

GUIDANCE NOTE

GENDER MAINSTREAMING IN DEVELOPMENT PROGRAMMING



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Produced by the UN System Coordination Division of UN Women
Design: Melanie Doherty Design
Print: Colorcraft of Virginia
Manufactured in the United States of America

GUIDANCE NOTE

GENDER MAINSTREAMING

IN DEVELOPMENT

PROGRAMMING



UN Women

New York, November 2014



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FOREWORD

Sixteen years ago, in 1997, the United Nations adopted the first resolution on gender mainstreaming to guide the implementation of global commitments on gender equality and the empowerment of women. In doing so, UN Member States agreed that specific concerns and experiences related to gender equality and women's empowerment need to be incorporated into all policies and programmes, in all sectors, so that women and men benefit equally from development, and inequalities are not perpetuated.

Over the years, there has been rising awareness and a substantial increase in commitments to gender mainstreaming in the major areas of work of development practitioners, including the UN system. There is now greater recognition of the centrality of gender equality and women's empowerment to sustainable development, and both national governments and the international community increasingly institutionalize gender mainstreaming. Yet despite these gains, evaluations and studies have found that gender mainstreaming has not been effective in all aspects of policy and programming, or in all sectors. Misleading and false dichotomies between targeted programme interventions and those incorporating gender perspectives across different sector policies and programmes persist. There is also a continuing lack of comparable data for tracking allocations and expenditures of resources for gender equality and the empowerment of women. A lack of accountability delays progress in advancing gender equality.

Today we are at a pivotal juncture. Gender mainstreaming is no longer optional. Priority should be given to its implementation as global discussions take place on accelerating progress to achieve the Millennium Development Goals (MDGs), the 20-year legacy of the 1995 Beijing Platform for Action, and the post-2015 development agenda and future sustainable development goals.

Through its 2010 founding resolution on system-wide coherence,¹ the UN General Assembly mandated UN Women to lead, coordinate and promote the accountability of the UN system in its work on gender equality and women's empowerment, and to support gender mainstreaming across the United Nations system. With recent further impetus from General Assembly and Economic and Social Council (ECOSOC) decisions,² the United Nations has been challenged to better support Member States in strengthening the implementation of commitments to gender equality and the empowerment of women.

It is therefore timely that UN Women provides updated guidance on gender mainstreaming to help bridge gaps between global norms and actual implementation in country policy-making and programme planning processes.

This Guidance Note addresses major changes in global norms and aid modalities within the current development context; provides general principles for implementing gender mainstreaming at the country level; describes the substantive and technical programming aspects of gender mainstreaming at the country level drawing on good practices; and examines changes related to more gender-responsive organizations

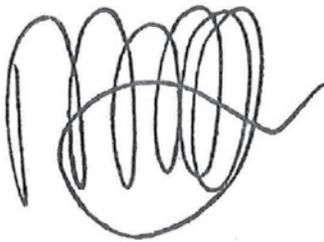
¹ A/RES/64/289.

² For instance, the Quadrennial Comprehensive Policy Review or [A/RES/67/226](#), and [E/2012/24](#).

and the required transformation of government systems such as those for national statistics. It provides broad conclusions on the relevance of gender mainstreaming in global policy debates related to the 20-year reviews of global commitments such as the Beijing Platform for Action and the Programme of Action of the International Conference on Population and Development (ICPD), as well as the post-2015 development agenda.

I am pleased to note that a wide range of gender experts from various organizations, including members from the UN Inter-Agency Network of Women and Gender Equality (IANWGE) and the UN Development Group (UNDG), have contributed substantive inputs and practical insights.

I am convinced that this Guidance Note will make a significant contribution to more effective and evidence-based gender mainstreaming. I encourage you to apply its recommendations and findings, and disseminate it widely to advance collective efforts towards gender equality and the empowerment of women.

A handwritten signature in black ink, consisting of several overlapping loops and a long horizontal stroke extending to the right.

Phumzile Mlambo-Ngcuka
Under-Secretary-General
Executive Director of UN Women

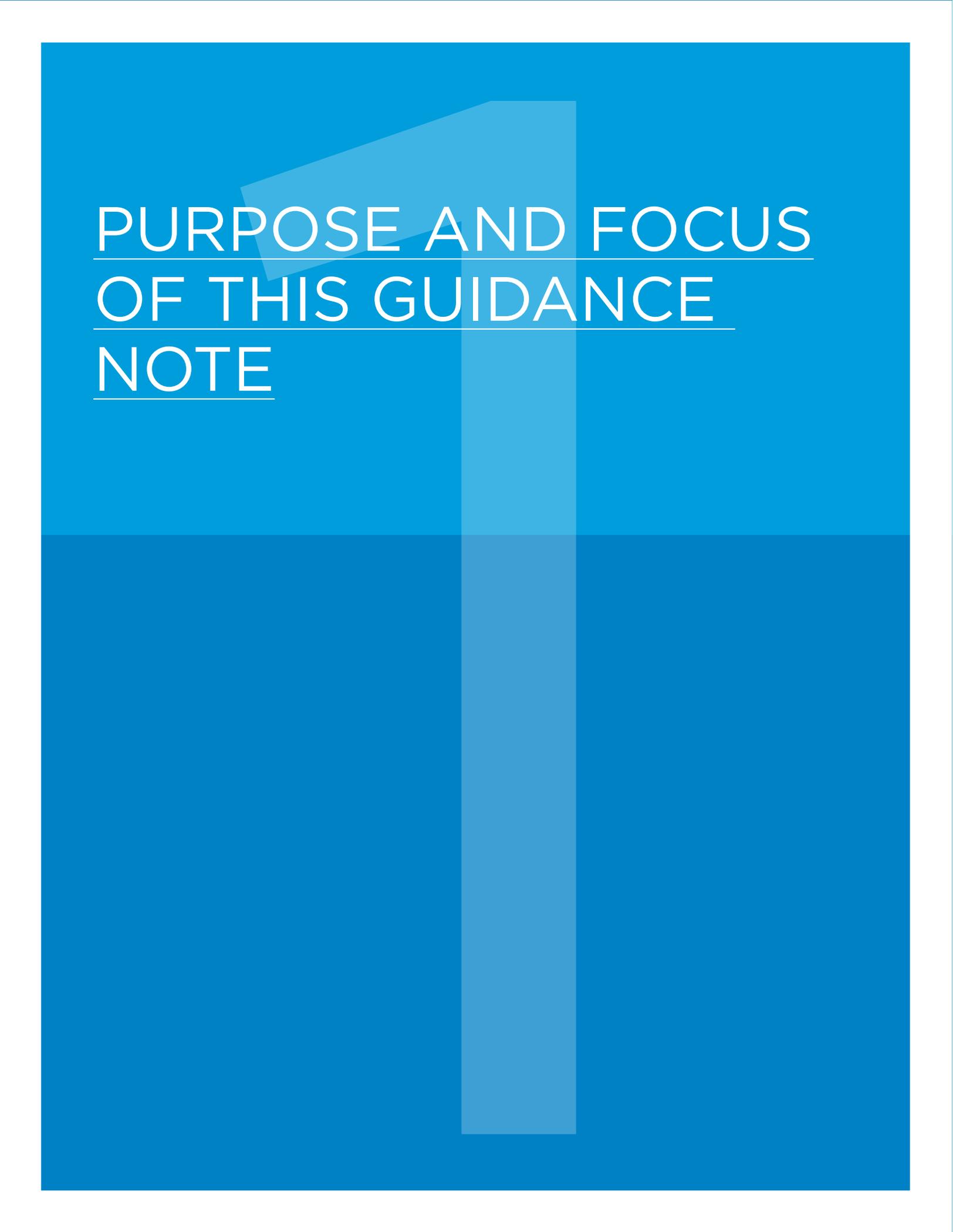
ACKNOWLEDGEMENTS

UN Women through the UN System Coordination Division produced this publication. Authors include Sylvie I. Cohen, Senior Adviser on Gender Mainstreaming; Annalise Moser, Gender Consultant; Sharon Taylor, Inter-Agency Coordination Specialist; and Patricia Cortes, Programme Specialist.

International experts from multiple development organizations, sectors and themes, including UN Women staff, and members of the UN Inter-Agency Network on Women and Gender Equality (IANWGE) and the Task Force on Gender Equality of the UN Development Group (UNDG), provided state-of-the-art inputs on substantive, technical and organizational advances in gender mainstreaming practice. These were discussed during an international Expert Group Meeting convened by UN Women ("[Approaches to Gender Mainstreaming in Development Programming: Being Strategic and Achieving Results in an Evolving Development Context](#)") in May 2013; an online discussion with practitioners prior to the meeting; and throughout the drafting process of this Guidance Note. UN Women extends its heartfelt thanks to each contributor.

Special thanks are due to Lakshmi Puri, Assistant Secretary-General and Deputy Executive Director of UN Women and Moez Doraid, Director of the UN System Coordination Division of UN Women, for their leadership, review and support of the production of the Note.

The Note has been produced as part of the implementation of intergovernmental resolutions and decisions, including by the UN General Assembly and the Economic and Social Council.



PURPOSE AND FOCUS
OF THIS GUIDANCE
NOTE

I.

PURPOSE AND FOCUS OF THIS GUIDANCE NOTE

Gender mainstreaming is mandated by the 1995 Beijing Platform for Action as a strategic approach for achieving gender equality and women's empowerment at all levels of development. The Platform commits all stakeholders in development policies and programmes, including United Nations entities, Member States, the international development community and civil society actors, to take action.

The [1997 agreed conclusions of ECOSOC](#) defined gender mainstreaming as:

The process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetrated. The ultimate goal is to achieve gender equality.³

As such, gender equality is the overarching and long-term development goal, while gender mainstreaming is a set of context-specific, strategic approaches as well as technical and institutional processes adopted to achieve that goal.

Gender mainstreaming integrates gender equality components in national public and private organizations, in central or local policies, and in services and sectoral programmes. In the longer run, it aims at transforming discriminatory social institutions, recognizing that discrimination can be embedded in laws, cultural norms and community practices that, for example, limit women's access to property rights or that restrict their access to public space. Such progressive changes rely on access to data, gender expertise,

sound analysis, supportive cultures, budgets and the mobilization of social forces.

The last 20 years have seen a significant increase in global and national commitments to gender mainstreaming. These have translated into explicit policy mandates and the provision of technical guidance across major areas of work of the United Nations system—including peace and security, humanitarian assistance, poverty eradication, financing for development, human rights and sustainable environment—and in the adoption by Member States of more extensive policies, legislation, plans and programmes on gender equality.

Yet recent stocktaking⁴ has concluded that the strategy design and implementation of gender mainstreaming, particularly at country level, are in urgent need of re-clarification and revitalization. This call presents an opportunity to focus on improving the relevance and performance of gender mainstreaming inputs in national development strategies and policies by drawing on the many recent innovations by the development community, Member States, the private sector and civil society actors.

To provide guidance on gender mainstreaming, in line with its mandate, UN Women convened an international expert group meeting, [“Approaches to Gender Mainstreaming in Development Programming: Being Strategic and Achieving Results in an Evolving](#)

³ ECOSOC Agreed Conclusions 1997/2.

