. Majority of UNEP staff are aware of the GePA (61.5 %), but few (27%) have read it. More than a third (38%) is not aware it exists. The UNEP gender mainstreaming strategy and gender equality and equity results framework also need clarity in various aspects.

167. The integration of gender perspectives into corporate and thematic policies has not been systematically done (see paragraphs 120-121). In the few documents that featured gender, the focus is generally minimal. The main reasons for this deficiency are inadequate policy review mechanisms – approval of policies has not been tied to mandatory requirement for gender sensitivity of the documents; and limited engagement of the SGA in the policy development process – participation of the SGA has not been made mandatory and the SGA's level of influence is low not being a member of the Senior Management Team.

168. The implementation of the divisional and regional gender action plans is weak largely due to lack of a strong corporate push as implementation and resourcing were left to the divisions, and also because they are isolated from the corporate strategic planning document: they are taken as separate

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<sup>43</sup> Based on the UN system-wide standards on gender mainstreaming (CEB 2006/2), having a gender policy is one of the key elements of a strong accountability framework for gender mainstreaming.

planning documents. Major improvements were introduced since MTS took effect, which include the integration of gender considerations into the corporate results-based framework and the development of Thematic Gender Plans of Actions. However, despite efforts from the SGA in collaboration with sub-programme coordinators, the thematic gender action plans were not widely known by all members of the gender focal teams in the divisions and regional offices. Some UNEP staff interviewed expressed that they were not aware of the plans. Others expressed that they have commented on them, but have not seen the final plans. Just like the previous divisional plans, they are isolated and there is no mechanism for monitoring and reporting of the plans (see paragraphs 125 and 126).

### ***At institutional level***

169. The institutional setup for gender mainstreaming in UNEP is currently inadequate (see paragraph 86):
- Staffing for UNEP gender mainstreaming is too low (see Table 3). There is hardly any Gender unit to speak of: there is just one SGA located at the QAS. This limits the SGA's visibility institution wide. Being alone, reviewing project designs occupies most of the SGA's work time, sacrificing other important functions.
  - Weak coordination and communication between the Senior Gender Advisor at headquarter and the Gender focal teams in various divisions and regional offices. The establishment of GFP networks has not been followed up systematically. Consequently, some UNEP staff are unaware of who the gender focal points are in their own divisions or offices. Many GFPs are inactive and no longer in regular communication with the Gender unit at headquarters.
  - Very little investment has been made in capacity building and there is no mechanism for exchanging experiences and lessons learned.
  - There is also a need to clarify the role of the SGA, Gender Coordinators and the GFPs and optimize this relationship.
  - The Gender focal team by division and regional offices arrangement is no longer responsive to the thematic programming approach.
170. Resource allocation for gender mainstreaming in UNEP is currently inadequate (see paragraphs 81 and 122). The review did not find sufficient evidence of proactive efforts from management to mobilize adequate funds for gender. Extra-budgetary funds so far mobilized were inadequate to support full implementation of the GePA. This weakness can be attributed to the absence of a resource mobilization strategy for gender. Moreover, it was difficult to establish UNEP spending on Gender as gender is mainstreamed into operations and no fixed budget line is attributed for gender. POWs do not reflect specific costs for gender mainstreaming. With the current UNEP funding mechanism for operations, which is tied up to sub-programmes, the prospect for specific funding for gender is bleak unless a certain allocation could be provided for crosscutting issues, including gender.
171. Awareness-raising and capacity building of staff for gender mainstreaming is insufficient (see paragraphs 129-129 ). The review finds that many UNEP staff members are unaware of the GePA and other gender mainstreaming initiatives of the organization mainly due to inadequate communication and dissemination mechanisms. Another weakness was that the training of all staff to introduce gender mainstreaming and the GePA was not followed up with continuing efforts to communicate the GePA especially to the new staff members during inductions. The review finds that UNEP did not invest sufficiently on capacity building of staff. It has not pursued the development of a comprehensive capacity building plan and has not utilized training opportunities created through inter-agency mechanisms and other efforts from partners.
172. There are various knowledge products, valuable experiences and good practices on gender and environmental management developed from various UNEP projects and partnerships in different sub-programmes. But, they are spread out without a mechanism to effectively consolidate and share,

and therefore not easily accessible to UNEP staff. UNEP needs to pursue a more efficient knowledge management system. The “Gender Week in Focus” platform is very innovative and can be used more broadly for UNEP staff (see paragraph 149).

173. Mechanisms for ensuring gender sensitive human resource management practices are still inadequate (see paragraphs 132-0). Although gender balance has been achieved at the highest level (ASG/USG), increasing the proportions of female staff in P5 and D1 levels remains a challenge. UNEP needs to pay more attention to supporting career enhancement and life and work balance of staff as they are vital for promoting equal opportunities for staff employment and advancement. With more women currently at P4 level, investment in career development training needs to focus more on women. Although UNEP has invested in Women Leadership Training programme, the outreach has been so far limited. Inadequate induction package and referral systems provided by UNON and ineffective mechanism for implementation of harassment policy also weakened UNEP’s efforts to ensuring gender sensitive human resources management practices.
174. Screening for gender sensitivity has been well entrenched into the UNEP publication system. A clear set of criteria has been established and followed through with the engagement of the SGA and the gender focal points. But, the system is not yet rigorous enough to ensure that publications reflect gender perspectives wherever relevant. Consequently, there have been missed opportunities for gender to be reflected in some key publications.
175. Although gender is a cross cutting priority in the MTS and Strategic framework and POWs, a gender equality dimension has not been fully integrated into UNEP’s programmatic priorities: gender mainstreaming and its areas of focus have been included in the respective strategy statement for each of the sub-programme, but not they are not reflected in the EAs performance indicators and PoW output indicators (see paragraph 74). Without this level of integration, reporting on gender will often be missed out, even if project reporting requires this input. Moreover, ensuring gender sensitivity of institutional processes alone does not guarantee the improvement of the quality of life of the disadvantaged or most vulnerable group of people. Without integrating specific interventions into programmes and projects to reduce or eliminate their vulnerabilities or to promote more equitable access to natural resources and more equal participation in decision making among men and women, and without measuring the results of these interventions, UNEP will not be able to demonstrate its contribution to the promotion of gender equality in the environmental sector. UNEP will also not be able to demonstrate in practical terms what it means by linking gender and environment to promote sustainable development. UNEP needs to focus on how the results of its work can contribute to promoting gender equality and equity, and the empowerment of women in the environmental sector.
176. Even though UNEP put strong emphasis on gender considerations in the planning and design stage, gender has not been meaningfully integrated into the project designs. Rather, it is relegated to statements of political correctness made to ensure that PRC approval requirements. Lack of understanding of UNEP gender mainstreaming strategy and its accountability and results framework by staff and insufficient investment in capacity building resulted in mechanical gender mainstreaming in project designs despite well entrenched gender sensitivity requirements in project review and approval (see paragraph 145).
177. Gender mainstreaming in project implementation, monitoring and evaluation remains weak due to the following (see paragraph 146-147):
  - The monitoring policy does not have a gender perspective and many project documents hardly feature gender aspects in activities’ planning and implementation. Gender aspects also rarely feature in performance or monitoring plans. And, there is no systematic monitoring and reporting on gender-specific issues or using sex-disaggregated data.

- The evaluation policy does not have a gender perspective and the reference to gender aspects in the evaluation manual is minimal and insufficient to bring out learning on gender mainstreaming and demonstrating gender equality results and impacts. The evaluation manual does not require gender as an integrating element in the evaluation criteria for all types of evaluation. Gender is also not systematically featured in the evaluation terms of reference (TOR) for programmes and projects.
178. Methodologies, instruments and tools for gender mainstreaming in specific programmatic priorities developed by UNEP are limited (see paragraph 148). Most UNEP projects and initiatives are more normative than operational. But, there is no practical guidance for gender analysis coming from this perspective. On another hand, there are many knowledge products and technical guidance for gender analysis focused on specific themes developed through UNEP partnerships. However, there is no systematic effort to make this thematic guidance widely known and accessible to all programme staff. UNEP can also build from partner's resources for capacity building of staff for gender mainstreaming. But, UNEP has not proactively utilized training opportunities created through inter-agency mechanisms and the efforts of partners. Hence, in spite of these resources, UNEP staff members are clamouring for thematic gender guidance and training.
  179. Monitoring and reporting on the progress of the implementation of the GePA remains weak (see paragraph 146). Initially there was enthusiasm in reporting on progress of the GePA implementation. But the momentum was lost because there was no mechanism established for monitoring and reporting of divisional and Regional gender action plans and the Governing Council and the UNEP SMT decided to integrate the progress of the implementation of the GePA into the Annual and Programme Performance Reports. Since then, gender is not given sufficient emphasis in reporting in the Annual Reports and Performance Reports. Reporting is focused mainly on institutional actions, with very minimal statements of gender specific results. It is difficult to report on UNEP's contribution to gender equality results in each of the sub-programme mainly because there are no specific activities and performance indicators in the Expected Accomplishments and outputs. UNEP will always have difficulty in reporting on gender as long as it does not systematically cover gender-specific issues and use sex-disaggregated data.
  180. UNEP is having difficulty in successfully demonstrating its contribution to its gender mainstreaming endeavours (see paragraph 154). The meta-analysis of evaluation reports shows that majority of UNEP projects evaluated are not able to demonstrate their contribution to promoting gender equality mainly due to lack of substantive gender considerations in the project design and implementation, lack of gender-specific information and sex-disaggregated data in monitoring and reporting, and lack of attention for gender dimensions in UNEP evaluations. Evaluation plays an important role in bringing out UNEP's contribution to the promotion of gender equality and equity within the environmental sector. But, for evaluation to be able to measure this outcome, it needs to have gender sensitive parameters. And, projects would have to ensure that meaningful gender considerations have been reflected into the design, and that they have been monitored and reported covering relevant gender-specific issues and using sex-disaggregated data.
  181. UNEP's comparative advantage is its capacity to carry out high quality scientific research and assessments that could potentially influence national policies and development plans related to environmental management and protection to also address gender-based discrimination and in improving the participation, access to and control of women over environmental resources. But, many of these research studies and assessments have not consciously employed a gender sensitive research method and data analysis and, therefore are unable to bring out gender-differentiated impacts, vulnerabilities and obstacles as well as opportunities.
  182. UNEP's role in engaging with partners is unclear (see paragraph 151). The GePA has not consistently indicated expected outcomes and outputs of these partnerships. And, UNEP partnership policy has not defined the framework for engagement of partners on gender and environmental issues. The

review also noted that partners' contribution in promoting gender through joint programmes/projects and collaborative initiatives to promote gender equality and women empowerment hardly features in the Programme Performance Report and Annual Report.