⁴ Recent reviews include, for example, the “Beyond Gender Mainstreaming Learning Project,” led by Gender & Development, and the United Kingdom's Gender and Development Network; the On Track with Gender Trajectory, an initiative of CIDIN, Hivos, Oxfam/NOVIB and the Ministry of Foreign Affairs of the Netherlands in cooperation with Cordaid, ICCO and KIT; Risby and Todd 2011 on an African Development Bank evaluation synthesis; and an analysis of 21 studies on gender mainstreaming from 2005 to 2012 in Brouwers 2013.

[Development Context,](#)” from 30 April to 3 May 2013.⁵ Experts provided state-of-the-art inputs on technical and organizational advances in gender mainstreaming practices across multiple development organizations, sectors and themes. They also peer-reviewed an earlier publication “Gender Mainstreaming: An overview” in terms of its relevance for the current context.

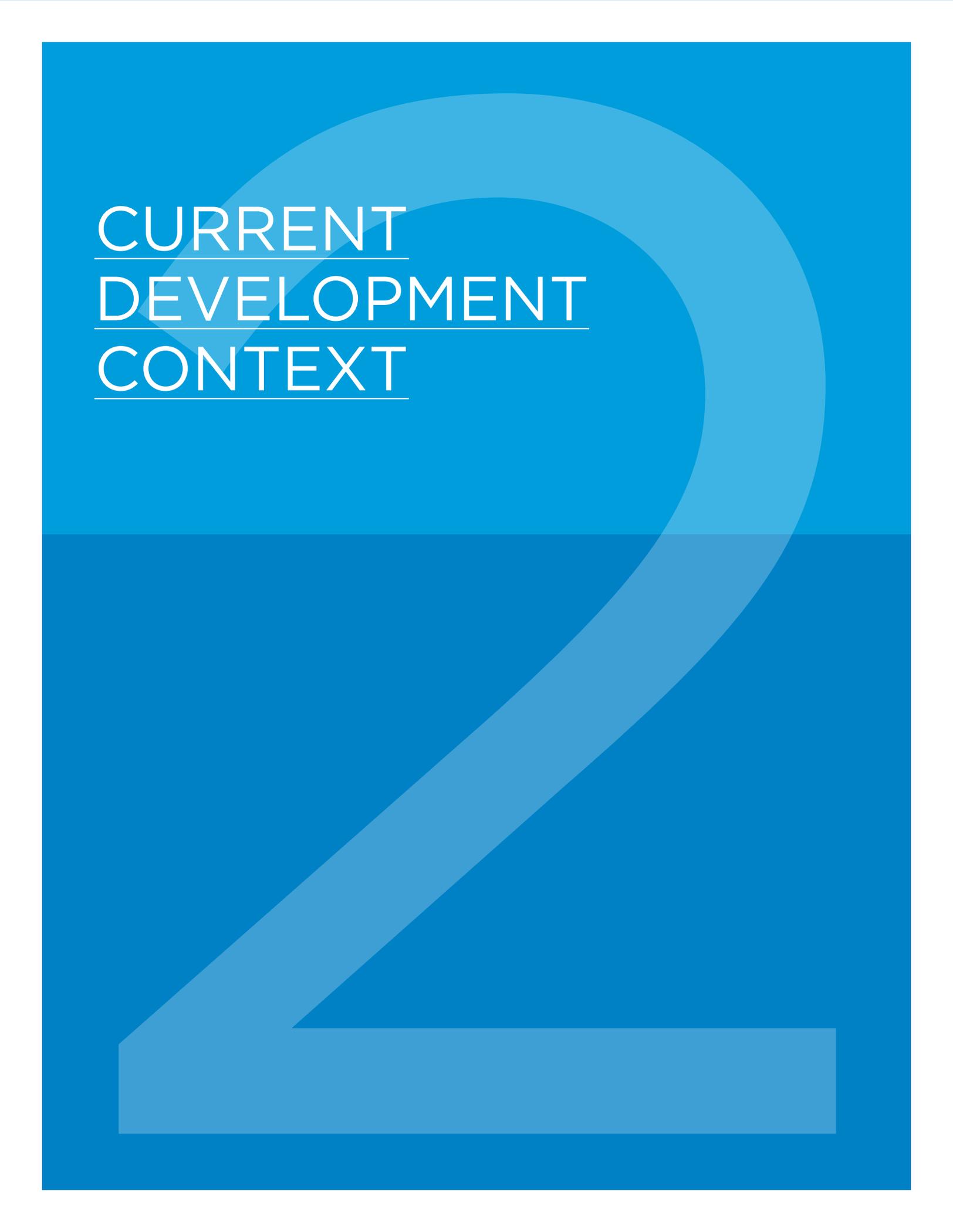
The meeting’s conclusions informed this current Guidance Note on gender mainstreaming. It is targeted to Member States—including policy-makers, senior managers, programme staff, sector specialists, technical managers and gender focal points in government agencies and development organizations. It is also aimed at sector specialists and technical managers in all UN operational entities, including UN Women country and headquarters offices; staff of other international organizations, including those focused on finance, trade, the environment and humanitarian concerns; and international and national civil society organizations.

The Note focuses on country gender mainstreaming responses within national programmes and across sectors. Using a technical illustrative approach, it unpacks the types and sequencing of decisions and actions at each level and step of decision-making—when laws, policies, budgets, and statistics for service delivery and programmes are being developed, operationalized and/or assessed.⁶

On the following pages, section II discusses major changes in gender mainstreaming norms within the current global development context. Section III provides general principles for implementing gender mainstreaming at the country level, while section IV describes substantive and technical programming components. Section V turns to the changes related to more gender-responsive organizations and to the required transformation of central government systems, such as those for national statistics. Broad conclusions presented in section VI are made in the context of evolving development cooperation modalities, the global policy debates related to the post-2015 development agenda, and the 20-year reviews of global commitments on gender equality and women’s empowerment made in the ICPD Programme of Action and the Beijing Platform for Action.

5 Cohen et al. 2013. See: www.unwomen.org/en/how-we-work/un-system-coordination/gender-mainstreaming/expert-group-meeting.

6 The Guidance Note does not pretend to synthesize the wealth of resource materials on gender mainstreaming. A few resources are listed in annex 2. The creation of an online compendium of resource materials on gender mainstreaming was recommended by experts and is planned by UN Women.



CURRENT
DEVELOPMENT
CONTEXT

II.

CURRENT DEVELOPMENT CONTEXT

Recent Global Commitments to Gender Mainstreaming in UN Intergovernmental Processes

Since the adoption of the [ECOSOC agreed conclusions on gender mainstreaming](#),⁷ the concept is better understood and increasingly accepted as a strategy to advance gender equality in countries and international development cooperation work, including by the United Nations system. An increasing number of policies, strategies and action plans have been adopted, and tools and resources on thematic issues and sector areas are available to guide implementation of gender mainstreaming at the country level (see annex 2 for selected tools).

Table 1 highlights intergovernmental decisions relevant to gender mainstreaming in the development programming of the United Nations system.

Gender Equality and Emerging Development Cooperation and Aid Modalities

The principles of the [Paris Declaration on Aid Effectiveness](#) (2005), followed by the [Accra Agenda for Action](#) (2008) and the [Busan Partnership Agreement](#) (2011), have influenced the development landscape by calling for mutual responsibility for improving the quality of aid and its impact. Gender equality, human rights and social inclusion are integral to how these commitments are realized. There are important opportunities to harmonize the principles of aid effectiveness with those of bringing gender equality into the mainstream.

The aid effectiveness agenda opens room for comprehensive and high-level policy dialogues on gender equality, and for these issues to be at the heart of donors' discussions with partner governments. For example, the principle of *ownership* spelled out in the [Paris Declaration on Aid Effectiveness](#) can be used to encourage and/or meet national demand for technical assistance for gender research and analysis, and for gender-sensitive programming, and to ensure that efforts to mainstream gender equality concerns in policies and programmes at the national level are consistently supported. The *alignment* principle ensures that donors' support to gender equality is aligned with national development strategies and priorities, and that aid for gender equality perspectives contributes to national development planning and budgetary processes. *Harmonizing* aid with national administrative and budgetary processes provides scope for a more sustainable approach to the financing and management of gender equality programmes. Also, incorporating gender issues in direct support to central budgets and fiscal sector-wide reforms present greater opportunities to scale up actions to a national level.⁸ The principle of *managing for results* promotes the incorporation of explicit and measurable result indicators for gender equality and women's empowerment in monitoring and evaluation systems in each sector. Finally, the principle of *mutual accountability* supports the development or improvement of accountability mechanisms such as [gender-responsive budgeting](#) (GRB), and gender audits to hold both donors and partner governments to account for their work to reduce gender gaps and empower women. Aid can also strengthen the ability of civil society, including women's organizations, to hold their governments accountable for commitments to gender equality and women's empowerment, and to the development agenda in general.⁹

7 ECOSOC Agreed Conclusions 1997/2.

8 See for example, Shultz 2011.

9 See OECD/DAC 2008.

TABLE 1:

Intergovernmental Decisions Relevant to Gender Mainstreaming in the Development Programming of the United Nations System

Decisions	Implications for Gender Mainstreaming
Beijing Declaration and Platform for Action (1995)	Called on all United Nations entities focusing on the advancement of women to dedicate adequate resources and support to follow up implementation of the Beijing Platform for Action. These efforts should be well integrated into overall policy, planning, programming and budgeting.
ECOSOC Agreed Conclusions 1997/2	The United Nations system is called on to ensure that, on the basis of gender analysis, gender concerns are addressed in all planning activities when setting priorities, allocating resources, and identifying actions and activities.
2005 World Summit Outcome (General Assembly)	Gender mainstreaming is a tool for achieving gender equality. United Nations entities should mainstream a gender perspective in the design, implementation, monitoring, and evaluation of policies and programmes in all political, economic and social spheres, and further strengthen the capabilities of the United Nations system in the area of gender equality and women's empowerment.
The United Nations system-wide policy on gender equality and the empowerment of women (2006)	The system-wide policy endorsed by the UN Chief Executives Board for Coordination (CEB) calls for the acceleration of gender mainstreaming in all policies and programmes in the United Nations system.
UNDG Guidance Note: Application of the Programming Principles to the UNDAF (2010)	Gender equality instituted as one of the guiding principles for programming through the United Nations development assistance framework (UNDAF).
General Assembly resolution 64/289 on system-wide coherence (2010)	UN Women is mandated to support Member States and the United Nations system with gender mainstreaming efforts, and to strengthen coherence, coordination and accountability for work on gender equality in the United Nations system.
Fourth High-Level Forum on Aid Effectiveness in Busan (2011)	Acceleration of efforts to achieve gender equality and women's empowerment through development programmes grounded in country priorities.
Rio+20 outcome document, The Future We Want (2012)	Effective gender mainstreaming in decision-making and the full programming cycle by donors and international organizations, including the United Nations system.
General Assembly resolution 67/226 , Quadrennial comprehensive policy review of operational activities for development of the United Nations system (2012)	United Nations development system to acquire sufficient technical expertise for gender mainstreaming in programme planning and implementation to assist in the preparation of the UNDAF and other development programming frameworks.
UN System-wide Action Plan on Gender Equality and Women's Empowerment (UN-SWAP) (2012)	Unified and system-wide accountability framework to accelerate gender mainstreaming across the United Nations system.
ECOSOC resolution 2013/16	Alignment of gender equality programming with national priorities across sectors, as requested by the Member States concerned, with the aim of mainstreaming gender perspectives into all legislation, policies and programmes.
ICPD Programme of Action , Principle 4	Advancing gender equality and equity and the empowerment of women, and the elimination of all kinds of violence against women, and ensuring women's ability to control their own fertility, are cornerstones of population and development programmes.

Gender Equality in the Post-2015 Development Agenda

Similar to the [MDGs](#), the new international norms for development expected to be decided in 2015 will guide the setting of priority goals, the mobilization of global resources towards shared objectives, and enhanced accountability for realizing a common vision of sustainable development. The lead-up to the adoption of a post-2015 agenda, together with other global developments such as the [Rio+20 outcome](#), the review of the [ICPD Programme of Action Beyond 2014](#), the 15th anniversary of [Security Council Resolution 1325](#) (2000) on women and peace and security, as well as the 20th anniversary of the [Fourth World Conference on Women](#) (Beijing+20), offer a unique collective opportunity for underscoring both the intrinsic centrality and the instrumental value of gender equality and women's empowerment.

Following the Rio+20 outcome document, a proposal for a set of sustainable development goals to replace the MDGs was submitted in September 2014 to the 68th session of the General Assembly for negotiation. The definition of the post-2015 development agenda will culminate during the General Assembly's 69th session in 2015. Both the sustainable development goals and the post-2015 agenda will provide frameworks for eradicating poverty; creating sustainable consumption and production patterns; ensuring sustainable water and energy access while protecting the environment; promoting transparent and accountable governance; achieving equality including gender equality and human rights; and ensuring access to high quality education and health care, and essential laws, services and infrastructure.

In the context of this global policy debate, gender equality advocates, including [UN Women](#),¹⁰ are calling for an explicit commitment to achieving gender equality, women's rights and women's empowerment. Within the United Nations system, there is a general consensus that in the post-2015 agenda, gender equality and the empowerment of women are pivotal as intrinsic human rights principles, and as catalysts for achieving all human development goals, good

governance, economic growth, sustained peace and security, and sound relationships between people and the environment.¹¹

To be transformative, the commitment to gender equality should be universal; address the structural foundations of gender-based inequality, including in the three dimensions of sustainable development—social, economic and environmental; and ensure accountability.

Building on the experiences and lessons learned from the MDGs, gender equality thus needs to be addressed both as a stand-alone goal and as an issue cutting across all other parts of the agenda, in order to address gender-based discrimination specific to each development sector, and to ensure the meaningful achievement of all other goals.

According to UN Women and many other development partners, a stand-alone gender equality goal should be retained in parallel to the mainstreaming of gender equality in all other goals because gender equality is a prerequisite for achieving progress in other development goals, and achieving gender equality is an important human rights goal in itself.

Three critical target areas have been identified for a stand-alone gender equality goal: freedom from violence against women and girls; gender equality in the distribution of capabilities; and gender equality in decision-making in all spheres of public and private life. This proposal is grounded in global commitments by UN Member States to gender equality and women's rights, and enshrined in international treaties and agreements. See also box 1.

¹⁰ See UN Women 2013.

¹¹ Ibid. See also Nelson and Cooper et al. 2013.

BOX 1

What a Gender Equality Goal Might Look Like in the Post-2015 Development Agenda: Additional Views from Civil Society Think Tanks

A new post-2015 development framework should:

- Recognize the active roles of women as leaders and agents of change in the development, humanitarian and peace-building processes;
- Reflect an understanding that poverty is, in part, a result of women's socially enforced gender roles and relations, and that, without specifically addressing the causes of gender inequality, poverty cannot be fundamentally resolved; and
- Focus on the most disempowered people in society, including people of various abilities, races, classes, sexual and gender identities, etc.

A gender perspective should be mainstreamed into the framework by:

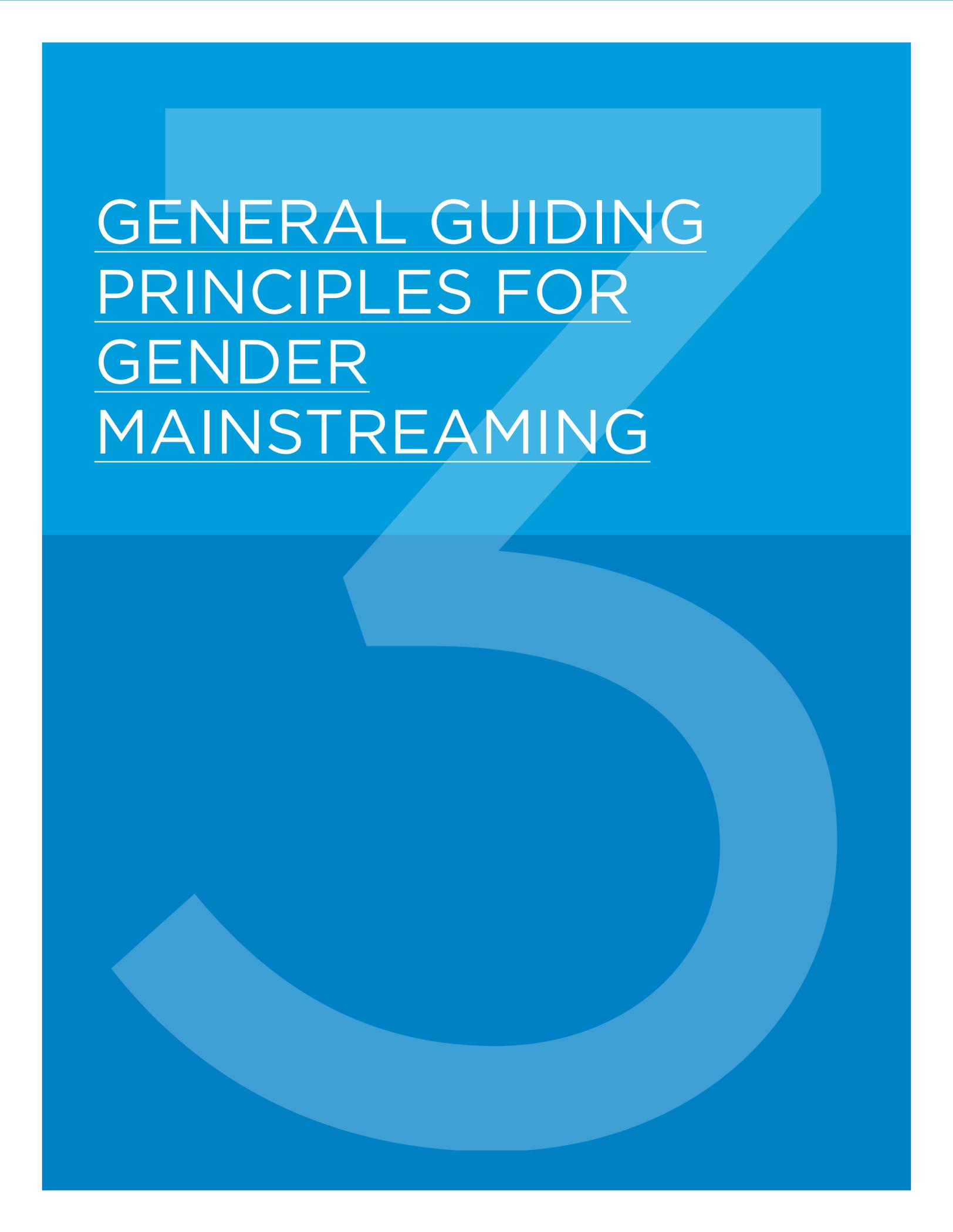
- Agreeing to specific development targets under each goal that reflect explicit efforts to tackle the gender-related barriers women and girls face;
- Developing gender-sensitive indicators reflecting the kind of information needed rather than merely the availability of data;
- Providing incentives within targets and indicators to reach the poorest and most marginalized people in societies, explicitly including women from socially excluded groups;

- Ensuring all indicators are disaggregated by sex and other relevant determinants of gender disparities at societal level, in daily life and in all spheres; and
- Substantially increasing the availability of data disaggregated by sex at societal level, in daily life and in all spheres.

There should be a stand-alone goal or domain on gender equality that:

- Prioritizes the poorest and most disempowered women and girls;
- Takes into considerations the vulnerabilities of men and boys;
- Reflects priorities defined by the poorest and most disempowered women;
- Meets women's and girls' long-term strategic interests by tackling the roots of gender inequality and discrimination;
- Provides politically feasible targets and indicators that will contribute towards the transformative goal; and
- Complements the other goals.

Source: Adapted from Smee and Woodroffe 2013.



GENERAL GUIDING
PRINCIPLES FOR
GENDER
MAINSTREAMING

III.

GENERAL GUIDING PRINCIPLES FOR GENDER MAINSTREAMING

The achievement of gender equality is a goal sought across international development practice. Gender equality means that women and men, boys and girls are able to enjoy equal status, and have equal entitlements and opportunities for fully realizing all human rights, making choices, and accessing assets, services and public goods, without limitations imposed by legislation, policies, gender norms and stereotypes (see annex 1 for a glossary of gender-related terms).

Gender norms define how women and men hold positions of power; how they access public resources and private assets in wider society; how they make decisions on sources of livelihood, mobility and place of residence, marriage and partnerships, family planning, reproduction and sexuality; how they divide labour within the household; and the nature and extent of personal ambitions.

At the same time, gender roles and norms are not standardized or static; they are socially constructed, changeable, and varied within and across cultures, societies and throughout history. The relationships between women and men are shaped by the values, roles and relative power ascribed to them by each society at any given time and place. Gender-based violence, for instance, and its profound impacts on everyday life, is a salient manifestation of unequal power relations between women and men, and its forms vary. In certain contexts, men and women can be perpetrators of violence due to socially constructed values, roles and status.

Gender disparities also intersect with socio-economic determinants¹² such as age, class and income, ethnicity, nationality, place of residence, education, sexual

orientation, gender identity, and health, including sexual and reproductive health. These shape status and roles at the societal level, in daily life and in all spheres, including political affairs, the workplace, communities and households.

Two Strong Rationales for Gender Mainstreaming: Human Rights and Efficiency Complement Each Other

It is crucial to link gender mainstreaming and human rights-based approaches in development policies and programmes, as gender equality, non-discrimination on the basis of sex and gender identity, and access to sexual and reproductive health and rights are fundamental universal human rights principles. These are laid out in the Universal Declaration of Human Rights, the Vienna Declaration and Platform for Action and other international human rights instruments, and are further promoted by international treaty bodies such as the [Convention on the Elimination of all Forms of Discrimination against Women](#) (CEDAW) (see box 2).

Realizing women's human rights implies recognizing and addressing the underlying and/or immediate causes of women's and men's human rights violations; challenging structural constraints to the equal rights and choices of women and girls;¹³ and putting in place appropriate policy and programmatic responses in line with human rights principles. A human rights-based approach to gender equality also calls for the participation of marginalized, disempowered and discriminated against groups of women and men in decisions that affect their livelihoods and overall sustainable development; and for their engagement in

¹² Symington 2004.

¹³ Chant and Sweetman 2012.

BOX 2

Using Human Rights Principles, Including CEDAW, to Integrate Gender Equality Perspectives in Development

Article 1 of CEDAW defines discrimination as “any distinction, exclusion or restriction made on the basis of sex of human rights or fundamental freedom in the political, economic, social, cultural, civil or any other field.” Both CEDAW and the International Covenant on Economic, Social and Cultural Rights (ICESCR) can be drawn upon for applying human rights principles to gender equality programming. These principles include: progressive realization (of rights); non-retrogression (of rights); allocating the maximum available resources (for policies and programmes); setting minimum essential levels (of rights realization); participation, transparency and accountability; and non-discrimination and equality.