## VI. Lessons

183. Leadership is crucial to strengthening and making effective progress in gender mainstreaming across the organization. Progress in gender mainstreaming efforts in UNEP is not uniform. Notably, in those aspects that were clearly perceived by staff as management priorities, the level of efforts has been stronger. The same is true with reporting on progress of the implementation of the GePA. When the UNEP Governing Council specifically asked for a progress report on the implementation of the GePA, it gave gender mainstreaming a better visibility than when reporting on gender was "integrated" into the standard reporting system of UNEP.
184. The lack of a clear vision and definition of how the organization understands gender equality and gender mainstreaming resulted in ambiguity in interpretations of gender equality and gender mainstreaming. This creates confusion and impedes staff's understanding and appreciation of their relevance to UNEP's work.
185. Insufficient investment in capacity building particularly on gender analysis resulted in mechanical gender mainstreaming in project designs despite well entrenched gender sensitivity requirements in project review and approval. This is succinctly explained by one of the UNEP staff interviewed: "It is mechanical in the sense that the objective of integrating gender considerations is to get project approval. Gender comments given were not very substantive or significant enough to generate a genuine dialogue. After revising the document, the project is approved. Hence the treatment of gender is more political than strategic, just like all other crosscutting themes that are mandated to be reflected into the document. Projects are pushed to comply with the integration of all cross cutting issues, even if sometimes these are non issues, or when the projects have no connection to the gender issue at all. The result is creating artificial linkages".
186. Insufficient attention by management to mobilize adequate funding for gender mainstreaming is in contradiction to its political commitment for gender equality. Resources are needed for training and building capacity, and programming gender specific actions into projects and partnerships. By not equating political commitment with adequate resources, UNEP management's commitment to gender mainstreaming has been seriously put in question by staff. This negative perception also affects staff's attitude towards mainstreaming gender into their work.
187. UNEP staff has missed many opportunities for learning and exchange of information as well as experiences on gender mainstreaming for lack of an effective knowledge management mechanism. While there are various knowledge products and good practices documented through different projects and partnerships, they are spread out. And, therefore not accessible to staff.
188. Although collaborative efforts and alliances with partners have been very helpful in promoting UNEP's gender mainstreaming efforts, UNEP staff members have not understood well what it means and what the role of UNEP should be in partnerships for gender mainstreaming. The lack of a policy framework and guidance for engagement of partners on gender and environmental issues contributed to this misunderstanding.
189. Gender mainstreaming has not been visible and explicit. While there was a corporate gender plan of action, the plan has not been linked to programmatic priorities. Consequently, there was no clear understanding on appropriate entry points for gender mainstreaming into UNEP thematic priorities.
190. UNEP interventions and partnerships have clear potential to contribute to promoting gender equality and equity within the environmental sector as can be clearly seen in some projects. But, UNEP has difficulties and will continue to have difficulties to successfully demonstrate its contribution to this endeavour because of the following three interrelated factors: First of all, gender equality and equity

are not well articulated into its results framework and accountability mechanisms. Secondly, programmes and projects do not show meaningful gender considerations in their design, and they do not monitor and report on gender-specific issues or use sex-disaggregated data. Finally, evaluations only very recently started measuring complementarities of programmes and projects to the UNEP gender equality and equity mandate and the gender strategy.

## VII. Recommendations

191. The following recommendations aim to strengthen UNEP's performance in promoting gender equality and equity within the environmental sector. The recommendations are organized into three main blocks –strategic, institutional and operational. Strategic recommendations are intended to address issues relating to the very core of the UNEP gender equality mandate and gender mainstreaming framework. The recommendations aim to clarify strategic focus and enhance coherence of UNEP gender mainstreaming framework to ensure results for gender equality and equity. Institutional recommendations aim at addressing the structural and resource constraints. Operational recommendations aim to improve gender mainstreaming in UNEP's business processes to ensure compliance and meaningful integration of gender perspectives into UNEP's operations.

### ***Strategic Recommendations***

192. **Corporate Gender Policy and Strategy.** Pursue the development of a corporate Gender Policy and Strategy by 2012. The lack of a gender policy somehow reflects a limited institutional commitment to gender mainstreaming and weakens the very foundation for accountability within the organization. The document should have the following key features:
  193. A clear vision statement in order to create an institutional value and a sense of direction and opportunity for gender equality and women empowerment within the environmental sector.
  194. Definitions of basic gender concepts such as gender equality, equity, women empowerment and gender mainstreaming, and explanations on how these concepts are contextualized in UNEP's work.
  195. A clear statement on how gender equality and women empowerment should be understood in UNEP and how it applies to UNEP's work and the importance of promoting gender equality in relation to its mandate.
196. A results-based gender mainstreaming strategy framework with clear strategic and operational objectives and results (both institutional and development results) orientation. UNEP needs to set strategic objectives and development results that specifically address gender inequalities and promote the role of women in the field of environmental management and conservation. These will possibly include access to and the control over natural resources, specific vulnerabilities of women, men and children to environmental pollution, degradation or disasters, the role of women in mitigating or adapting to environmental changes and engaging in environmental protection and rehabilitation. It should also set operational objectives and institutional results that seek to ensure UNEP's effectiveness in delivering programmes and projects.
197. Operational and institutional priorities. Operationally, UNEP needs to link gender equality and equity work with its programmatic or thematic priorities in order to achieve the strategic objectives. Gender mainstreaming should not just be treated as a cross-cutting issue in all UNEP's thematic priorities, but as an integrating dimension with specific actions and targets that can be monitored. This is important since dealing with gender purely as a crosscutting issue carries the risk of making it invisible and no one's business. Setting targets will ensure that there is accountability for their implementation, and that gender remains clearly visible in all UNEP thematic priorities. The actions should include specifically targeted initiatives to promote gender equality and women empowerment in both programmatic and institutional level. Institutionally, UNEP needs to continue mainstreaming gender considerations into policy, organizational, programme and project delivery, and partnership spheres

with more robust institutional measures to support the incorporation of a gender perspective in its corporate processes. Specific actions in each sphere should be streamlined to avoid overlap.

198. **Corporate Gender Action Plan.** Develop a corporate Gender Action Plan as an operational tool for the UNEP Gender Policy and Strategy, which complements with UNEP strategic planning documents. The plan should:
- Contribute to the achievement of UNEPs Strategic priorities and objectives of the next cycle of the Medium Term Strategy, Strategic framework and Programme of Work.
  - Articulate gender equality results (outcomes and outputs) and activities at operational and institutional levels. The plan should prioritize actions corresponding with programmatic priorities. These actions should indicate verifiable performance indicators and targets, and assignment of responsibilities as well as resource requirement.
  - Have the same planning cycle as the Programme of Work and should be monitored and evaluated together with it. Funds should be allocated for monitoring and evaluation of the plan.
  - Support UNEP divisions, regional and other offices in the process of incorporating measurable, context-based gender actions based on gender analysis into their work plans. Stand-alone Gender Plans of Action for Divisions and Regional Offices as well as thematic Gender Plan of Actions for each sub-programme should be phased out.
199. **Communication and awareness-raising.** Communicate the UNEP Gender Policy and Strategy and gender mainstreaming initiatives proactively and sustainably, by using different channels in-house and through partners. In addition to issuing the policy and strategy with the Executive Directors statement, there are other means of communicating such as:
- Improving gender content of UNEP public statements by coaching public information and liaison staff about gender mainstreaming. By building their capacity, they will be able to communicate the message to the greater public and send a clear signal and understanding of the connections between gender equality and environment.
  - Including the Gender Policy and Strategy into the staff induction programme.
  - On-line introductory course on UNEP Gender Policy and Strategy to be made compulsory for all staff.
  - Face to face annual meetings of GFPs with the SGA/Gender Unit to review experiences on gender mainstreaming, identify good practices and lessons learned.
200. **Gender mainstreaming in policy.** Make gender sensitivity a compulsory requirement for approval of corporate and thematic policies. A set of criteria for screening gender sensitivity of policies has to be established. The SGA/Gender unit should provide advice for identifying emerging gender issues that needed to be addressed by the policy.

### ***Institutional Recommendations***

201. **Institutional set up for gender mainstreaming.** Strengthen the institutional set-up for gender mainstreaming. The Gender Unit at headquarters is understaffed, and the location of the Senior Gender Advisor (SGA) at the QAS, has limited her engagement in supporting gender mainstreaming on a wider scale across the organization. The location of the SGA also creates a signal that gender mainstreaming is compartmentalized rather than system wide. Worse, it reinforces the perception that the SGA is more in a gate-keeper role – all project designs require her approval - than in an advisory and coaching function.

202. UNEP needs a top level Gender Unit, to: i) provide visibility of UNEP's work for promoting gender equality within and outside the organization and send a signal of the importance of this mandate to the organization; ii) provide necessary guidance and support to sub-programmes, Divisions, Regional and other UNEP offices; coordinate gender mainstreaming initiatives with partners; iii) monitor accomplishments; and iv) facilitate capacity building and knowledge and management. The review offers three options for UNEP institutional set up:
- Option 1 (long term): Locate the Gender unit in the Deputy Executive Office, at the same level as those offices advising the Executive Director on Corporate strategic direction. This will raise the profile of the Gender unit and enable it to influence high-level policy processes, and better promote gender equality across the agency and in all areas of focus of UNEP.
  - Option 2 (short term): Keep the Gender unit at the Office of Operations, but detach it from the QAS and report directly to the Chief of Operations. This might be the most straightforward model, and can be adopted immediately given human resources budget cap for creating more posts for gender.
  - Option 3 (long term as proposed by DRC): Place the Gender Unit in the Division of Regional Cooperation (DRC) to support the strengthening of the ROs and widen the reach of gender as a cross-cutting issue. The DRC has a branch dedicated to interactions with Major Groups and Stakeholders, including women. DRC with the Gender Advisor embedded in it can be the ideal place for coordinating the support from UNEP's Regional Offices and call on Regional Directors to make a concerted effort to strengthen their outreach and support to Women Leaders in their Regions. Moreover, it has far reaching network of focal points in all sub-programme areas both at the Headquarters and in the regions and has the convening power to call on gender focal points (and relevant Sub programme focal points as needed) to ensure that gender sensitivity receives optimal attention when designing interventions at the Regional, Sub-Regional and National levels.
203. There has been a history of good collaboration with the women's major groups in the Branch. UNEP is currently the Secretariat for the Network of Women Ministers and Leaders for the Environment (NWMLE), recent events leading up to and at Rio have revealed that the Ministers wish to establish a governance structure for the NWMLE which uses the regional level structure as a hub to strengthen their capacity to implement the actions and comments they make as a group of ministers and leaders. Therefore the role of UNEP Regional Offices to support NWMLE will considerably increase.
204. However, the review suggests that option two should be taken only as a temporary measure until a revitalized Gender unit can be set up at the Deputy Executive Office or at the DRC as appropriate.
205. **Reorganize the Divisional and Regional Gender Focal Team networks into Thematic Gender Teams** coordinated by thematic gender coordinators by sub-programme to work in close collaboration with the Sub-programme Coordinators and the SGA/Gender Unit.
206. **Strengthen the Gender Focal Points and coordinators** by i) redefining their TOR emphasizing their role as catalysts for gender mainstreaming; ii) ensuring adequate training; iii) improving communication flow between the Gender focal points and the SGA/Gender Unit; and iv) increasing the support and participation of senior staff in gender mainstreaming efforts by defining their responsibility and accountability for gender mainstreaming as part of the system-wide accountability mechanism.
207. **Clarify the role of the Senior Gender Advisor (SGA)/Gender Unit.** The tasks and responsibilities expected from the SGA are too many for one person to handle. This has affected the SGA's visibility as well as credibility for providing high quality technical advice. As the responsibility for gender mainstreaming would be made system-wide, ensuring gender sensitivity for key corporate processes should be the responsibility of the divisions and offices, unit or branches. The role of the SGA/Gender Unit should be streamlined and be focused more on coordinating, monitoring, knowledge

management, capacity building and technical support for gender mainstreaming across the organization.

208. **Allocating sufficient resources.** Marshal adequate financial resources available for gender mainstreaming.