By promoting the attainment of “substantive gender equality,” CEDAW obligates State parties to introduce special legislative, policy and programmatic measures for women’s actual enjoyment of human rights, beyond their formal equality in laws. While laws against direct gender-based discrimination are necessary to accelerate gender justice, they may not be consistently enforced, and their impact on the ground can be limited by other factors. Special efforts may be needed to remedy situations that perpetuate women’ and girls’

disadvantages, and to integrate gender equality in mainstream policies and programmes, and in development outcomes. CEDAW thus outlines a route towards eliminating inequalities between men and women through policies and programming, and helps link the gender equality agenda with all other aspects of development.

The ICESCR also requires that States take steps to use maximum available resources to achieve the progressive realization of the rights recognized in it. This means that States cannot justify ignoring their human rights obligations because of a lack of resources. Gender-responsive budgeting would use such a principle to scrutinize government expenditures, government revenues, monetary policy and financial regulations, debt and deficit financing, and use of development assistance. For instance, in the health sector, the impact of public expenditures on women’s enjoyment of their human rights to health could be measured by the coverage of emergency obstetric services across subnational areas, and by the distribution of maternal mortality rates across subnational areas, ethnicities and socio-economic groups.

Sources: Adapted from Goonesekere 2007, and Balakrishnan and Elson 2012.

monitoring their equal enjoyment of societal benefits derived from development (see box 2).¹⁴

Furthermore, while gender equality is a foundational development goal in itself, it is also a prerequisite for advancing development in three key ways.¹⁵ First, gender mainstreaming in educational systems, economic productive sectors and macroeconomic policies geared towards increasing girls’ and women’s access to post-primary education, technological skills and formal sector labour participation can improve national productivity and stimulate sustainable economic growth.¹⁶ Second, improvements in women’s education, health,

income, access to decent housing, control over household resources and access to reproductive choices have been linked to improved development outcomes, including families’ better health, educational levels, nutritional status and food security, and overall welfare, especially for children. Finally, empowering women to equally and meaningfully participate in decision-making processes related to community and urban affairs, local and national political life, humanitarian relief and peace-building can lead to improved policy choices, more representative governing institutions, more peaceful and equitable societies, and vibrant community development.¹⁷

14 UNEG 2011.

15 World Bank 2012, pp. 3-6.

16 World Bank 2012.

17 Ibid.

Gender Mainstreaming Is Implemented through Multiple Strategies

No 'one-size fits all' gender mainstreaming strategies: the rationale for multiple-track gender mainstreaming strategies

Widespread development practice and learning have established that a multiple-track strategy for gender mainstreaming has greater potential for achieving gender equality and women's empowerment (see figure 1). This approach consists of combining gender-targeted or focused interventions for specific social groups, organizations and/or processes with gender efforts integrated across the substantive general work of all priority sectors. The majority of development organizations have adopted a multiple-track approach, often called twin-track or dual-track, to implementing gender mainstreaming.¹⁸

A multiple-track strategy for gender equality is better suited to attain gradual, sustained societal change at all levels, from central and local governments and the private sector to civil society organizations and communities. It is also a necessary response to the multiplicity of factors contributing to the perpetuation of gender inequalities. Priority gender issues must be selected, priority beneficiary groups and change agents must be identified, and the optimal combination of programmes must be set, and adequate resources allocated. Yet reviews have shown that development agencies and governments have often arbitrarily split measures to mainstream gender equality perspectives and to empower women and girls in two distinct, stand-alone categories: targeted interventions on one hand and the integration of gender perspectives or gender mainstreaming on the other. This unfounded dichotomy has resulted in limited impacts and some duplication of efforts. It has also spurred common critiques of gender mainstreaming: that it has often led to 'away-streaming' the goal of gender equality, i.e., making it invisible or unaccounted for; that it has reduced resources for gender expertise, gender statistics, gender analysis and client-oriented services; and that it has limited investments in longer-term

¹⁸ Moser and Moser 2005.

institution building within development sectors and government agencies.¹⁹ Detaching gender-related integrated approaches from targeted ones within a sector or programme has further rendered the legitimacy of women-targeted projects questionable,²⁰ depoliticizing gender mainstreaming, diluting mobilization of efforts for social change and leading to lack of tangible progress.²¹

In fact, gender equality policies and programme components integrated within existing universal coverage services and general programmes complement exclusive measures and services targeting specific social groups, organizations and circumstances, as dictated by national development policies and sector priorities, and expert gender analysis of recent data.

A multiple-track strategy for implementing gender mainstreaming within and across sectors, which encompasses a mix of both gender-integrated and gender-targeted interventions, is thus crucial to the achievement of national gender equality goals (see box 3).

FIGURE 1
Gender Mainstreaming Multiple-Track Strategies



¹⁹ Van Eerdewijk and Dubel 2012.

²⁰ Madsen 2012.

²¹ Bijleveld et al. 2010, p. 2.

Strengthening complementarity between multiple gender mainstreaming tracks: a programme approach

Better integration, coherence and coordination of international development inputs and their harmonization with national government frameworks have long been concerns of the development community.²² The principles of a programme approach equally apply to the integration of gender perspectives in existing or future country responses. On the basis of systematic analysis of development, human rights, and peace and security issues, and their links with gender equality (see section IV), diverse, parallel programming tracks are proposed.

Understanding the multiple implementation tracks of gender mainstreaming as simultaneously imperatives, prerequisites and complementary reinforcement of other programmes may change what is considered success or progress. It enables planners to assess how rights-based, gender mainstreaming interventions translate, or fail to translate, into empowerment results.²³

On the basis of gender-sensitive data and context analysis, aided by well-planned, coordinated, inclusive and participatory consultations, a coherent programme approach to gender equality can be developed within each thematic area or sector of work.

Evidence suggests that for gender-integrated approaches operating within ‘mainstream’ sector development programming, the addition of parallel and more intensive measures targeted towards women’s rights or to marginalized groups of women and men are necessary in order to achieve real empowerment.²⁴

As the UN Development Programme (UNDP) notes in planning programmes aimed at marginalized communities, “targeted and inclusive approaches can be used concurrently. Often a combination of both

approaches will maximize the benefits to minorities and minimize tensions with majority communities. Moreover, a targeted objective within an inclusive programme can deliver effective results. For example, a programme on education could aim to support all poor women, men, girls and boys to access education; poor minorities will be among the intended rights-holders to benefit from such a programme. However, a further targeted measure is necessary within the programme parameters to ensure that the particular barriers to education experienced by minorities are taken into account in the general education programme.”²⁵

Similarly, the UN Food and Agriculture Organization (FAO) suggests that agriculture programmes address gender equality through both gender-integrated actions, such as by strengthening rural institutions and increasing their gender awareness, and by making gender-responsive agricultural policy decisions, as well as gender-targeted interventions aimed at promoting women smallholders’ rights and empowerment. The latter include eliminating discrimination against women under the law; increasing their access to land tenure/ownership and inheritance rights; widening access to inputs, technology, markets and credit; and making investments in infrastructure to free women’s time for more rewarding and productive work.²⁶

Linking women-specific issues to broader community-based programmes can produce multiple effects by generating more support and through scaled-up activities.²⁷ For example, in addressing female genital mutilation, instead of treating it as a stand-alone issue, consider it a cross-cutting community issue affecting health, hygiene and welfare. This approach enables men and community leaders to critically reflect on the consequences and collectively renounce the practice. Other structural forms of gender discrimination were then identified by the community.” See also box 4.

22 See General Assembly resolution 44/211 of 22 December 1989. It introduces the concept of the programme approach.

23 See ‘Gender mainstreaming’ process, Development Policy Review Network, 2011.

24 Bijleveld et al. 2010, p. 2. See also figure 2 in this brief; when interventions are simultaneously targeted towards different quadrants or levels in the framework, they will be more successful.

25 UNDP 2010, p. 8.

26 FAO 2011, p. 61-62.

27 Bijleveld et al. 2011, p. 2.

BOX 3

Gender Mainstreaming in Development Programming Is Multifaceted and Follows Multiple Tracks

The UN Women expert group meeting “Approaches to Gender Mainstreaming in Development Programming” agreed that implementing gender mainstreaming in development programming at country level encompasses all programmatic measures to integrate and achieve gender equality in national development policies and programmes, including those measures taken by governments at the central and decentralized levels, civil society actors and donors. Such approaches, however, must be informed and constantly readjusted by ongoing analysis of policy priorities, changing contexts and the impact of operations on gender disparities.

The range of gender mainstreaming programme approaches includes, in any country-appropriate and synergistic combination:

- **Targeted** (also called focused) programme interventions to address the specific needs and circumstances of diverse population groups, geographical areas and/or organizations (such as civil society and community-based women’s groups);
- **Integrated operations:** aimed at changing or shaping existing mainstream policies, sector initiatives and government systems;
- **Direct interventions:** e.g., service provision, subsidies, grass-roots advocacy and large-scale social mobilization on a specific theme;
- **Indirect interventions:** e.g., evidence-gathering, research and analytical work, policy dialogue, institution-building, coalition-building, gender-responsive budgeting initiatives, capacity development, organizational re-forms;
- **Short-term measures:** progressive, transitional and/or preparatory such as media campaigns;
- **Long-term measures:** systemic changes; behaviour and social change followed by social norms transformation;
- **Government measures across sectors:** such as new legislation, policies, data production initiatives or allocations in national budgets; and
- **Sector-specific measures:** e.g., within the health sector, security sector, transport, etc

Source: Cohen et al. 2013.

BOX 4

The Nexus between Gender Equality and Other Cross-Cutting Issues

In addition to being a development objective in itself, gender equality is also regarded as a cross-cutting issue, along with others such as climate change, urbanization, the environment, HIV/AIDS, human rights and disability. The nexus between gender equality and these issues opens the way to consolidating programmatic efforts, maximizing resources and striking stronger advocacy alliances with all involved stakeholders.

Cross-cutting development issues bring together diverse actions and expertise. For example, coalition-building between HIV and gender equality advocates enables joint policy analysis of key issues, joint reviews, interactive dialogue and knowledge sharing. Cross-fertilization with and penetration of global policy debates occurs, as has been the case through specialized alliances such as with the [Global Gender and Climate Alliance](#), and [the Global Coalition on Women and AIDS](#).

Sources: UNAIDS 2011 and Lagunas 2013.



IMPLEMENTING
GENDER
MAINSTREAMING
AT COUNTRY LEVEL
THROUGHOUT THE
DEVELOPMENT
PROGRAMMING
PROCESS

IV.

IMPLEMENTING GENDER MAINSTREAMING AT COUNTRY LEVEL THROUGHOUT THE DEVELOPMENT PROGRAMMING PROCESS

The premise behind mainstreaming gender perspectives in programme planning is not to create a separate gender equality programme but to effect a radical transformation in how the sector, thematic programme or government agency operates, so as not to leave the promotion of gender equality solely to stand-alone, gender equality initiatives.²⁸

To ensure sustainable changes towards achieving gender equality through gender mainstreaming, programming processes must work at four inter-related levels. First, engendering national policy and legislation is crucial to ensure that they respond to the needs of women and girls along their life course. Second, policy and legislation must also be translated at the institutional and corporate levels, including into decentralized government and private sector directives, budgetary allocations, institutional arrangements, administrative procedures and monitoring standards for stronger accountability to women and girls. Third, at the service delivery level, gender mainstreaming will aim at influencing the skills, attitudes and behaviours of service providers, and at tailoring service provision modalities and increasing their responsiveness to clients' needs and rights. Fourth, at the decentralized and community levels, it is essential

²⁸ Haataja et al. 2011.

that women and women's organizations are aware of and can attain their rights, and are supported to act as equal partners in service delivery oversight processes and as equal actors in decision-making that shapes their lives. Increasingly, larger representation of gender equality advocates in local governments and their strong ties with civil societies, especially with women's organizations, have offered opportunities to influence local decisions, including budgets, which affect a range of policies, infrastructure, resources, capacities and programmes at the decentralized level.

Gender mainstreaming needs to be applied throughout the overarching programming cycle of the thematic sector concerned, following a well-known sequence of steps:

- Analysis: evidence-gathering through gender-analysis of context and findings from summative evaluations and formative programme research;
- Programme design, including the selection of priority issues, target groups and coverage, and their integration in terms of programme results, indicators and intervention modalities;
- Budget planning;
- Implementation modalities; and
- Monitoring and evaluation, reporting and strategy readjustment.

BOX 5

A Household Approach to Gender Analysis

In the context of food security assessment and analysis, the unit of measurement is often the household rather than individuals. A gender-sensitive food security analysis therefore requires one to look at different household types, such as households headed by women and men, single women, single men, children and polygamous configurations.

Different household types may imply different forms of vulnerabilities. For instance, households headed by single women or children may have less access to resources and face a higher chance of abuse and violence, especially during and after a conflict.

Source: Tsang 2013.

The rest of this section focuses on selected technical processes in planning and implementing gender mainstreaming in development programmes.

Applying Gender Analysis to Programme Planning

Gender analysis is one of the cornerstones of gender mainstreaming, but is often a weak link in the overall programme planning process. It involves efforts to understand if, how and why issues affect women and men differently and unequally within a particular context or development sector, and what options exist to address them (see box 5). The diagnosis also encompasses the current policy environment, the political climate, the organizational structures and cultures in which an agency/programme is situated, and the availability of resources; and it builds on what has been learned from well-evaluated experiences from previous programmes.

Prerequisite resources for effective gender analysis include: specialized expertise in gender issues and sector-specific technical expertise to conduct or to

use research: time for analysis of data; and access to adequate and flexible financial resources for new research. Gender analysis also relies upon access to national data such as gender statistics, operations research (i.e., findings derived from testing pilot projects, and from programme monitoring and evaluation) as well as qualitative data generated through policy and academic research and participation assessments.

General tools for gender analysis. The richness and complexity of gender analysis frameworks within programme and development sectors points to the need to select or adapt a model or a combination of analytical models with a good fit to the organization's goals and planning procedures. Some of the most commonly used tools include the [Harvard Analytical Framework](#) and the [Moser Gender Planning Framework and the Women's Empowerment Framework](#). Emerging frameworks comprise tools such as environmental scanning, interest group analysis and power analysis (see boxes 6 and 8, and annex 2 for additional tools).

Gender analysis frameworks typically include questions addressing the following:

- The differential perspectives, roles, needs, rights, priorities and interests of women and men as social groups and stakeholders in the designated programme sector, country, region or institution, including their practical and strategic gender-related needs (see the glossary in annex 1), and the relations between women and men pertaining to their access to, and control over resources, benefits and decision-making processes at all levels;
- The diversity of women's and men's circumstances, social and economic relationships, and consequent status (e.g., class, ethnicity, age, culture, abilities, employment, income, health status, housing status and/or movements);
- Social, political, legal, economic and institutional contexts, including national development priorities and strategies, constraints, opportunities and entry points for reducing gender inequalities and discrimination and for realizing human rights;
- The presence and positions of key actors who influence development policies and programmes in various contexts and the extent of their support or opposition in relation to specific issues;

BOX 6

Environmental Scanning for Gender Analysis

Environmental scanning involves monitoring and analysing critical developments and trends in the external environment (political, socio-cultural and economic). It is a multidisciplinary, holistic process intended to gauge unforeseen events, identify partners for change, increase preparedness to respond to risks and opportunities, and improve strategic positioning and planning. A rating system may be used to signal high risks, needs for mitigating strategies and rising opportunities.

A STEEP tool may be used to analyse gender equalities at the sector, country, regional or global levels, comprising:

S—Social, e.g., greater poverty of women relative to men, their vulnerability to violence and discriminatory attitudes and practices, and neglect of sexual and reproductive health.

T—Technology, e.g., women’s and men’s access to technologies, such as mobile phones and computers, that increase capacities.

E—Economic, e.g., gender division of labour within the economy, gender differences in ownership of economic assets, rates of employment and salaries, domestic unpaid labour.

E—Environmental, e.g., differences in women’s and men’s access to scarce natural resources and their experiences of climate change.

P—Political, e.g., gender inequalities in political power, participation in political processes, access to decision-making and representation.

Source: Based on Dinello 2013b.

- The technical capacity and political readiness of central and local institutions to plan for and implement programmes for gender equality; and
- The previous and potential differential impacts of programme interventions on women and men, and girls and boys in terms of access to rights, and on the extent of policy implementation.²⁹

Robust institutional and context analysis is key to gender equality programming. Gender analytical work should systematically encompass assessments of the political climate, institutional attitudes and organizational practices in sector agencies, for advocacy and programming purposes. A focus on the political and institutional environments is needed to monitor key trends in national implementation of international agreements on gender equality; identify national programme priorities in various sectors; map out key stakeholders’ positions and capacities; learn from past experience; and anticipate risks and

benefits associated with gender equality and gender mainstreaming.

Environmental scanning (see box 6) and the “Gender at Work Framework tools³⁰ (see figure 2 for an interpretation) can assist; however, interpreting their findings relies on a political dialogue process rather than a mechanistic exercise.

Sector-related gender analysis. Gender analysis needs to be relevant to each sector’s policies and programmes to provide a strong rationale for the inclusion of gender perspectives in sector priorities.³¹ It is therefore imperative to engage sector specialists, in addition to gender mainstreaming experts, in the process of sector-related gender analysis.

Commitment to producing, updating and using research findings. Gender analysis must not be regarded as an end in itself or as a one-time activity, but rather as a crucial standard step to provide information

29 CIDA 2010.

30 See the World Bank’s [Moser Gender Analysis Framework and Participatory Gender Audit Methodology](#).

31 Mukhopadhyay 2013, p. 6.

and understanding necessary to develop and adjust gender equality programming. The findings of gender analysis, including those generated through monitoring and evaluation, must be used to actually shape or adjust the design and implementation of policies,

programmes and projects (see box 7). Thus, gender analysis must be conducted on an *ongoing* basis and tailored to each step of the policy-making and programming cycle.

BOX 7

Women's Safety Audits: A Gender Lens to Assess Safety in Urban Settings

One effective way to promote gender-responsive safety in cities and to challenge traditional urban planning is the [women's safety audit](#). It is a participatory operations research tool to prevent and respond to sexual harassment and other forms of sexual violence in public spaces.

Initially developed in Toronto in 1989 to respond to growing concerns about violence against women and women's feelings of insecurity, women's safety audits are now implemented by UN Women under the Safe Cities Free of Violence against Women and Girls Global Programme (2011-2017), and have taken place in Cairo, Kigali, New Delhi, Port Moresby and Quito. For example, the audits are mainstreamed into the planning processes of the Egyptian Ministry of Housing, Utilities and Urban Development. The tool has been adapted and applied by other partners of the UN Global Safe Cities programme, and have been adopted by large cities in all regions of the world.

The audits allow women to work with municipal authorities and other community institutions and groups to improve public spaces. Typically, groups of trained women auditors conduct exploratory walks in neighbourhoods, usually in the evening, to assess how safe physical settings feel to them. They collect testimonies, and take photographs

of problematic or ideal spaces. They then present their findings to municipal authorities with concrete recommendations for improvements. The recommendations may reach a wide range of urban stakeholders, including security officials, landlords, bar owners, school managers, etc.

The groups of women are diverse—they can include women who confront physical, intellectual or cultural barriers because of their constrained mobility, or because of their marginalized economic and/or minority status. A variety of public spaces may be scanned, such as neighbourhood streets, subway stations, parks, shopping areas, university campuses, markets and refugee camps.

By supporting and legitimizing women's first-hand accounts and knowledge in municipal decision-making, women's safety audits actively engage women in urban governance, urban planning and community affairs; improve their safety; and allow them to better benefit from city services and resources. The tool is most effective as part of a long-term audit, research and evaluation process. Frequent safety audits should become routine practice in city crime prevention policies.

Sources: Women's Action Centre against Violence 1995, METRAC 2006, Women in Cities International 2008, Sweet and Ortiz Escalante 2010 and ICPC 2008.

Formulating Results for Gender Equality within Programme Results-based Frameworks

Identification of key expected results is a major part of any strategic programme planning process. With **the widespread use of results-based planning systems** by development agencies and public administrations, there is renewed focus on achieving substantive and concrete programme **results that contribute to promoting gender equality on the ground.**³²

Thus, the positioning and framing of gender equality results must be strengthened in programme results frameworks, and aligned with national development plans, poverty reduction strategies, national gender equality plans, UNDAFs, sectoral policies and programmes, and so on. This may involve bringing a gender lens to existing planning tools and incorporating the following guiding principles:

Results frameworks are underpinned with a theory of change. An essential step in understanding how change happens through gender mainstreaming is done by articulating a theory of change.³³ On the basis of research on context and programmatic experience, the theory of change visualizes the pathways through which a gender intervention's outputs or intermediary results are expected to contribute to the gender equality-related longer-term development outcomes of a given sector.³⁴ It translates findings from gender analysis into options for programme modalities, and provides a rationale for the programme objectives, targets and budgets, enabling donor, government and civil society agencies to develop a collective vision of what 'success' looks like. The theory of change also helps identify potential risks and unintended consequences, and clarify assumptions about the prerequisites for progress. It can aid in avoiding confusion between 'management for results' and 'management by results': In other words, a focus on showcasing short-term results may inadvertently encourage an emphasis on easy victories and quick-win fixes. It is crucial to instead think about effecting long-lasting transformative changes in gender inequalities.³⁵

32 Van Eerdewijk and Dubel 2012.

33 Cohen et al. 2013.

34 Ibid.

35 Bijleveld et al. 2010, p.6.

FIGURE 2
Gender Equality: What Are Policies or Programmes Trying to Change?³⁶

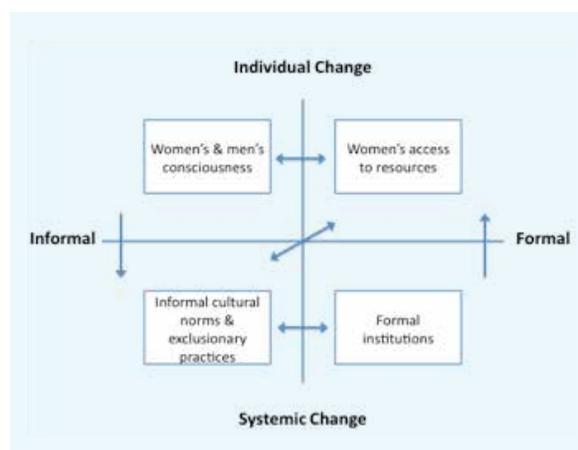


Figure 2 illustrates the nature and interaction of various spheres of change that enhance gender equality. The possible changes range from the informal, intangible levels of women's and men's individual consciousness, and informal cultural norms and social institutions, to the formal, tangible access to resources, and to formal institutions and services. The framework allows policy advocates and programme change agents to make strategic choices as to where and how to intervene.³⁷