- Allocate specific core resources for priority cross cutting themes, including gender for the new MTS cycle.
- Pursue a strong resource mobilization strategy for gender as part of the UNEP resource mobilization strategy and accountability. The resource mobilization unit should proactively supply SGA/Gender Unit, sub/programme coordinators, divisions and regional offices with information and contacts on donors and corporate partners showing strong interest or priority for gender. This can be part of the regular intelligence on sources of funding for better targeting of resource mobilization efforts.
- Link funding with gender related-results as will be indicated in the Corporate Gender Plan of Action.
- Track investment and budgets on gender. Operations should make an analysis of spending on gender equality and equity based on samples of projects that have showed good performance on gender. This can serve as guidelines for future programme designers in allocating budget for gender mainstreaming into the programme or project designs. Efforts should also be made to indicate the amount of administrative budget that UNEP has devoted for gender-related activities. This amount should also feature in the biennium POW performance report.

209. **Capacity Building.** Ensure that staff members develop the capacity to mainstream gender in their work, including carrying out gender analyses through:

- A comprehensive capacity development plan with adequate resources should be pursued. This will include utilizing training opportunities created through inter-agency mechanisms and the efforts of partners.
- Developing more practical thematic gender guidance based on experiences of UNEP and its partners to help UNEP staff to identify gender-environment issues and appropriate entry points for addressing these issues in both nominal and operational programmes and projects. This will include utilizing better existing UNEP technical guidance and knowledge products as well as those developed through partners.

210. **Knowledge Management.** Pursue a more efficient knowledge management system. UNEP needs to invest sufficiently in learning from its experience and building on its successes. The “Gender Week in Focus” platform, which is successfully carried out through the MDGF knowledge management Team, is very innovative and could be used more broadly by replicating it in other UNEP programmes. The SGA/Gender unit should ensure systematic lessons learning and cross-fertilization of experiences on gender and environment issues. Maintaining a website is not enough. There should be conferences and meetings organized to collect and share knowledge from experiences within UNEP and through partners. UNEP needs to invest in learning and building on its successes.

211. **Gender mainstreaming in human resource management practices.** Enhance efforts to promote a more balanced representation of women and men in management and decision-making position, particularly P5 and D1 positions. UNEP is closely monitoring the gender balance situation, and it has the numbers. But it is not sufficient to have the numbers. UNEP needs to analyze the numbers, understand the difficulties in hiring and retaining women and seeing them moved up to higher ranks, and implement measures to address the gaps such as the following:

- Invest more on career development training needs of women to prepare them for moving up into management positions. In addition to the current management and leadership training

programme for P4 and above, UNEP should also support career enhancement training requirement of P1-P3 staff. UNEP now has a rich pool of female staff that could be tapped for increasing women representation at higher professional level.

- Undertake a more in-depth study to understand the difficulties and barriers to achieving gender balance in staffing in UNEP.
- Promote a culture of gender equality within the organization by widely popularizing work/life balance policies such as maternity and paternity leave, flexible working arrangements, and the sexual harassment policy.
- Ensure that the staff induction package of UNON includes information on corporate policies promoting life/work balance and actions against sexual harassment. This should be accompanied by information on the institutional set up and the mechanisms established for addressing these issues.
- Improve the referral systems provided by UNON to UNEP staff. Having one UNON staff handling all sorts of issues for one division in UNEP is inadequate.

212. Install measures to increase transparency and accountability for gender equity in staffing through allowing review of the selection/decision-making process. The current mechanism only guarantees that qualified women are not excluded in the selection process, but there is no mechanism to review appointments made to verify whether the appointees met the requirement of the position.

### ***Operational Recommendations***

213. **Gender mainstreaming in programmes and projects.** Ensure a meaningful integration of a gender perspective into the programme and project designs through gender analysis by building programme staff's capacity to undertake gender analysis and through coaching by the SGA. Specific actions identified to address gender-environment inequality issues should be included in the project delivery plan and budget.

214. **Accountability.** Enhance accountability for gender mainstreaming through:

- Linking accountability for gender mainstreaming to the corporate accountability framework, and not as a separate document.
- Making responsibility and accountability for gender mainstreaming system-wide. This implies a shift from the usual approach of relying heavily on the Gender Senior Advisor and Gender Focal Points. Responsibilities should be clearly defined from the UNEP Governing Council, senior management, middle management and staff, including the Gender Focal Points.
- Systematically reinforcing accountability for gender mainstreaming with a strong performance appraisal system. Gender is already reflected in the UNEP Generic Job profile's competencies and responsibilities. This needs to be translated into the functional areas of work of staff through their work plans and Performance Appraisal System (PAS).
- UNEP Governing Council (GC) and Senior Management Team (SMT) consistent monitoring of the implementation of the corporate Gender Plan of Action. The SMT should set up a regular system of reporting of progress on gender mainstreaming by the SGA/Gender Unit to the SMT (every six months). The GC should continue to require reporting on the progress of the corporate action plan on an annual basis and oblige the evaluation of the corporate gender action plan at the end of the planning cycle. Reporting content should focus not only on the aspects of integrating gender concerns in UNEP corporate processes, but also on gender equality and equity results in programmes, projects and initiatives.

215. **Monitoring policy and guidance should require monitoring of and reporting on progress of gender mainstreaming** using sex-disaggregated data. The SGA/Gender Unit together with subject specialists should identify key gender specific indicators for each sub-programme.
216. **Revise the evaluation guidelines, and possibly the Evaluation Policy**, to ensure that gender is considered as an integrating element in the evaluation criteria for all types of evaluation.
217. **Make the gender sensitivity screening process for publications more proactive and rigorous** by engaging the SGA and GFPs during the conceptualization of the documents, setting a cut-off date for submission of documents for screening by the SGA and GFPs (to allow for adequate time for review), and ensuring accountability of the Publishing Board for gender sensitivity screening.
218. **Partnerships.** Define the framework for engagement of partners on gender and environmental issues in UNEP partnership policy and guidance. UNEP staff needs to understand well what it means and what the role of UNEP should be in partnerships for gender mainstreaming at UN interagency-level and other corporate partners. UNEP also needs to actively pursue opportunities with UN Women through joint programmes in line with the ONE UN initiative. The increased capacity of UN Women in country generates certain potential for greater collaboration for gender equality.

## **Desk Review of Gender Mainstreaming in UNEP: Annexes I-5**

### **Annex 1: List of Documents Reviewed**

#### **Strategic Planning Documents**

1. UNEP Medium term Strategy (MTS) 2010-2013
2. UNEP Strategic Framework for POW 2010-2011
3. UNEP Biennial Programme of Work for 2010-2011
4. UNEP Biennial Programme of Work for 2008-2009
5. UNEP Biennial Programme of Work for 2006-2007

#### **UNEP Gender Policies and plans**

6. UNEP 2000 Gender Strategy: Mainstreaming gender in UNEP policy, programming and operational procedures
7. UNEP Gender Plan of Action (GePA) 2006-2010
8. Accountability Mechanisms: UNEP Gender Plan of Action (POA)
9. Governing Council Decision 23/10 on Gender Equality in the Field of Environment  
Governing Council decision 24/7
10. UNEP Gender Policy Draft, July 2008
11. Framework for Meeting Gender Deliverables for 2010-2011  
Gender Mainstreaming in UNEP Programming at a Glance

#### **Gender Plans of Actions**

12. Division of Regional Cooperation (DRC) Gender Plan of Action (2007)
13. Division of Communications and Public Information (DPCI) Gender Plan of Action (2007)
14. Division of Environmental Policy Implementation (DEPI) Gender Plan of Action (2007)
15. Division of Early Warning and Assessment (DEWA) Gender Plan of Action (2007)
16. Division of Technology, Industry and Economics (DTIE) Gender Plan of Action (2007)
17. Division of Environmental Law and Conventions (DELIC) Gender Plan of Action (2007)
18. Division of Global Fund Facility (DGEF) Gender Plan of Action (2007)
19. Regional Office Africa Gender Plan of Action (2007)
20. Regional Office Asia and Pacific Gender Plan of Action (2007)
21. Regional Office Latin America and Caribbean Gender Plan of Action (2007)
22. Regional Office North America Gender Plan of Action (2007)
23. Regional Office West Asia Gender Plan of Action (2007)
24. Regional Office Europe Gender Plan of Action (2007)
25. Thematic Gender Action Plan: Sub-programme Climate Change
26. Thematic Gender Action Plan: Sub-programme Post Conflict and Disaster
27. Thematic Gender Action Plan: Sub-programme Ecosystem Management
28. Thematic Gender Action Plan: Sub-programme Environmental Governance
29. Thematic Gender Action Plan: Sub-programme Resource Efficiency
30. Thematic Gender Action Plan: Sub-programme Harmful Substance and Hazardous Waste

#### **Corporate Evaluation Reports**

31. Formative Evaluation of UNEP's Programme of Work 2010-2011. M.J. Spilsbury, S. Norgbey, M. Carbon, A. Guerraggio and T. Piironen. UNEP Evaluation Office, July 2011
32. Multi-lateral Organization Performance Assessment Network (MOPAN): Organizational Effectiveness Assessment of UNEP, 2011
33. Thematic Gender Evaluation of Gender Mainstreaming in the United Nations Secretariats.
34. Report of the Office of Internal Oversight Services (OIOS) 2010

35. UNEP Task Team Report on Programme Management and Implementation, 5 September 2011
36. Evaluation of Gender Mainstreaming in UN Habitat, February 2011
37. Evaluation of FAO's Role and Work Related to Gender and Development, June 2011
38. Evaluation of Gender Mainstreaming in UNDP, January 2006
39. Corporate-Level Evaluation Report: IFAD's Performance with Regard to Gender Equality and Women's Empowerment, December 2010

#### **UNEP Corporate Reports**

40. UNEP Annual Report 2007
41. UNEP Annual Report 2008
42. UNEP Annual Report 2009
43. UNEP Annual Report 2010
44. UNEP Annual Report 2011
45. Programme Performance Report Biennium 2006-2007
46. Programme Performance Report Biennium 2008-2009
47. Programme Performance Report Biennium 2010-2011

#### **Progress Report on Gender Mainstreaming**

48. Progress report on the implementation of Governing Council decision 23/11 on gender equality in the field of the environment, Feb 2007
49. Gender Input into the Annual Report. Mainstreaming Gender into UNEP Programme of work 2008-2009 and 2010-2011
50. 12 months accomplishment account for gender mainstreaming into UNEP programme of work for 2008-2009
51. Achievements on Gender mainstreaming into the POW 2010-2011 project activities as of October 2010
52. Gender Inputs for 2011 Programme Performance Report
53. Progress Report to Sweden on the implementation of the MOU on Gender Equality, 2007
54. Progress Report to Sweden on the implementation of the MOU on Gender Equality, 2008
55. Progress Report on the implementation of the Governing Council Decision 23/11 on Gender Equality in the Field of Environment, 2007
56. Global Women's Assembly on Environment: Women as the Voice of the Environment, Nairobi, 2004
57. Report of the Network of Women Ministers and Leaders for the Environment and United Nations Environment Programme high-level gender forum, Nairobi, 2009
58. Memorandum of Understanding of UNEP and the Government of Sweden on the Implementation of UNEP Governing Council decision 23/11 on gender equality in the field of the environment, June 2006- 2007

#### **Training Reports**

58. Report on UNEP Gender Focal Point Training, Nairobi 12-13 February, 2007
59. Operationalization of the Global Gender Plan of Action Workshop Report, Mexico 18-19, October, 2006
60. Senior Management Group Workshop on Gender Mainstreaming ay UNEP, Nairobi, 30 June 2006