Programme results formulation should be rooted in knowledge and evidence. Results must stem from sound sectoral and context-based gender analysis. Knowledge and evidence should be employed not only with respect to particular sectors, but also to specific communities or societal contexts. Practitioners should utilize evidence-based knowledge on what works to make the transition towards a set of intended results that are adapted to a specific country context. While a programme is being implemented, formative research is also conducted as a monitoring tool to adjust or reformulate the programme approach and activities, as needed.³⁸

36 See: http://caps.ucsf.edu/uploads/goodquestions/section/1a-what_is.html.

37 Ibid.

38 On the "Gender at Work Framework," see Rao and Kellher 2005

TABLE 2:
Sample Gender Equality Results in Infrastructure Investments

Sample outcome: Infrastructure that improves women’s and men’s access to services and workplaces, and reduces women’s time poverty	
Sample intermediate results:	
Access	<ul style="list-style-type: none"> • Improved access by women and men to markets, transport, water, shelter, communications, electricity, health and education facilities • Reduction in women’s time burdens and security and safety risks when accessing services and participating economically • Equitable access by women and men to skills training and technology for the management and maintenance of infrastructure
Decision-making	<ul style="list-style-type: none"> • Women participate equitably in leading research on innovations, and in decision-making about the location and type of infrastructure investments, and their management and maintenance
Women’s rights	<ul style="list-style-type: none"> • Women’s and men’s rights are protected in the development and implementation of infrastructure—in relation to displacement, compensation, equal access to employment for infrastructure construction and maintenance, and equal pay
Gender capacity development	<ul style="list-style-type: none"> • Strengthened partner capacity to consult with female and male stakeholders on their infrastructure priorities • Strengthened partner capacity to analyse differentiated or anticipated impacts of infrastructure investments on women and men

Differentiating between long-term development outcomes and intermediate results in gender equality.

Success of a gender mainstreaming strategy should be measured by its contributions to *intermediary* changes within policies, legal systems, institutions, service organizations and communities, while long-term gender equality results are measured through development outcomes of diverse sectors (such as the [MDG targets and indicators](#)). The domains of change in gender equality should be translated into specific and measurable targets and indicators that reflect the specific direction and scope of the programme interventions. The intermediate results should be realistic and achievable within the time frame, scope, available financial resources and capacity of the country programme. Table 2 provides an example of gender equality results in infrastructure programming. **Stakeholder analysis and choice of target groups.** Part of formative research in gender-integrated strategic programme planning is to identify not only the

individuals and groups that will be affected by the proposed action, but also which groups may facilitate and support change, and which may lack capacity to adopt change, or may be opposed to and resist the proposed changes. Target group populations must be clearly defined, distinguishing men, women, and other diversities. Stakeholder analysis should identify the characteristics and changing positions and contexts of influential programme actors (see boxes 8 and 9).

Selection of programme coverage. Programmes may be designed to be inclusive and/or have ‘universal’ coverage, or they could be targeted towards a particular geographic area and/or population groups. The selection of programme coverage draws upon analysis of the context and findings from gender analysis, and should be based on clearly identified selection criteria. Factors influencing programme coverage decisions include issues of access and financial resources, in addition to the parameters of the programme objectives (see also section III).

BOX 8

Using Interest Group Analysis for Gender Equality Programming

Interest group analysis, adapted from [Policy Maker software](#) (developed by Professor Michael Reich of Harvard University), is a political analysis tool aimed at understanding the forces at play in relation to sensitive policy agendas. It maps out key actors who influence development policies and programmes in various contexts, and then outlines the extent of their support or opposition in relation to specific issues. Based on this assessment, advocacy strategies can target currently non-mobilized groups, or work to minimize opposition and strengthen support.

The UN Population Fund (UNFPA) customized interest group analysis to aid implementation of the ICPD Programme of Action—including to promote women’s rights, gender equality and women’s empowerment. The tool has been piloted in more than 10 countries across several regions. UNFPA collaborates with the UN System Staff College to develop the capacity of United Nations staff and partner organizations in political analysis.

Source: Dinello 2013a.

BOX 9

Engaging and Targeting Men and Boys for Gender Equality Results

A strategic programming principle for gender mainstreaming that is often overlooked is the need to adopt programme approaches that are male inclusive. The gender analysis needed to inform any programming design process should identify any male-based gender issues that make men and boys particularly vulnerable in a given context, as well as ways to engage men and boys as actors to promote and support increased gender equality.

Men and boys can be beneficiaries of gender mainstreaming processes. Norms of masculinities can disadvantage groups of men, such as when risk-taking behaviour puts men in the path of HIV, or when the notion of the ‘family breadwinner’ as a marker of masculinity is undermined by unemployment or economic crises. Programme approaches targeting men and boys, and enabling them to recognize how gender inequalities harm their partners and themselves, can be an important element of gender mainstreaming.

Men and boys are also programme stakeholders and partners. It is critical to convince men to use

their political, economic and social power to work for, rather than against, gender equality. Successful approaches include:

- Enlist men as agents of change for and champions of gender equality;
- Highlight the benefits of gender equality for all individual men;
- Emphasize and facilitate equal sharing of domestic responsibilities, such as ‘father work’ and men’s positive roles in raising and caring for their children, on the basis of positive aspects of traditional male roles such as strength, courage, leadership and protection, and aided by parental leave policies at the workplace and other measures; and/or
- Teach boys about gender-equitable relations, and human rights, communications, negotiation and care-giving skills.

Sources: UNFPA 2003, UNICEF 2011, Busche 2005, and ICRW and Instituto Promundo 2011.

Gender-Responsive Budgeting

Gender-responsive budgeting (GRB) entails macro-level policy initiatives seeking to ensure that government budgets include the necessary financial resources to implement goals and policy commitments to gender equality objectives. It analyses the impact of changes in budgetary and taxation policies and regulatory frameworks in central and sectoral reform plans and budgets, and in programme results monitoring frameworks and systems. See box 10 for an example.

Key strategies: Evidence from work on GRB suggests the following key strategies for implementation:³⁹

- Generating evidence on the impact of public expenditures, and on financing gaps and requirements through gender budget analysis tools;
- Developing the capacities of the public sector and civil society to be engaged in budget decisions, and in budget implementation and monitoring;
- Facilitating dialogues between policy makers and gender equality advocates; and
- Advocating for gender-responsive macroeconomic policies.

GRB analytical tools include:⁴⁰ policy appraisals that assess which parts of budgets are gender-neutral or gender-responsive; sex- and age-disaggregated public expenditure incidence analysis; sex-disaggregated beneficiary assessments; and sex-disaggregated analysis of the impact of the budget on time use in households. Findings are presented through gender-aware budget statements, which identify gender gaps in central and line ministry budgets.

GRB facilitates multiple-track gender mainstreaming at sectoral and local levels, as follows:⁴¹

It can recommend the introduction of modifications to existing mainstream programmes and budgets to improve their responsiveness to identified gender gaps and needs;

- It can recommend the introduction of complementary interventions that indirectly address gender

39 UNIFEM 2010, p. 7-8.

40 Austrian Development Cooperation 2009.

41 UNIFEM 2010.

BOX 10

Gender-Responsive Budgeting in Russia

In Russia, a successful gender-responsive budgeting system was initiated by gender advocates and public organizations, supported by UN Women. The initiative included a gender-integrated approach, tackling gender analysis of budgets, legislation and budget adoption processes, as well as targeted efforts to end discrimination against women, such as budget estimates of gender-sensitive expenditures for improving the status of women, and proposals for the elimination of gender discrimination based on real economic opportunities.

A number of positive outcomes included increasing the role of women in decision-making at policy level, as direct participants in the budget process. The development of national GRB capacities was supported by the integration of a GRB course in the curricula for civil servants and a knowledge hub.

A key outcome was the creation of a community of experts on the promotion of gender budgeting in the state budget system. Public consultation was facilitated with a website, where anyone could come to discuss gender analysis and experts' recommendations.

Source: Sartbaeva 2013.

- priorities and disparities, but can have a tangible positive impact on gender equality and women's empowerment (e.g., school feeding programmes and other school retention measures, water and transportation infrastructure, expansion of health programmes, or building the capacity of the justice system to enforce access to property rights and to provide free legal aid to persons affected by violence);
- It can also recommend simultaneous programmes directed to particular excluded groups to address their specific circumstances (marginalized groups, rural populations, persons with disabilities, displaced people, migrants, etc.);

- It ensures that performance monitoring systems incorporate indicators that track progress in addressing the gaps identified in the budgetary analysis; and
- It ensures that gender equality interventions are costed and financed, and that there is political will for funding gender-related civil society organizations and strengthening gender institutional mechanisms in government.

Monitoring and Evaluation of Gender Mainstreaming

Effective monitoring and evaluation (M&E) of gender mainstreaming is critical for building the evidence base for informed and strategic decisions related to gender equality, for enabling better development planning and interventions by highlighting what works and what doesn't, and for holding institutions accountable to their commitments on gender equality. The renewed emphasis on accountability for results within results-based strategic planning systems calls for strengthening measurement and reducing gaps in meeting development goals.⁴²

There is no single recipe for effectively monitoring and evaluating gender mainstreaming efforts. Instead, gender-sensitive M&E systems must be innovative and adaptable, and comprise a carefully selected suite of complementary approaches.

There are different implications when gender equality is mainstreamed into 'monitoring' and 'evaluation'. Monitoring is done internally to track short-term results (outputs) and to adjust the immediate course of action. This requires policy and programme implementers to be gender sensitive in setting indicators and collecting data. Evaluation is often done at the end of the programme cycle to assess medium-term results (outcomes). Evaluations, typically conducted externally by independent firms or consultants, require gender expertise for the selection of questions and methodologies and in the composition of evaluation teams.

⁴² Hershkovitz 2013.

Gender-sensitive M&E must be developed in line with generic results-based planning tools. This includes beginning with a theory of change to conceptualize the desired changes, to map options, to agree on priorities and to develop gender-sensitive indicators for the associated programme results at all levels. The UN Evaluation Group's (UNEG) guidance on [integrating human rights and gender equality in evaluation](#) provides a useful starting point.⁴³

It can be strategic to develop fewer, but more sensitive, and gender-relevant indicators. It is necessary to avoid collecting data on numerous, immeasurable indicators on everything related to gender equality, and instead to strategize and reduce the number of gender equality indicators in each sector. For long-term development programme outcomes, maximum use should be made of existing indicators gathered and reported on through national statistics systems (see section V).

Indicators must also capture the particular complexities of the programme and intended social change, and therefore should be SMART (see box 11) and SPICED (i.e., subjective, participatory, interpreted and communicable, cross-checked and compared, empowering, and diverse and disaggregated).⁴⁴

Indicators for monitoring and evaluation of programme results must reflect the variety of gender mainstreaming strategies (see figure 1). Indicators of a gender-integrated approach would reflect the extent to which central or local policies integrate gender perspectives (for example, progressive pricing of health insurance schemes according to the life course, or access to parental leave at workplaces) or the conditions in which services are delivered, including their responsiveness to the rights and needs of low-income and/or rural women and men (for example, the number of rural hospitals with access to electricity grids, safe water and sanitation, or ambulances, or the number of rural banks offering access to microfinance services). Some indicators of policy implementation can also be—as relevant—disaggregated by sex.

⁴³ UNEG 2011.

⁴⁴ Roche 1999.

A gender-targeted approach may require the collection of data specific to the needs or vulnerabilities of a targeted group and the impact of special measures taken to address them (e.g., the number of former boy child soldiers who received vocational training, or the proportion of a given female population having experienced violence committed by intimate partners who received counselling). These indicators would also—as relevant—be disaggregated by sex, location, etc.

Evaluation approaches should assess contributions to change rather than attribution. One pitfall associated with many ‘linear’ programme planning processes is the tendency to emphasize a causal link between the intervention and the programme’s long-term goals, which are often based on macro-level targets and indicators that go beyond the scope of a single programme’s time frame and range of impact. A number of frameworks now focus instead on organizational contributions to the goals, rather than mere attribution of inputs, and these can be usefully included among M&E methods.

Contribution-focused M&E frameworks include outcome mapping and various participatory qualitative techniques, including the “Most Significant Change” approach.⁴⁵ They also measure the extent to which a gender mainstreaming strategy’s inputs and outputs contribute to intermediary processes of change in policies, services and procedures. As discussed above, they should not be confused with broader and higher-level gender equality results that are measured through standardized indicators capturing longer-term development outcomes, such as the MDG indicators.

A combination of quantitative and qualitative data and data collection methodologies is important, as they have their own advantages and disadvantages. The ‘hard data’ produced by quantitative methodologies are crucial to building the case for addressing gender inequalities, while qualitative methodologies, by contrast, enable a more in-depth examination of social processes, social norms, power dynamics and the ‘quality’ of gender equality—these are difficult to measure with quantitative methods.⁴⁶ In particular, participatory tools that use narratives of change can

45 Batliwala and Pitman 2010, p. 27.

46 Moser 2007.

BOX 11

Tips for Formulating Human Rights and Gender Equality Indicators

Think SMART: Indicators need to be specific, measurable, accurate, relevant, and time bound. The formulation of human rights and gender equality indicators needs to address these aspects in a very clear manner.

Identify suitable indicators: Look for indicators that give as detailed, accurate and comprehensive a picture of progress as possible, and that focus on the most critical aspects necessary for the results to be achieved.

Do not treat stakeholders as a uniform group: Disaggregating indicators on different groups (by sex, ethnic group, age, disabilities, health status, income, sexual orientation, gender identity, HIV status, political affiliation, etc.) can be powerful.

Use a mix of qualitative and quantitative indicators to measure the results of an intervention: A balanced mix is essential to generate more and diverse information, to add credibility to the data and to probe more profound aspects of the changes demonstrated.

Consult stakeholders (including women) when formulating indicators: They may have additional ideas and contextual knowledge to identify what information is most relevant.

Source: Adapted from UNEG 2011.

provide sensitive indicators of project impact.⁴⁷ Each M&E instrument can capture important elements of change towards gender equality goals, but no one method can address the many complex dimensions of change.⁴⁸

Tracking negative change, regressions, reversals and unexpected changes. This includes unintended negative consequences of gender equality policies and

47 See Kloosterman et al. 2012.

48 Batliwala 2011.

programmes (for instance, women who have gained economic empowerment may experience increased violence in households from comparatively disadvantaged spouses; subsidies for large families combined with specific conditionalities targeted at women may increase women's dual work burden and time poverty). In other cases, 'negative' results may not indicate programme failure but rather be "evidence that the process was working and was creating resistance from the status quo as a result."⁴⁹ Similarly, M&E approaches must allow for processes that 'hold the line' to be viewed as success—for example, when preventing the repeal of legislation offering protection from domestic violence.⁵⁰

It is important to recognize that achieving gender equality is not a one-off goal; progress can easily be eroded, and as such gender equality and women's empowerment need to be constantly promoted and actively sustained throughout the programming cycle. In working towards gender equality, subtle and incremental changes contribute to success.

Investing more resources in gender-sensitive monitoring and evaluation. This includes the time required to adequately plan for and execute M&E in gender mainstreaming programmes, budget allocations for M&E in sector programmes, as well as investment in developing the gender mainstreaming capacities of national statistics offices and line ministry staff.

Gender expertise in survey design as well as the sex of enumerators and evaluators must be considered in the selection of team members. This may mean ensuring that trained female enumerators and gender research experts are part of the team (for example, it is thought that female interviewers improve the disclosure of sensitive events such as sexual assault, regardless of the gender of the respondent).⁵¹

In addition, both male and female evaluation team leaders and members should have gender expertise.

49 Batliwala and Pitman 2010, p. 12.

50 Batliwala 2011, p. 5.

51 United Nations 2010.

Selecting Programme Implementing Partners

Gender mainstreaming at country level means developing partnerships with various gender equality and sector experts, and with multiple constituencies of women. The rationale is threefold. First, the inclusion of women's views and experiences, as well as capitalizing on their extensive skills, leads to more effective gender mainstreaming and better outcomes in terms of gender equality and women's empowerment. Second, such partnerships also enhance ownership and priority-setting in the gender and development agenda, in the context of aid effectiveness principles. Finally, meaningful collaboration with diverse constituencies of women is essential for a human rights-based approach.

Gender mainstreaming requires multisectoral and multidisciplinary teams, and partnerships comprising multiple stakeholders with a broad spectrum of gender expertise (see box 12). The diversity of women's organizations is a key advantage in this sense. Potential gender mainstreaming programme implementing partners include:

- **Partners within government structures.** Government partnerships involve tapping into gender expertise in all government structures as well as thematic gender expertise in line and/or sector ministries, and in national mechanisms for gender equality (also called national women's machineries). Institutional assessments, stakeholder analyses and gender audits can assist in identifying who is best placed and skilled for particular interventions, including by weighing political influence and technical expertise.
- **Other nationally available gender experts.** This includes working with thematic women's organizations, human rights groups and gender equality advocates and specialists (such as policy analysts, researchers and statisticians in governments, civil society, donor agencies, etc.) across different sectors.
- **Constituencies of women within civil society organizations,** academia, the media, and women and youth groups at the community/grass-roots level. Civil society organizations and their members

BOX 12

Multistakeholder Collaboration in Brazil

Collaboration with multiple stakeholders, particularly with civil society and women's movements, can strengthen not only national mechanisms for gender equality, but gender equality results as well. In Brazil, the national women's machinery coordinates representatives from women's organizations, non-governmental groups, academia and research institutes, and a wide variety of other civil society actors, to participate with governmental representatives in councils and commissions for drafting legislation, preparing national action plans and monitoring activities.

This approach has succeeded in generating substantive ideas for the elaboration of national plans that truly respond to women's needs and aspirations. It has also cultivated the capacity and power of civil society, and contributed to greater transparency in governmental action.

Source: Jahan 2010 and Fernós 2010.

and staff are diverse in perspectives and expertise. Women's rights organizations and other civil society groups make crucial contributions to gender mainstreaming and work to keep women's rights on the agenda.

Specialized high-level mechanisms and dedicated thematic alliances with diverse gender experts and champions can facilitate gender mainstreaming into non-traditional sectors, helping to integrate different planning processes around supposedly 'separate' issues. For example, the Global Gender and Climate Alliance has developed successful methodologies to facilitate the integration of gender perspectives into policy and programming on climate change (see box 13).

BOX 13

Gender Mainstreaming into Global Climate Change Policy

Through normative support and the provision of gender technical guidance to the global climate change intergovernmental negotiations, the Global Gender and Climate Alliance has been able to ensure that gender equality principles are firmly entrenched in climate change policy outcomes and global climate finance mechanisms. Gender equality considerations have been included in several agreements, notably the Cancun Agreement of 2010 and the outcome of the [2012 UN Climate Change Conference](#).

Source: Lagunas 2013.

Gender Mainstreaming within the Sectoral Approach

Within the context of new aid modalities such as the 'programme approach', direct budget support and [sector-wide approach \(SWAp\)](#), it is imperative to develop effective ways of mainstreaming gender issues within and across sector reform initiatives and programmes. Gender mainstreaming strategies have been relatively easily understood and successfully adopted in the so-called 'soft' social sectors such as education and health. But there has been much less progress in the 'hard' sectors, including economics, infrastructure, governance and environment, among many others (for an example of progress, see box 14). While these latter sectors attract the bulk of investment resources, gender perspectives are generally minimal at best. At the same time, gender mainstreaming into 'soft' sectors still requires extensive action. For example, in the health sector, maternal mortality remains very high, and HIV infections affect women and girls at a higher pace in many countries. Contraceptive prevalence remains low and has risen only slowly in certain parts of the world. These realities highlight the importance of using a gender perspective in addressing sexual and reproductive health and rights in health systems.

BOX 14

Gender Mainstreaming in Macroeconomic Policy

In some countries, UNDP has successfully tackled gender mainstreaming in macroeconomic policy, moving beyond small-scale initiatives for women's economic empowerment, and investing in building the national capacities of statisticians, economists and gender experts to address gender inequalities in economic policy-making and poverty reduction. This has resulted in economic policies that deliver gender equality results; for example, training policy makers in Zambia led to the integration of unpaid care work and gender-responsive budgeting in the national budget.

Source: Lagunas 2013.

Entry points for mainstreaming gender into all sectors include the following:

Sector-specific conceptual frameworks for gender equality are a useful first step towards translating gender mainstreaming into the development process.⁵² This includes accessing gender knowledge relevant and specific to the mainstream sector agenda, and identifying the most critical gender issues in each sector. Outlining how gender equality can contribute to achieving national priorities can be a helpful entry point in established sector policy priorities, and can assist in developing strong, evidence-based rationales for including gender issues. The framework can then be used to guide gender analysis throughout the programming cycle, define recommendations on how to integrate gender equality elements into the overall programme strategy, and pave the way to sector-specific gender equality programme results.

Sector tip sheets to guide gender analysis have been developed by a number of development agencies. For example, the Asian Development Bank's [Sector Gender Checklists](#) provide guidance on identifying relevant gender issues in sectors including agriculture

and natural resources, energy, resettlement, transport, urban development and housing, and water supply and sanitation.⁵³ The European Commission has developed [gender analysis guidance on its priority areas](#), which include trade, food security, and regional integration and cooperation.⁵⁴ The Australian Agency for International Development's [sector guidance](#) goes beyond analysis to provide sample gender equality outcomes and results across 14 thematic areas, ranging from public sector reform to trans-boundary responses, and is designed as a lift-out quick reference tool (see also table 2).⁵⁵

Joint programming among implementing agencies and/or donors is a promising approach for integrating gender equality into 'hard' sectors. Lessons from what worked in gender mainstreaming in the [Millennium Development Goal Achievement Fund's](#) (MDG-F) joint programming in different thematic areas include: explicit gender analysis and programming guidance in the terms of reference; the sustained contribution of dedicated gender experts; the investment of substantial resources in both gender-targeted and gender-integrated programmes in a wide range of countries; and accountability mechanisms to ensure guidelines for gender inclusion are implemented (see box 15).⁵⁶

Multidisciplinary task teams combining gender-related and sector-specific expertise are crucial to responding efficiently to the complexity of mainstreaming gender issues in development processes in different contexts and sectors of work. Such multi-disciplinary teams can help identify and address the nexus between cross-cutting issues (see box 4). It can be useful to include gender focal points (see table 3 in section V) who are sector experts with an understanding of gender equality and gender mainstreaming issues. Facilitating dialogue between gender and non-gender specialists has also proven useful in the process of defining and operationalizing the meaning of gender equality and women's empowerment in relation to specific policy domains and thematic areas.⁵⁷

53 See: www.adb.org/themes/gender/checklists-toolkits.

54 European Commission 2004.

55 AusAID 2007.

56 Nelson and Cooper et al. 2013. See also Beck et al. 2013.

57 Van Eerdewijk and Dubel 2012, p. 500

52 Lagunas 2013 and Mukhopadhyay 2013.

BOX 15

Gender Mainstreaming in MDG-F Conflict Prevention and Peacebuilding Joint Programmes

The terms of reference for the MDG-F's Conflict Prevention and Peacebuilding Window contained explicit, sector-specific guidance on gender equality, including gender analysis, gender mainstreaming requirements and criteria for programme planning. This was the only MDG-F window to require a minimum 15 percent programme budget allocation to gender issues. The guidance built on UN Security Council resolutions linked to gender equality, identified gender discrimination as a key factor leading to conflict and regarded women's empowerment as a crucial opportunity. This led to a high level of inclusion of gender issues in joint programmes funded under the window.