#### **Human Resources**

61. UN Generic Job Profiles for P5 and P2
62. Corporate Training Programmes managed by UNON
63. Women Preparing for Leadership Course Overview, UNON
64. Memorandum on Flexible Working Arrangements. Issued by UNEP Executive Director, 21 October 2003
65. Samples of Performance Appraisal System Work Plan for 2011-2012

66. UNEP and UNEP MEA Staff Opinion Survey Results, 2008
67. Uptake on Maternity and Paternity Leave in UNEP December 2010-2011
68. UNEP Participants on Corporate Career Support Development Programme Managed by UNON for December 2010-2011
69. UNEP Gender Balance Statistics 2006, 2007, 2008
70. UNEP Gender Balance Statistics 31 December 2008 and 31 December 2009
71. UNEP Gender Balance Statistic as of March 2010
72. UNEP Gender Balance Statistics as of 31 Dec 2011, UNON
73. Gender Balance comparison; UNEP, UNON and UN-Habitat as of 28 January 2011, UNON

#### **Gender Guidance and tools (UNEP)**

74. Terms of Reference Gender Focal Points UNEP (2007)
75. Checklist for Environmental and Social Issues, GEF (Undated)
76. Memorandum on Environmental and Social safeguards, GEF (undated)
77. Collaborating, Empowering, Achieving. Global Gender Climate Alliance (GGCA) Publication
78. Checklist for Gender Mainstreaming in Publications
79. Guide on Collection and Use of Sex-disaggregated Data (Draft)
80. Guidelines for Monitoring Gender Analysis by Service Line
81. Suggestions for Mainstreaming Gender in M&E: Overall Requirements for Gender Mainstreaming in M&E (Draft)
82. Gender Guidance Note on Gender Analysis at Project Level (Draft) incorporated into the
83. UNEP Programme Manual
84. UNEP Revised Programme Manual (Draft), 21 December 2011
85. Project Review Criteria
86. Project Format

#### **UNEP Gender Team**

87. Terms of Reference for UNEP Gender Coordinators (2009)
88. Terms of Reference for UNEP Gender Focal Teams (2009)
89. List of Division and Regional Office Gender Coordinators (2012)

#### **UNEP Policies and Programme Guidance**

90. UNEP Programme Accountability Framework, 2010
91. Evaluation Policy, August 2009
92. Monitoring Policy, January 2010
93. Resource Mobilization Policy and Guidelines, August 2009
94. Science Strategy, 2011-2013
95. Programme of Work 2010-2011: Designing the Activities to Deliver the Results, March 2009
96. Communication and capacity development policy, March 2009
97. Partnership policy and Procedures October 2011
98. External Communication Strategy 2010-2013
99. ED Policy statement (at the Opening of the 10th Special Session of the UNEP GC and Global Ministerial Environment), 2008
100. Evaluation Manual, 2009

#### **UNEP Project Terminal Evaluation Reports**

101. Final Evaluation of the Institutionalising The African Roundtable On Cleaner Production And Sustainable Consumption Project
102. Terminal Evaluation of the UNEP GEF project “Persistent Toxic Substances (PTS), Food Security and Indigenous Peoples of the Russian North” Project Number GF/4030-01-01

103. Terminal Evaluation of the UNEP/GEF Project “Millennium Ecosystem Assessment” Project Number MT/FP/CP/1010-01-04
104. Terminal Evaluation of the project “Greenhouse Gas Emission Reduction from Industry in Asia and the Pacific (GERIAP)” Project Number CP/4060-02-01, 2007
105. Terminal Evaluation of the GEF project Regional (Ethiopia, Kenya, Mali): Conservation of Gramineae and Associated Arthropods for Sustainable Agricultural Development in Africa GFL/2711-01-4345
106. Terminal evaluation of the UNEP/Swiss/FFEM Project “Protection of the North West Sahara Aquifer System (NWSAS) and related humid zones and ecosystems Project Number: GF/2010-03-06
107. Terminal Evaluation UNEP GEF Project “Global Support to Facilitate the Early Development and Implementation of Sustainable Land Management Programmes and Projects under the GEF Operational Programme Number 15” Medium-sized Project GF/1030-03-02
108. Terminal Evaluation of the UNEP Dams and Development Project – Phase 2, 2008
109. Terminal Evaluation of Project CP/4020-05-04 “Policy Reinforcement for Environmentally Sound and Socially Responsible Economic Development” (PRODEV)
110. Terminal Evaluation of the UNEP Project “Promoting Industrial Energy Efficiency through a Cleaner Production/Environmental Management System Framework”. Project No: GEF/4020-01-04
111. Assessment of Impacts of and Adaptation to Climate Change in Multiple Regions and Sectors (AIACC) GF/2010-01-07. Evaluation and Oversight Unit United Nations Environment Programme  
Nairobi, Kenya
112. Terminal Evaluation of the NEP/GEF project GF/1100-99-07. The Role of the Coastal Ocean in the Disturbed and Undisturbed Nutrient and Carbon Cycles, 2009
113. Terminal Evaluation of the UNEP GEF Project GF/5024-02-01 (4485)“Global Environmental Citizenship (GEC)”
114. Terminal Evaluation Report on “IWRM-2005” UNEP Support for achieving the Johannesburg Plan of Implementation target of ‘IWRM and Efficiency Plans by 2005, with support to developing countries.’
115. Terminal Evaluation of UNEP /GEF Project Mount Marsabit Ecosystem Project (MESP) Project Number: GFL/4779
116. Partnership between the Belgian Directorate General for Development Cooperation and UNEP  
2010
117. Terminal evaluation of the UNEP project: Supporting the 10 Year Framework Program for Africa on Sustainable Consumption and Production, 2007-2008
118. Terminal Evaluation of project GF/1030-03-01 (4650) Integrated Management of Peatlands for Biodiversity and Climate Change - The Potential of Managing Peatlands for Carbon Accumulation while Protecting Biodiversity GEF ID No. 1769
119. Terminal Evaluation South-South Network of GEO Collaborating Centres for Integrated Environmental Assessment and Reporting to Support Policy Formulation and Informed Decision-Making Processes at National, Regional and Global Levels DA/9999-06-02 (1566)
120. Terminal Evaluation of UNEP/GEF Project (GF/1040-06-01 [4905]) “Knowledgebase for Lessons Learned and Best Practice in the Management of Coral Reefs” GEF Id 2856, 2011
121. Terminal Evaluation of Project “Support for Environmental Management of the Iraqi Marshlands”
122. Terminal Evaluation of the UNEP/GEF Project “Promoting Environmentally Sustainable Transport in Latin America (PSTLA)”
123. Development of the Methodology and Arrangements for the GEF Transboundary Waters Assessment Programme (TWAP)
124. UNEP GEF Project Solar and Wind Energy Resource Assessment – SWERA

### **Comparator Agencies Gender Strategies**

125. UNDP Gender Equality Strategy or GES (2008-2011).
126. UN Habitat Gender Equality Action Plan (2008-2013) or GEAP
127. FAO Gender and Development Plan of Action (2008-2013).

### **Other References**

128. United Nations System-wide Policy on Gender Equality and the empowerment of women: focusing on results and impact. CEB/2006/2
129. Gender Balance Strategy for UN Secretariat: A Strategic Action Plan. Office of the Special Adviser on 130. Gender Issues and Advancement of Women (OFPW), 2010
131. Mariam Abramovay and Gail Lerner, "Introduction" in Ana Maria Brasileiro (ed). Gender and Sustainable Development: A New Paradigm - Reflecting on Experience in Latin America and the Caribbean. New York: UNIFEM, 1996. p.11
132. Report of the United Nations Conference on Environment and Development held in Rio de Janeiro on 3-14 June 1992). A/CONF.151/26 (Vol. I).

## **Annex 2: List of People Interviewed**

1. Mr. Michael Carbon, UNEP Evaluation Office
2. Ms. Pauline Marima, UNEP Evaluation Office
3. Michael Spillsbury, UNEP Evaluation Office
4. Mr. S. Norgbey, Chief UNEP Evaluation Office
5. Ms. Janet Macharia, Senior Gender Adviser
6. Mr. Michele Candotti, Chef De Cabinet, Office of the Executive Director
7. Mr. Hendricus Verbeek, Senior Administrative Officer, UNEP
8. Mr. Christophe Bouvier, Chief of Operations and Corporate Services
9. Ms. Mariarosa Giannotti Quality Assurance Section (QAS), UNEP
10. Ms. Yunae Yi, Gender Focal Point, QAS
11. Maryam Niamir-Fuller, Director DGEF
12. Ms. Catherine Beltrandi, DCPI
13. Ms. Naomi Poulton, Deputy Director, DCPI
14. Ms. Elizabeth Marima, Deputy Director, UNEP-DEPI
15. Mr. Levis Kavagi, Programme Support Unit, UNEP-DEPI
16. Ms. Elizabeth Khaka, UNEP-DEPI
17. Mr. Thomas Chiramba, UNEP-DEPI
18. Mr. David Osborn, UNEP-DEPI
19. Ms. Julie Greenwalt, UNEP-DEPI
20. Ms. Ilena Lopez, Project Manager, BCH Project MEAs Implementation Support Branch, DELC
21. Ms. Claudia tenHave, Special Assistant to the Director, DELC
22. Ms. Clara Nobbe, DELC
23. Mr. Arnold Kreilhuber, DELC
24. Ms. Joana Akrofi, DEWA
25. Ms. Tomoko Nishimoto, UNEP Director-DRC
26. Ms. Anna Donners, UNEP-DRC
27. Ms. Diane Kopansky, UNEP-DRC
28. Ms. Katie Autere, MDGF Knowledge Management, UNEP-DRC
29. Ms. Roshni Peshawaria, MDGF Knowledge Management, UNEP-DRC
30. Mr. Wondsen Asnake, Regional Office for Europe, Geneva
31. Ms. Damaris Mungai, Regional Office for Africa
32. Ms. Gertrude Ngenda, Regional Office for Africa
33. Ms. Emah Madegwa, Regional Office for Africa
34. Dr. Jean Jacob Sahou, Regional Office for Africa
35. Mr. Keith Alverson, Head of Climate Change Adaptation and Terrestrial Ecosystems Branch and Climate Change Adaptation Unit
36. Ms. Seraphine Haeussling, Climate Change Programme Officer, DTIE Paris
37. Ms. Silja Halle, Programme Officer Post-Conflict and Disaster Management Branch, Geneva
38. Ms. Maaike Jansen, UNEP InterAgency Officer, New York Office
39. Ms. Nooriya Koshen, STDU-UNON
40. Malcom Attard, Associate Human Resources Officer, UNON

### **Annex 3: Good examples of a coherent, gender strategy results framework and accountability**

- 1. UNDP Gender Equality Strategy or GES (2008-2011).** UNDP clearly understands gender equality as an irreducible condition for inclusive, democratic, violence-free and sustainable development. As such, gender equality is well articulated into its strategic plan as an integrating dimension of its work, and not just a cross cutting issue or as institutional mechanism. The integration is guided by Gender Equality Strategy. UNDP has developed a results-based framework for integrating gender equality results grounded on the MDG3 framework for gender equality which focused on three domains: capabilities, access to resources and opportunities, and security (reduced vulnerability to violence and conflict). The results framework is also oriented around national capacity development as UNDP's principal contribution to achieving them. The results framework focuses on two levels of results: i) development results and ii) institutional results. The development results framework set out a range of gender-responsive outcome indicators relating to ensuring appropriate attention to women's rights, women's empowerment, and gender equality in programmes and projects. Institutional results are focused on strengthening inter-agency coordination and internal accountability, communication and resource management. These results complement with UNDP's strategic plan and monitored with it. UNDP developed a comprehensive guidance for integrating gender equality results into UNDP Strategic Plan: 2008-2011. Gender development outcomes or results are tied with each goal and results statement of UNDP strategic plan in each of UNDP's area of focus or thematic priority. Institutional results are output oriented and have output indicator and targets. UNDP staff can use this guidance to plan and report on gender.
- 2. UN Habitat Gender Equality Action Plan (2008-2013) or GEAP.** The formulation of the GEAP was an attempt by UN-HABITAT to pursue a more strategic and coherent approach to its work with gender equality and women's empowerment, as much as a response to recommendations of the 2003 and 2007 gender mainstreaming evaluations. The elaboration of plans for gender mainstreaming in each Focus Area (FA) in 2009 was a further step towards implementation of the GEAP. Set out in a series of matrices, these frameworks specify outputs, activities, indicators, responsibilities, potential partners, expected funding and timeframe with reference to the anticipated strategic results and outcomes within each of the FAs.
- 3. FAO Gender and Development Plan of Action (2008-2013).** The overall goal of FAO's gender action plan is to contribute to achieving MDG1 and MDG3. Gender is one of the strategic objectives of FAO's strategic framework. The gender strategic objective concerns equity in access to resources, goods, services and decision-making in the rural areas. This is translated into four organizational results statement in FAO's overall strategic results framework. The gender action plan focuses on four key global issues related to gender and FAO's work. These global issues are examined with regard to the four strategic gender objective areas: i) food and nutrition, ii) natural resources, iii) rural economies, labour and livelihoods, and iv) policy and planning. In order to make gender mainstreaming more operational and effective, each FAO Division has committed to fulfil three gender outputs outlined in the plan under their area or responsibility including budget allocation to the identified gender outputs in their plan, which is directly related to its programme work and budget. Each output is matched with progress indicators.

**Annex 4: Gender Focus of the Evaluation and Project Contribution to Gender Equality and Equity**

Terminal Evaluation Report	Gender Focus of evaluation	Project contribution to gender equality and equity in selected areas of impact / gender focus of evaluation
2006		
1. Final Evaluation of the Institutionalising The African Roundtable On Cleaner Production And Sustainable Consumption Project	U	No demonstrated project contribution to gender. No gender focus in evaluation. Data are not sex-disaggregated. Makes only general reference to stakeholders
2. Terminal Evaluation of the UNEP GEF project "Persistent Toxic Substances (PTS), Food Security and Indigenous Peoples of the Russian North"	MS	Improving the understanding of the relationship between gender and the environment. The research methods and data analysis are gender sensitive. The study has shown that most pronounced differences are associated with gender and age.
3. Terminal Evaluation of the UNEP/GEF Project "Millennium Ecosystem Assessment"	MU	Promoting equal participation of women and men in policy and decision-making. The project ensures gender balance of the secretariat.
4. Terminal Evaluation of the project "Greenhouse Gas Emission Reduction from Industry in Asia and the Pacific (GERIAP)"	MS	No demonstrated project contribution to gender. Data are not sex-disaggregated. Makes only general reference to stakeholders. No gender focus in evaluation. Data are not sex-disaggregated. Makes only general reference to stakeholders. The evaluation parameter included an analysis of whether the gender-related issues were considered in the design and implementation of the project. But, this analysis did not come out in the report.
2007		
5. Terminal Evaluation of the GEF project Regional (Ethiopia, Kenya, Mali): Conservation of Gramineae and Associated Arthropods for Sustainable Agricultural Development in Africa	U	No demonstrated project contribution to gender. No gender focus in evaluation. Data are not sex-disaggregated. Makes only general reference to stakeholders.
6. Terminal evaluation of the UNEP/Swiss/FFEM Project "Protection of the North West Sahara Aquifer System (NWSAS) and related humid zones and ecosystems	U	No demonstrated project contribution to gender. No gender focus in evaluation. Data are not sex-disaggregated. The project objectives include the setting up of shared management tools both technical and institutional. But, it does not address gender differences in natural resources management and does not describe ways how gender equality and women empowerment can be promoted.
7. Terminal Evaluation of the UNEP GEF Project "Global Support to Facilitate the Early Development and Implementation of Sustainable Land Management Programmes and Projects under the GEF Operational Programme Number 15" Medium-sized Project	U	No demonstrated project contribution to gender. No gender focus in evaluation. Data are not sex-disaggregated and make only general reference to stakeholders
8. Terminal Evaluation of the UNEP Dams and Development Project - Phase 2	U	No demonstrated project contribution to gender. No gender focus in evaluation. Data are not sex-disaggregated and make only general reference to

		stakeholders
2008		
9. Terminal Evaluation of Project CP/4020-05-04 "Policy Reinforcement for Environmentally Sound and Socially Responsible Economic Development" (PRODEV)	U	No demonstrated project contribution to gender  No gender focus in evaluation. Data are not sex-disaggregated and make only general reference to stakeholders. The project has heavy focus on identifying the necessary shifts needed in government and policy and public administration system.
10. Terminal Evaluation of the UNEP Project "Promoting Industrial Energy Efficiency through a Cleaner Production/Environmental Management System Framework"	U	No demonstrated project contribution to gender  No gender focus in evaluation. Data are not gender-disaggregated. Makes only general reference to stakeholders. The expected outcome was to integrate Energy Efficiency concepts into Cleaner Production approaches and develop CP professionals.
11. Assessment of Impacts of and Adaptation to Climate Change in Multiple Regions and Sectors (AIACC) GF/2010-01-07. Evaluation and Oversight Unit United Nations Environment Programme Nairobi, Kenya	MS	No demonstrated project contribution to gender  Evaluation was gender focused. Despite of the requirement for the project to identify gender differences in opportunities for, and obstacles to, adaptation, the project did not deliver the planned research-based findings, mainly because this aspect was not incorporated into the design in a substantive manner - not in the work plan and budget.
12. Terminal Evaluation of the UNEP/GEF project GF/1100-99-07 The Role of the Coastal Ocean in the Disturbed and Undisturbed Nutrient and Carbon Cycles	U	No demonstrated project contribution to gender  No gender focus in evaluation. The research methods and data analysis are not gender sensitive.
2009		
13. Terminal Evaluation of the UNEP GEF Project GF/5024-02-01 (4485) "Global Environmental Citizenship (GEC)"	U	No demonstrated project contribution to gender  No gender focus in evaluation. The project focused on capacity building and awareness-raising to proactive citizenry to enable them to influence national decision-making processes. But, data on participation are not disaggregated by sex. Makes only general reference to stakeholders.
14. Terminal Evaluation Report on "IWRM-2005" UNEP Support for achieving the Johannesburg Plan of Implementation target of 'IWRM and Efficiency Plans by 2005, with support to developing countries.'	U	No demonstrated project contribution to gender  No gender focus in evaluation. Data are not sex-disaggregated and make only general reference to stakeholders
15. Terminal Evaluation of UNEP /GEF Project Mount Marsabit Ecosystem Project (MESP)	U	No demonstrated project contribution to gender  No gender focus in evaluation. Potentially the project could have contributed to increasing women's participation in environmental rehabilitation and protection activities, which is a focus of the project. But, data on participation are not disaggregated by sex. Makes only general reference to stakeholders.
16. Partnership between the Belgian Directorate General for Development Cooperation and UNEP	U	No demonstrated project contribution to gender  No gender focus in evaluation. The partnership focused on capacity building around UNEP thematic areas of work and knowledge base building. Potentially helpful in improving understanding of the link between gender

		and environment. But, activities undertaken, and research results have not considered a gender perspective.
2010		
17. Terminal evaluation of the UNEP project: Supporting the 10 Year Framework Program for Africa on Sustainable Consumption and Production, 2007-2008	U	No demonstrated project contribution to gender  No gender focus in evaluation. The project focused on facilitating the development of 10YFP, implement pilot projects and knowledge management. Data are not sex-disaggregated. Makes only general reference to stakeholders.
18. Terminal Evaluation of project GF/1030-03-01 (4650) Integrated Management of Peatlands for Biodiversity and Climate Change - The Potential of Managing Peatlands for Carbon Accumulation while Protecting Biodiversity	U	No demonstrated project contribution to gender  No gender focus in evaluation. The project can potentially contribute to improving the understanding of gender and environment and promoting women's participation in environmental management. But, research methods and data analysis are not gender sensitive. Makes only general reference to stakeholders.
19. Terminal Evaluation South-South Network of GEO Collaborating Centres for Integrated Environmental Assessment and Reporting to Support Policy Formulation and Informed Decision-Making Processes at National, Regional and Global Levels	MS	No demonstrated project contribution to gender  No gender focus in evaluation. Data are not sex-disaggregated and make only general reference to stakeholders. The evaluation criteria included an analysis of whether the intervention is likely to have lasting differential impacts on gender relation. But, this analysis did not come out in the report.
20. Terminal Evaluation of UNEP/GEF Project (GF/1040-06-01 [4905]) "Knowledgebase for Lessons Learned and Best Practice in the Management of Coral Reefs"	U	No demonstrated project contribution to gender  No gender focus in evaluation. The knowledge base developed did not explicitly include gender related environmental issues and actions addressing gender inequality in relation to equal participation, roles of women in natural resource management, decision-making and access to and control over natural resources.
2011		
21. Terminal Evaluation of Project "Support for Environmental Management Of the Iraqi Marshlands"	S	Increasing the participation of women in environmental rehabilitation and protection efforts. 25% participation of women was achieved through conscious efforts on gender balance.  The evaluation included an analysis of whether the intervention is likely to have lasting differential impacts on gender relation in the evaluation criteria.
22. Terminal Evaluation of the UNEP/GEF Project "Promoting Environmentally Sustainable Transport in Latin America (PSTLA)"	S	Increasing the participation of women in policy formulation and decision making.  The project's gender sensitive awareness raising activities led to the development and implementation of government transport policies that improved the safety of women and the role of women in the transport sector.
23. Development of the Methodology and Arrangements for the GEF Transboundary Waters Assessment Programme (TWAP)	MU	No demonstrated project contribution to gender  The evaluation parameters included an analysis of the integration of the Bali strategic plan which also emphasized taking into account gender-differentiated results of assessments. But, this analysis did not come

		out in the report.
24. UNEP GEF Project Solar and Wind Energy Resource Assessment - SWERA	U	No demonstrated project contribution to gender No gender focus in evaluation. In-country awareness on solar technology did not consider gender differentiated impacts and benefits.

Rating: U-Unsatisfactory, MU-Moderately Unsatisfactory, MS-Moderately Satisfactory, S-Satisfactory

## **Annex 5: Terms of Reference of the Desk Review of Gender Mainstreaming in UNEP**

### **I. Background**

1. UNEP defines gender mainstreaming as ensuring that attention to gender equality is a central part of all environmental and sustainable development interventions, including analyses, policy advice, advocacy, legislation, research, and the planning, implementation, monitoring and evaluation of programmes and projects.

2. The importance of gender mainstreaming in environmental and poverty eradication policies has been emphasized in a wide range of global agreements and forums, including the Rio Declaration (United Nations Conference on Environment and Development, 1992); the World Summit for Social Development (1995); the Millennium Declaration (2000); and the Johannesburg Plan of Implementation (World Summit on Sustainable Development, 2002).

3. A series of internal mandates within the United Nations system also call for gender equality and equity, including resolution A/RES/60/1 of the High-level Plenary Meeting of the 60<sup>th</sup> session of the General Assembly (2005 World Summit); and the Economic and Social Council resolution 2005/31 on mainstreaming a gender perspective into all policies and programmes in the United Nations system.

4. UNEP developed its gender principles and gender sensitivity guidelines during 1996-1997 and appointed a Gender Focal Point in 1999. Following the 1999 project on inter-agency policy affairs and gender, two workshops organized by the Gender Focal Point, and the Senior Management Group's recommendation to the Executive Director during that time, UNEP developed the strategy "*Mainstreaming Gender in UNEP Policy, Programming and Operational Procedures*." In 1999, UNEP also submitted a report to the Governing Council (GC) on the Role of Women in Environment and Development (UNEP/GC.20/10). The UNEP Programmes of Work (POW) since the biennium 2004-2005 have included a commitment to make gender a cross-cutting priority in all UNEP programmes. The Bali Strategic Plan for Technology Support and Capacity-building (2004) requested UNEP "to integrate specific gender-mainstreaming strategies, as well as education and training for women, in formulating relevant policies, and to promote the participation of women in environmental decision-making".

5. In 2005, the GC decision 23/11 "Gender equality in the field of the environment" requested UNEP to promote equal participation of men and women in environmental decision-making, the mainstreaming of gender in environmental policies and programmes, and to collaborate with scientific institutions to assess the effects on women of environmental policies. In September 2006, UNEP published its Gender Plan of Action (GePA) which outlines a framework for integrating a gender perspective within UNEP as an institution and within all its activities over the period 2006-2010. In 2007, UNEP reported back to the GC on progress on the implementation of GC decision 23/11 and the GC, in return, through its decision 24/7, urged UNEP to pursue the implementation of the GePA and to develop a monitoring and evaluation mechanism to ensure its effective implementation. The decision also invited Governments to make voluntary financial contributions to implement the GePA.

6. A UNEP draft Gender Policy was first developed in 2006 as an appendage to the GePA. It was finalised in July 2008 and presented to the Senior Management Team in July

2008 which decided that there was no need to present it to the GC since the GePA was already under implementation. The finalized policy was therefore not published.

7. In 2007, as one of the key deliverables of the GePA and in order to strengthen UNEP's gender-environment expertise, a Senior Gender Advisor was appointed within the UNEP Strategic Implementation Team, Executive Office. Furthermore, a UNEP Gender Team was constituted as a key institutional structure to facilitate the implementation of the GePA. The Gender Team is comprised of the Senior Gender Advisor, voluntary Gender Coordinators representing UNEP's Divisions and Regional offices, and voluntary Gender Focal Teams within each Division and Regional office. The Gender Team has two key objectives: (i) to promote organizational learning at individual and work unit levels on how to practically and effectively mainstream gender into UNEP's policies, programmes and structures; and (ii) to make UNEP the "first call" on issues related to Gender and Environment. Working with the Senior Gender Advisor, the Gender Coordinators and Focal Teams are expected to support gender mainstreaming and empowerment activities undertaken by UNEP and its implementing partners, including coordination of the gender activities, provision of strategic leadership and management, advocacy, policy support, capacity enhancement and resource mobilisation within their Division or Regional office. Each Division and Regional Office was further tasked to develop its own Action Plan intended to provide specific entry points for mainstreaming gender into their programmes and projects.

8. In July 2008 the Senior Gender Advisor presented a progress report to the Committee of Permanent representatives, which recommended annual reports as a means to assess progress made on implementing the GePA.

9. UNEP's Medium Term Strategy for 2010-2013 outlines Gender responsiveness as an institutional mechanism for the achievement of its objectives. Accordingly, UNEP is committed to strengthening staff capacity on gender mainstreaming and also ensuring gender sensitive human resources practices. The Strategic Framework for 2010-2011 further emphasises UNEP's commitment to gender responsive programming and in particular pay special attention to the role of women in environmental policy making, environmental management and environmental conflict prevention and disaster management. A UNEP-wide Gender Programme covering the same four-year period as the current MTS has been developed and a Framework for Meeting Gender Deliverables 2010-2011 is currently being implemented by the organization. These propose an integrated approach to gender mainstreaming in UNEP, by working at multiple levels:

- (a) **Integration of gender** in the overall Programme of Work and in project activities;
- (b) Development of a **Knowledge Platform for Gender**: creation of the Platform, preparation of tools for project staff and external partners, an online training course on gender and environment on MENTOR, and research on gender and environmental development to inform the POW priority areas and Knowledge Platform;
- (c) **Capacity building** of gender teams and project staff: re-organization of gender teams into thematic teams for effective delivery at project level, identification of thematic coordinators, development of thematic action plans, support to staff in developing/implementation projects activities etc.;
- (d) **Monitoring and Evaluation**: development of monitoring indicators at sub programme level and integration of indicators into overall M&E plan for UNEP, development of staff capacity to integrate, monitor, and evaluate gender-related

issues, collection of gender-sensitive data based on the selected indicators, incorporation of gender aspects in evaluation of projects and programmes

## II. Gender Plan of Action

10. The UNEP Gender Plan of Action seeks to define the role that UNEP would play in stimulating and facilitating efforts, both in-house and with partners at the national, regional and global levels, to overcome constraints and take advantage of opportunities to promote gender equality and equity within the environmental sector. The GePA pursues 3 strategic objectives:

- (a) To ensure that human equality, equity and rights are well respected across gender; that positions are improved to create an equal balance between women and men at all levels, especially in decision-making positions from grade P5 to D2; and that there is active and balanced participation by both women and men throughout UNEP policies and work;
- (b) To promote equality of opportunity and treatment between women and men in the environment sector at national, regional, and global levels; and
- (c) To increase the quality and efficiency of UNEP work in environmental conservation and promotion of sustainable development.

11. Based on the “web of institutionalization” model<sup>1</sup>, the GePA proposes specific actions and outputs with explicit targets to address gender concerns in UNEP concentrated in four spheres: policy, organizational, delivery and constituency. An Accountability Mechanism has been drafted to monitor progress on the GePA.

## III. Objectives and scope of the review

12. The review of gender mainstreaming in UNEP will cover the period from 2006 to July 2011. It will critically assess UNEP’s progress in ensuring gender equality at the organizational level, as well as mainstreaming gender throughout UNEP activities, promoting equality among women and men in terms of access to and control over environmental resources. While the review will take stock of UNEP’s past performance as a basis for accountability of UNEP Senior Management and programme/project managers to the UNEP Member States, it will be chiefly forward-looking, aiming to identify opportunities for further improvement, highlight good and bad practices and generate lessons for the future.

13. The Review will focus on the following key questions:
- (a) Assess to what extent the GePA and the consecutively developed accountability framework and Gender Programme provide UNEP and its partners with a clear, results-based and well-resourced framework for integrating gender concerns within the organization, its processes and activities and to promote gender equality and women empowerment in the environmental sector;
  - (b) Assess the relevance of the GePA to UNEP’s overall mandate, the GC decision 23/11 and other UNEP policies, strategies and guidelines, and consistency of the GePA with gender approaches of comparable UN and environmental agencies;

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<sup>1</sup> Levy, C. *The Process of Institutionalising Gender in Policy and Planning: The “Web” of Institutionalisation*. Development Planning Unit, University College London. Working Paper No. 74. United Kingdom. 1999.

- (c) Measure the extent to which the GePA, its accountability framework and the Gender Programme have been implemented by UNEP in terms of mainstreaming gender equality concerns in the policy, organizational, operational and partnership spheres; how efficiently this has been done and how sustainable the changes are for the organization and its partners;
- (d) Determine the *likelihood* that UNEP interventions and partnerships will contribute to:
  - improving the understanding of the relationship between gender and the environment and identifying lessons learned on gender-related aspects of environmental issues;
  - increasing women's participation in environmental rehabilitation and protection efforts; and
  - promoting equal participation of women and men in policy formulation, decision-making, implementation, monitoring and reporting for sustainable management of environmental resources.

#### IV. Review approach

14. The review will be a participatory exercise focused on learning that will involve UNEP staff and partners at all levels throughout the process. The review will not verify actual results achieved in the field, but will be based primarily on an extensive documentary review of primary and secondary sources and a perception survey of UNEP staff and partners, complemented by in-depth interviews with key resource persons.

15. The **documentary review** will include (1) a historical and current perspective on gender mainstreaming efforts in UNEP: GC decisions, policies, strategies, plans, institutional arrangements and processes to mainstream gender throughout UNEP and its work; and (2) a meta-analysis of how gender issues are dealt with in UNEP interventions and partnerships initiated during the period covered by the GePA, guided by the review questions spelled out in paragraph 12 above. The consultant will review UNEP planning, programming and project documents (POWs, MTS, Sub-programme Strategies, Programme Frameworks and project design documents), specific gender-related project outputs and project monitoring and evaluation reports<sup>2</sup>.

16. **Interviews** with staff from UNEP and partner institutions will complement the information gathered during the desk review and survey. They will be essential to deepen the consultant's understanding of underlying reasons why things are as they are.

17. A **perception survey** will be conducted to determine the perception of UNEP staff and partners on gender sensitivity in UNEP's structure, processes and interventions. It will be short and to the point (not longer than 15 minutes to complete) and designed for ease of analysis of data collected.

#### V. Consultant and management arrangements

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<sup>2</sup> The reviewer will also read the recent evaluations of gender mainstreaming in UNDP and ADB to gain a broader understanding of challenges and opportunities for gender mainstreaming in large multilateral organization.

18. The overall responsibility for managing the desk review will rest with the UNEP Evaluation Office (EO). The review, however, will be conducted by an experienced, independent consultant, selected by the UNEP Evaluation Office. The UNEP Senior Gender Advisor, Gender Coordinators and Focal Teams will be closely involved in the process, but in order to avoid any conflict of interest, their role will be purely consultative.

19. The consultant will combine the following expertise and competencies:

- (a) Advanced degree in Gender mainstreaming in large development organizations and ten years of experience, including knowledge of UN decisions and regulations related to gender;
- (b) First-hand research or practical experience in the area of gender and environment: promoting gender equality in terms of control over natural resources; increasing women's involvement in environmental rehabilitation or protection efforts and environmental policy making; improving women's resilience to environmental shocks etc.
- (c) Human resources management in the UN system

20. By undersigning the service contract with UNEP/UNON, the consultant certifies that (s)he has not been associated with the design and implementation of the project in any way which may jeopardize his/her independence and impartiality towards project achievements and project partner performance. In addition, (s)he will not have any future interests (within six months after completion of their contract) with the project's executing or implementing units.

## VI. Tentative schedule and deliverables

21. The tentative schedule and deliverables for the review are presented in table 1 below. The review will be conducted between 15 January and 30 April 2012.

**Table 1. Tentative schedule with deliverables for the review**

<b>Deliverable</b>	<b>Timeframe</b>
Selection and contracting of Consultant	By 31 December 2011
Data collection (desk review, survey and interviews) <i>Consultant in Nairobi</i> <i>Perception survey</i>	15 January to 28 February 2012 <i>23 January – 3 February</i> <i>30 January - 24 February</i>
Draft report sent to Evaluation Office	15 March
Draft report shared with UNEP staff and partners for comments	31 March
Final Report	30 April
Management Response by UNEP management	31 May 2012

22. The **draft report** will be circulated for comments among UNEP staff and relevant partners. Draft findings and recommendations will be presented to and discussed with interested staff at UNEP HQ in Nairobi, to broaden the participation of UNEP staff in the

process. The consultant will respond to comments and incorporate those as appropriate in the final report.

23. The report should be brief (no longer than 35 pages – excluding the executive summary and annexes), to the point and written in plain English. It must explain the purpose of the review, exactly what was reviewed and the methods used (with their limitations). The report will present evidence-based and balanced findings, consequent conclusions, lessons and recommendations, which will be cross-referenced<sup>3</sup> to each other. The report should be presented in a way that makes the information accessible and comprehensible. Any dissident views in response to review findings will be appended in footnote or annex as appropriate.

24. The report will be structured as follows:

- i) **An executive summary** (no more than 4 pages) which encapsulates the essence of the information contained in the main report to facilitate dissemination and distillation of lessons;
- ii) **Introduction and background** giving a brief overview of the GePA in its broader context and of the origins of the review;
- iii) **Scope, objective and methods** presenting the review purpose, the criteria used and questions to be addressed;
- iv) **Gender Mainstreaming in UNEP** providing factual evidence relevant to the questions asked and interpretations of such evidence. This is the main substantive section of the report;
- v) **Conclusions** will present the evaluator's concluding assessments against the given review criteria and standards of performance. The conclusions should provide answers to the key questions and determine whether the results achieved so far are considered positive or negative;
- vi) **Lessons** presenting general conclusions, based on established good practices that have the potential for wider application and use. Lessons may also be derived from problems and mistakes. The context in which lessons may be applied should be clearly specified, and lessons should always state or imply some prescriptive action. A lesson should be written such that experiences derived could be applied in other similar situations;
- vii) **Recommendations** suggesting actionable proposals for improvement; prior to each recommendation, the issue(s) or problem(s) to be addressed by the recommendation should be clearly stated. The recommendations should be relevant within the context of the conventions and organized by target groups. They should be prioritized according to their importance and urgency to the purpose of the review. Options to implement the recommendations with the indication of the respective limits and possible risks should be presented. Recommendations will in all cases need to be cross-referenced to the corresponding findings or conclusions.

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<sup>3</sup> The report will use **numbered paragraphs** for easy cross-referencing.

- viii) **Annexes** include Terms of Reference, list of interviewees, documents reviewed, brief summary of the expertise of the consultant etc. Dissident views or management responses to the review findings may later be appended as an annex.

25. Submission of the final review report. The final report shall be submitted by Email to:

Segbedzi Norgbey, Head  
UNEP Evaluation Office  
P.O. Box 30552-00100  
Nairobi, Kenya  
Tel.: (+254-20) 762 3387  
Email: [segbedzi.norgbey@unep.org](mailto:segbedzi.norgbey@unep.org)

As per usual practice, the UNEP EO will prepare a quality assessment of the zero draft and final draft report, which is a tool for providing structured feedback to the consultant. The final report will be published on the UNEP Evaluation Office web-site [www.unep.org/eou](http://www.unep.org/eou).

## **VII. Management response process**

26. UNEP senior management will prepare a Management Response to the recommendations made in the review report. The Evaluation Office will review and comment on the Management Response.

## **VIII. Schedule and conditions of payment for the consultant**

27. The consultant will be hired for 2 months, spread over the period 15 January to 30 April 2012, under an individual Special Service Agreement (SSA). The contract will be on a fee-only basis. Expenses such as travel, accommodation and incidental expenses will be covered by the EO, either by direct payment or upon receipts submitted by the consultant.

28. The consultant will receive 40% of the fee upon acceptance of a draft report deemed complete and of acceptable quality by the EO. The remainder will be paid upon satisfactory completion of the work.

29. In case the consultant is not able to provide the deliverables in accordance with these TORs, in line with the expected quality standards by the UNEP Evaluation Office, payment may be withheld at the discretion of the Chief of the Evaluation Office until the consultant has improved the deliverables to meet UNEP's quality standards.

30. If the consultant fails to submit a satisfactory final product to UNEP in a timely manner, i.e. within one month after the end date of the contract, the Evaluation Office reserves the right to employ additional human resources to finalize the report, and to reduce the consultant's fees by an amount equal to the additional costs borne by the Evaluation Office to bring the report up to standard.

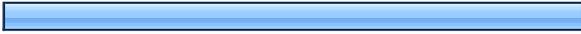
**1. Please indicate to which category of organization you belong**

		Response Percent	Response Count
UNEP		88.2%	305
Other UN organization		4.6%	16
International organization		0.3%	1
National Government Organization		1.7%	6
Non Government Organization/civil society		2.3%	8
Private for Profit Organization		0.3%	1
Scientific/research institution		2.0%	7
Other (please specify)		0.6%	2
<b>answered question</b>			<b>346</b>
<b>skipped question</b>			<b>0</b>

**2. Please indicate which position category (according to the type of work performed) you belong to in your organization**

		Response Percent	Response Count
Governance		4.9%	10
Supervisory and managerial		27.0%	55
Operational and technical		29.4%	60
<b>Administrative Support</b>		<b>30.4%</b>	<b>62</b>
Other (please specify)		8.3%	17
<b>answered question</b>			<b>204</b>
<b>skipped question</b>			<b>142</b>

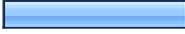
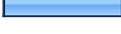
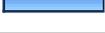
### 3. Are you a gender advisor/officer/focal point?

		Response Percent	Response Count
Yes		6.9%	14
No		93.1%	190
answered question			204
skipped question			142

### 4. Are you male or female?

		Response Percent	Response Count
Male		38.7%	79
Female		61.3%	125
answered question			204
skipped question			142

### 5. Please indicate the location of your office or area of operation

		Response Percent	Response Count
Africa		18.4%	7
Europe		28.9%	11
West Asia		5.3%	2
Asia Pacific		13.2%	5
Latin America		18.4%	7
North America		15.8%	6
answered question			38
skipped question			308

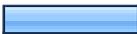
**6. In your view, how important is gender to the achievement of the UNEP mandate (UNEP as the lead authority for articulating, facilitating and supporting a response to environmental challenges and opportunities)?**

		Response Percent	Response Count
Very important		55.3%	21
Rather important		26.3%	10
Rather unimportant		18.4%	7
Not important at all		0.0%	0
<b>answered question</b>			<b>38</b>
<b>skipped question</b>			<b>308</b>

**7. Are you familiar with the UNEP Gender Plan of Action (GEPA)?**

		Response Percent	Response Count
I have read it recently and know it well		10.5%	4
I have read it a few years back, but don't remember its contents very well		15.8%	6
<b>I am aware it exists, but have never read it</b>		<b>42.1%</b>	<b>16</b>
I am not aware it exists		31.6%	12
<b>answered question</b>			<b>38</b>
<b>skipped question</b>			<b>308</b>

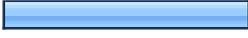
## 8. Please indicate the location of your office or area of operation

		Response Percent	Response Count
UNEP HQ		35.9%	110
UNEP R.O. Africa		4.9%	15
UNEP R.O. Asia Pacific		3.3%	10
UNEP R.O. Europe		10.1%	31
UNEP R.O. Latin America		3.9%	12
UNEP R.O. North America		3.3%	10
UNEP R.O. West Asia		2.3%	7
UNEP Liaison Offices		3.6%	11
UNEP Out Posted Offices		10.5%	32
UNEP Collaborating Centres		0.0%	0
UNEP Convention Secretariats		21.2%	65
UNEP Scientific Advisory Groups		1.0%	3
		<b>answered question</b>	<b>306</b>
		<b>skipped question</b>	<b>40</b>

## 9. In your view, how important is gender to the achievement of the UNEP mandate (UNEP as the lead authority for articulating, facilitating and supporting a response to environmental challenges and opportunities)?

		Response Percent	Response Count
Very important		54.5%	164
Rather important		32.2%	97
Rather unimportant		8.3%	25
Not important at all		5.0%	15
		<b>answered question</b>	<b>301</b>
		<b>skipped question</b>	<b>45</b>

## 10. Are you familiar with the UNEP Gender Plan of Action (GEPA)?

		Response Percent	Response Count
I have read it recently and know it well		7.3%	22
I have read it a few years back, but don't remember its contents very well		19.3%	58
I am aware it exists, but have never read it		34.6%	104
<b>I am not aware it exists</b>		<b>38.9%</b>	<b>117</b>
<b>answered question</b>			<b>301</b>
<b>skipped question</b>			<b>45</b>

## 11. How clearly are the goals and expected outcomes for gender mainstreaming defined in the UNEP Gender Plan of Action?

		Response Percent	Response Count
Very clear		5.1%	8
Rather clear		24.7%	39
Not so clear		15.8%	25
Not clear at all		3.2%	5
<b>Don't know</b>		<b>51.3%</b>	<b>81</b>
<b>answered question</b>			<b>158</b>
<b>skipped question</b>			<b>188</b>

**12. In your view, how clearly are the core strategies and areas of action articulated in the UNEP Gender Plan of Action?**

		Response Percent	Response Count
Very clear		5.7%	9
Rather clear		20.9%	33
Not so clear		15.2%	24
Not clear at all		5.1%	8
<b>Don't know</b>		<b>53.2%</b>	<b>84</b>
<b>answered question</b>			<b>158</b>
<b>skipped question</b>			<b>188</b>

**13. In your view, how clearly is the accountability for gender mainstreaming articulated in the UNEP Gender Plan of Action?**

		Response Percent	Response Count
Very clear		5.1%	8
Rather clear		15.2%	24
Not so clear		20.3%	32
Not clear at all		8.9%	14
<b>Don't know</b>		<b>50.6%</b>	<b>80</b>
<b>answered question</b>			<b>158</b>
<b>skipped question</b>			<b>188</b>

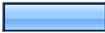
**14. In your view, how clearly are your roles and responsibilities in implementing or supporting gender mainstreaming articulated in the UNEP Gender Plan of Action?**

		Response Percent	Response Count
Very clear		8.9%	14
Rather clear		10.8%	17
Not so clear		23.4%	37
Not clear at all		11.4%	18
<b>Don't know</b>		<b>45.6%</b>	<b>72</b>
<b>answered question</b>			<b>158</b>
<b>skipped question</b>			<b>188</b>

**15. In your view, how well has leadership for the implementation of UNEP's commitments to gender equality and equity been provided by the following?**

	Very well	Rather well	Rather poorly	Poorly	Don't know	Rating Average	Response Count
UNEP Committee of Permanent Representatives	3.8% (9)	14.2% (34)	14.2% (34)	9.6% (23)	<b>58.3% (140)</b>	2.29	240
Senior management (Executive Director and members of the Executive Management Team)	8.0% (19)	24.9% (59)	16.5% (39)	20.7% (49)	<b>30.0% (71)</b>	2.29	237
Middle Management (Other chiefs and heads of units or programmes)	5.5% (13)	<b>25.4% (60)</b>	22.0% (52)	22.0% (52)	25.0% (59)	2.19	236
<b>answered question</b>							<b>241</b>
<b>skipped question</b>							<b>105</b>

**16. In your view, how well has UNEP management determined, monitored and evaluated the accountability of different levels of staff for mainstreaming gender into their work?**

		Response Percent	Response Count
Very well		3.7%	9
Rather well		16.2%	39
Rather poorly		25.3%	61
<b>Poorly</b>		<b>27.8%</b>	<b>67</b>
Don't know		27.0%	65
<b>answered question</b>			<b>241</b>
<b>skipped question</b>			<b>105</b>

**17. In your view, how adequate is the current institutional set up for gender mainstreaming in UNEP (Gender advisor at HQ and gender focal points/teams at divisions and Regional Offices)?**

		Response Percent	Response Count
Very adequate		7.5%	18
Moderately adequate		20.7%	50
Moderately inadequate		20.7%	50
Very inadequate		22.0%	53
<b>Don't know</b>		<b>29.0%</b>	<b>70</b>
<b>answered question</b>			<b>241</b>
<b>skipped question</b>			<b>105</b>

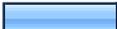
## 18. In your view, how well are gender-related activities within UNEP programmes funded?

		Response Percent	Response Count
Very well		4.1%	10
Rather well		5.8%	14
Rather poorly		17.8%	43
Poorly		22.4%	54
<b>Don't know</b>		<b>49.8%</b>	<b>120</b>
<b>answered question</b>			<b>241</b>
<b>skipped question</b>			<b>105</b>

## 19. In your view, how adequate is the existing UNEP gender guidance for each stage in the project cycle?

	Very adequate	Moderately adequate	Moderately inadequate	Very inadequate	Don't know	Rating Average	Response Count
Planning and Design	6.6% (14)	17.8% (38)	15.5% (33)	14.1% (30)	<b>46.0% (98)</b>	2.31	
Review and Approval	5.8% (12)	19.8% (41)	15.5% (32)	12.6% (26)	<b>46.4% (96)</b>	2.35	
Implementation and Monitoring	4.3% (9)	12.0% (25)	19.7% (41)	17.3% (36)	<b>46.6% (97)</b>	2.06	
Evaluation	4.3% (9)	13.0% (27)	18.3% (38)	15.9% (33)	<b>48.6% (101)</b>	2.11	
Learning and knowledge management	4.3% (9)	11.6% (24)	15.9% (33)	20.3% (42)	<b>47.8% (99)</b>	2.00	
<b>answered question</b>							
<b>skipped question</b>							

**20. In your view, how adequate is the existing UNEP gender guidance for overall programming purposes (medium-term strategy and biennial programme of work)?**

		Response Percent	Response Count
Very adequate		4.2%	9
Moderately adequate		17.8%	38
Moderately inadequate		15.9%	34
Very inadequate		15.9%	34
<b>Don't know</b>		<b>46.3%</b>	<b>99</b>
<b>answered question</b>			<b>214</b>
<b>skipped question</b>			<b>132</b>

**21. In your view, how adequate is the capacity building programme for enhancing UNEP staff knowledge and understanding on the following aspects?**

	Very adequate	Moderately adequate	Moderately inadequate	Very inadequate	Don't know	Rating Average	Response Count
Gender concepts	5.7% (12)	16.5% (35)	17.5% (37)	<b>31.6% (67)</b>	28.8% (61)	1.95	
Gender analysis	3.3% (7)	16.0% (34)	17.5% (37)	<b>34.9% (74)</b>	28.3% (60)	1.83	
Gender sensitive programming	3.8% (8)	14.6% (31)	18.9% (40)	<b>34.0% (72)</b>	28.8% (61)	1.83	
Gender sensitive implementation and monitoring	2.8% (6)	12.8% (27)	18.0% (38)	<b>37.4% (79)</b>	28.9% (61)	1.73	
Gender sensitive evaluation	3.3% (7)	13.3% (28)	19.0% (40)	<b>35.7% (75)</b>	28.6% (60)	1.78	
<b>answered question</b>							
<b>skipped question</b>							

## 22. In your view, how well does UNEP support INTERNAL information sharing and advocacy on gender within the organization?

		Response Percent	Response Count
Very well		2.4%	5
Rather well		14.2%	30
Rather poorly		25.9%	55
<b>Poorly</b>		<b>44.8%</b>	<b>95</b>
Don't know		12.7%	27
<b>answered question</b>			<b>212</b>
<b>skipped question</b>			<b>134</b>

## 23. In your view, to what extent are human resources management practices sensitive to opportunities for female and male staff in the organization or gender-based discrimination workplace?

	Highly satisfactory	Moderately satisfactory	Moderately unsatisfactory	Very unsatisfactory	Don't know	Rating Average
Recruitment and promotions	13.3% (28)	<b>37.4% (79)</b>	15.2% (32)	25.1% (53)	9.0% (19)	2.43
Life and work balance	11.0% (23)	<b>36.2% (76)</b>	21.4% (45)	22.9% (48)	8.6% (18)	2.39
Staff /Career development (training, leadership, mentoring)	11.0% (23)	<b>32.1% (67)</b>	16.3% (34)	29.2% (61)	11.5% (24)	2.28
Sexual and emotional harassment	15.8% (33)	<b>35.9% (75)</b>	11.5% (24)	19.6% (41)	17.2% (36)	2.58
<b>answered question</b>						
<b>skipped question</b>						

**24. Indicate (by order of importance) what are the key challenges or constraints (if any) you have encountered or perceived in promoting gender equality and equity objectives in UNEP's work.**

		Response Percent	Response Count
1		100.0%	130
2		71.5%	93
3		53.1%	69
answered question			130
skipped question			216

**25. In your view, to what extent has UNEP supported member states and other partners in building their capacity to incorporate gender equality and equity in their development strategies and programmes for the environmental sector?**

		Response Percent	Response Count
Very well		2.7%	6
Rather well		11.0%	24
Rather poorly		20.5%	45
Poorly		17.8%	39
Don't know		47.9%	105
answered question			219
skipped question			127

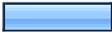
## 26. In your view, how well has UNEP contributed towards policy dialogues and campaigns for gender-related aspects of environmental issues?

	Very well	Rather well	Rather poorly	Poorly	Don't know	Rating Average	Response Count
At Global Level	4.1% (9)	22.1% (48)	16.6% (36)	12.4% (27)	<b>44.7% (97)</b>	2.33	217
At Regional Level	3.2% (7)	19.0% (41)	19.4% (42)	13.0% (28)	<b>45.4% (98)</b>	2.23	216
At National Level	2.8% (6)	11.6% (25)	19.0% (41)	18.5% (40)	<b>48.1% (104)</b>	1.97	216
<b>answered question</b>							<b>219</b>
<b>skipped question</b>							<b>127</b>

## 27. In your view, how well are UNEP partnerships working in promoting gender equality and equity in the environmental sector?

	Very well	Rather well	Rather poorly	Poorly	Don't know	Rating Average	Response Count
Partnerships with other UN agencies	5.0% (11)	20.1% (44)	23.3% (51)	9.6% (21)	<b>42.0% (92)</b>	2.35	219
Partnerships with international organizations	3.7% (8)	18.4% (40)	22.1% (48)	9.7% (21)	<b>46.1% (100)</b>	2.30	217
Partnerships with national government organizations	4.1% (9)	14.2% (31)	18.8% (41)	13.3% (29)	<b>49.5% (108)</b>	2.18	218
Partnerships with NGOs / civil society	3.7% (8)	27.1% (59)	11.9% (26)	10.1% (22)	<b>47.2% (103)</b>	2.46	218
Partnerships with private for profit organizations	2.3% (5)	14.4% (31)	16.7% (36)	12.0% (26)	<b>54.6% (118)</b>	2.15	216
Partnerships with scientific /academic /research institutions	2.3% (5)	17.6% (38)	18.5% (40)	11.6% (25)	<b>50.0% (108)</b>	2.21	216
<b>answered question</b>							<b>219</b>
<b>skipped question</b>							<b>127</b>

**28. In your view, how well does UNEP EXTERNALLY promote the gender equality dimension of its work?**

		Response Percent	Response Count
Very well		4.1%	9
Rather well		16.9%	37
Rather poorly		21.0%	46
Poorly		23.7%	52
<b>Don't know</b>		<b>34.2%</b>	<b>75</b>
<b>answered question</b>			<b>219</b>
<b>skipped question</b>			<b>127</b>

**29. In your view, to what extent did UNEP contribute to gender equality and equity within the environmental sector in the following core areas?**

	Very important	Moderately important	Of little importance	Unimportant	Don't know	Rating Average	Response Count
Improving the understanding of the relationship between gender and the environment	10.0% (22)	26.0% (57)	22.4% (49)	5.5% (12)	<b>36.1% (79)</b>	2.64	
Increasing the participation of women in environmental rehabilitation and protection	11.5% (25)	24.3% (53)	21.1% (46)	6.9% (15)	<b>36.2% (79)</b>	2.63	
Promoting equal participation of women and men in sustainable management of environmental resources	9.7% (21)	30.1% (65)	19.0% (41)	5.6% (12)	<b>35.6% (77)</b>	2.68	
<b>answered question</b>							
<b>skipped question</b>							

## Challenges identified by respondents 100.0%

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### **Policy** **0.5%**

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<i>Clarity of Gender Strategy</i>	0.5%
Absence of gender policy	0.5%

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### **Organizational** **92.3%**

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<i>Clarity of Gender Strategy</i>	6.9%
Doubts about relevance of gender in UNEP's work	4.6%
Unclear results framework for gender mainstreaming	1.0%
Women Biased approach to gender mainstreaming	0.5%
Unclear targeting of gender based information	0.5%
Lack of gender competency requirement for consultants	0.4%

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<i>Conceptual understanding</i>	12.1%
Lack of understanding of gender concepts	10.4%
Perception of gender issues as women issue only	1.2%
Invisibility of gender construct	0.5%

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<i>Commitment</i>	9.3%
Gender not taken seriously by staff	4.5%
Inadequate management commitment and leadership	2.3%
Cultural issues and negative stereotyping of women	2.3%
Lack of motivation/incentives	0.2%

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<i>Technical Support</i>	14.0%
Lack of clear and practical guidelines and tools	6.4%
Inadequate capacity building	4.6%
Incompetence of the Gender unit to provide technical support	2.5%
Lack of understanding between the link of gender and environment	0.5%

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<i>Accountability</i>	2.2%
Weak accountability mechanisms	1.8%
Lack of mechanisms to put gender policy in practice	0.4%

<i>Monitoring and Evaluation</i>	1.7%
Weak monitoring mechanisms	1.2%
Absence of baseline data	0.5%
<i>Information Exchange</i>	9.3%
Lack of awareness of UNEP gender policy and initiatives	8.8%
Insufficient information exchange between Gender unit and other offices	0.5%
<i>Human and Financial Resources</i>	7.5%
Lack of resources	5.0%
Inadequate staffing for gender delivery	1.2%
Inadequate institutional set-up	0.8%
Lack of time	0.5%
<i>Human Resource Management</i>	29.3%
Gender balance in staffing	18.5%
Lack of management sensitivity to gender related HR issues	10.1%
Insecurity situation in Nairobi	0.5%
Inadequate mechanisms for supporting women career advancement	0.2%
<b>Delivery</b>	<b>5.8%</b>
<i>Programming and Project Design</i>	5.2%
Routine Gender mainstreaming in program design not meaningful	3.4%
Inadequate gender analysis in project design	1.8%
<i>Knowledge Management</i>	0.6%
Inadequate mechanisms for knowledge sharing and management	0.6%
<b>Constituency</b>	<b>1.4%</b>
<i>Partnerships</i>	1.4%
Lack of understanding of the relationship between UNEP gender goals and that of partners	1.2%
Weak governance at country level	0.2%