Source: Nelson and Cooper et al. 2013.

National coordination mechanisms for gender equality **programming and gender mainstreaming** add value to the adoption of a gender equality programme approach through the mapping of national or sector-specific programme interventions and relevant actors, thereby reducing duplication of efforts and increasing their coherence. Gender theme groups and other inter-agency or coordinating committees serve as key mechanisms for joint United Nations action and coordination of thematic work at the national level, providing advice and sharing knowledge based on experiences with gender equality programming in specific sectors, and building communities of practice around specific gender equality issues (see box 16).⁵⁸

⁵⁸ See, for example, DAW et al. 2005.

BOX 16

Mainstreaming Gender in Sustainable Energy Policies and Programmes

A joint guidance note developed by the UN Industrial Development Organization (UNIDO) and UN Women in 2013 serves as a starting point in working with policy makers and other stakeholders in developing programmatic and policy activities that redefine the links between women's empowerment, sustainable energy and sustainable development.

The note promotes South-South exchanges of experiences in generating and supplying sustainable energy for women and men, boys and girls, and advances gender equality as one of the critical pathways for a successful transition to sustainable energy for all by 2030. It addresses the international energy situation, the enabling power of energy for economic and social development, and the importance of providing communities with access to sustainable energy solutions—and it expands the role of women in developing and implementing sustainable energy solutions.

Source: UNIDO and UN Women 2013.



GENDER
MAINSTREAMING
WITHIN INSTITUTIONAL
PROCESSES

V.

GENDER MAINSTREAMING WITHIN INSTITUTIONAL PROCESSES

Drivers of Change for Gender Equality within Organizations: Essential Organizational Ingredients

Organizational culture

An organizational culture refers to the values and behaviours that shape the social and psychological environment of an organization, and as such it is crucial to the success of gender mainstreaming.

BOX 17

Drivers of Organizational Change

The UK Gender and Development Network identified the following factors:

The skill and influence of internal champions:

Internal champions for gender mainstreaming can range from volunteer focal points to gender technical experts to senior management and policy advisers.

The enabling environment of the organization:

Organizational context includes staff awareness and behaviour around gender equality, as well as the organization's mission and values.

External influences on the organization: These include donors, the women's movement and gender equality advocates, and debates on gender equality in the wider political environment.

Sources: Derbyshire 2013.

Organizational cultures can change, but this is a long-term, dynamic process. Organizations may change in response to internal influences such as management attitudes and practices, and in response to external influences such as changes in attitudes towards women's roles in wider society. Box 17 gives an example of the combination of factors that reinforce gender mainstreaming within an organizational culture.

The political will of senior leadership is a major driver of change and is critical for establishing organizational cultures that support gender mainstreaming.⁵⁹ The appointment of senior managers committed to gender equality can be a turning point, creating conditions whereby staff members are required to deliver on gender mainstreaming performance, and gender mainstreaming systematically influences programme policies and procedures, and spending decisions.⁶⁰

More women are needed in senior leadership positions. Gender balance and sex composition of an organization send strong signals regarding its commitment to gender equality. Having insufficient women in senior management positions suggests that an organization cannot apply policies on gender equality it advocates for others, thus undermining its credibility.⁶¹

Human resources for gender equality expertise

Implementing gender mainstreaming at headquarters and country levels requires sufficiently skilled staff in clearly defined roles.

59 Cohen et al. 2013.

60 Derbyshire 2012, p. 418.

61 Shultz 2011, p. 2.

Strong gender expertise at country and headquarters levels is critical. While gender mainstreaming has sometimes created the impression that gender expertise is no longer needed, it is in fact crucial to support a cadre of skilled gender experts. This includes gender champions, gender focal points and gender experts, all with distinct, complementary roles (see table 3). In making gender mainstreaming more effective and acceptable in different cultures, it is important to strive for gender balance among the holders of these positions.

A strong network of authoritative gender focal points (as opposed to stand alone, junior gender focal points) can reinforce organization-wide commitment to gender mainstreaming and embed a culture of gender mainstreaming. The development of gender expertise also involves investing sufficient financial resources for skilled staff, providing effective capacity development, and ensuring that the gender staff enjoys an adequate level of seniority within the organization.

TABLE 3
Types of Gender-related Professional Roles and Functions in Organizations⁶²

Type of expertise	Organizational role
Gender champion	Political advocate
Gender focal point	Assigned to convene and gather gender expertise, and to oversee and coordinate gender mainstreaming in development institutions/government agencies
Gender expert	Researcher, policy and data analyst, planner, implementer and evaluator

Gender training must be tailor-made and theme-specific. Gender training to enhance the expertise of staff and partners must be based on a robust needs assessment, and be carefully targeted to the specific group of trainees. Staff working on gender issues primarily

62 Cohen et al. 2013.

need to be trained more in the ‘how’ to operationalize evidence-based large-scale gender equality initiatives, and less on the ‘why’ of gender mainstreaming. This calls for gender trainings targeting particular thematic and policy areas, with practical technical tools for specific programming steps. Stand-alone, generic gender training courses are not the only option. Norad (2005), for example, found that an effective approach was to integrate specific gender equality sessions into core and obligatory technical training courses.⁶³

Capacity and skills development methods should go beyond formal gender training. Evaluations have found that while one-off courses can have positive effects, they should be combined with other methods of gender capacity development.⁶⁴ Complementary processes include mentoring, online networking, self-assessments, as well as forming internal teams of gender and non-gender staff, and encouraging dialogue between them and external gender experts.⁶⁵

Staff accountability and incentives for gender mainstreaming

Systems of accountability and incentives are essential for communicating an organization’s commitment to gender mainstreaming and for motivating staff performance on gender equality programming. The systems must have ‘bite’, otherwise they are regarded as ‘nice, but not necessary’.⁶⁶

Accountability for gender mainstreaming through gender performance targets should be built into job descriptions, terms of reference and staff personal development plans, including at senior management level, sending a clear message about what is expected of staff.⁶⁷

Successful gender mainstreaming should be rewarded through incentive systems. Staff incentives can include tangible benefits such as increased pay and promotion, as well as less tangible factors such as professional recognition.⁶⁸

63 Bijleveld et al. 2010, p. 6, and Risby and Todd 2011, pp. 29-30.

64 Risby and Todd 2011.

65 Derbyshire 2012, and Bijleveld et al. 2010, p. 6.

66 Shultz 2011, p. 3.

67 Ibid.

68 Risby and Todd 2011, p. 47.

BOX 18

Institutional Incentive: the UNDP Gender Equality Seal

The UNDP Gender Equality Seal is an incentive encouraging solid work on gender mainstreaming and a corporate quality assurance mechanism. It recognizes the achievements of country, regional and headquarters offices in advancing women's rights and gender equality, according to three levels of certification (gold, silver and bronze). The seal is innovative in its demonstration of the links between gender equality in the workplace, organizational efficiency and development results.

Source: Lagunas 2013.

The use of corporate awards or budgetary incentives can provide recognition of high-performing teams and raise the profile of gender equality work. For example, discretionary funds could be set aside to reward exceptional work or support innovative programmes.⁶⁹ (see also box 18).

Financial resources for gender mainstreaming

Financing for gender mainstreaming is necessary for ensuring adequate budgets for gender expertise and for capacity-building around gender mainstreaming, as well as for the sustained and consistent implementation of gender equality programming, including research and analysis.

There is an urgent need to commit predictable and substantial funding for large-scale gender equality programming into all sectors and themes, to counter the ongoing challenge of understaffing and underfunding. To this end, in making the business case for gender mainstreaming, messages must clearly convey that work on gender equality is not cheap, and gender-responsive interventions require dedicated financial resources and efforts.⁷⁰

69 Ibid., p. 51.

70 Cohen et al. 2013.

Funds for gender mainstreaming should be clearly earmarked and tracked. There is a recognized difficulty in tracking spending on gender mainstreaming due to under-reporting, and deficiencies in internal tracking such as an absence of explicit budget lines for implementing gender policy.⁷¹ The use of gender markers to track financing for gender expenditures is an emerging good practice.

Procedures and standards for organizational accountability in the United Nations system and beyond

A range of reporting procedures and institutional standards around gender mainstreaming have been developed to strengthen accountability frameworks. Within the United Nations system, the General Assembly's 2012 [Quadrennial Comprehensive Policy Review \(QCPR\)](#) placed a particularly strong emphasis on the use of specific accountability mechanisms to promote and measure gender mainstreaming. Organizational accountability mechanisms include the following:

Gender markers are key accountability mechanisms.

The Organization for Economic Cooperation and Development (OECD) Development Assistance Committee (DAC) [Gender Equality Policy Marker](#) is a statistical instrument that captures trends in the distribution of aid in support of gender equality and women's empowerment.⁷² Donors reporting to the Creditor Reporting System indicate whether each programme activity includes promoting gender equality and women's empowerment as a principal objective, as a significant objective, or if gender issues are not explicitly addressed. The OECD-DAC Marker has contributed to an increase in bilateral aid for gender equality, as donors compare their investments to those of their peers, and track gaps or dips in their financial commitments to gender equality across specific sectors and countries.

A gender equality marker guidance note for tracking resources that support gender equality results in the United Nations system has recently been endorsed—see the [UNDG Gender Equality Marker Guidance Note](#).

71 Van Eerdewijk and Dubel 2012, p. 44.

72 O'Neill 2012.

BOX 19

UN System-wide Action Plan on Gender Equality and the Empowerment of Women (UN-SWAP)

The [UN-SWAP](#) is part of a system-wide accountability framework for gender equality, focusing on individual United Nations entities' corporate processes and institutional arrangements. It comprises a matrix of performance indicators assessed on a five-point rating system. The reporting process emphasizes the need to identify reasonability, timing and resources for follow-up actions where minimum requirements have not been met. Key factors include the following:

- The UN-SWAP provides the United Nations system with a common set of performance measures on gender mainstreaming against which to report, and against which senior managers can be held accountable. The UN-SWAP also facilitates accountability of the United Nations system to Member states for its work on gender equality and the empowerment of women.
- Its conceptual model involves progression from a checklist to a scorecard approach, transforming accountability for the work of entities on gender equality from a reactive stance to a proactive one.
- It is also a cost-effective approach, as instruments such as the UN-SWAP can make significant contributions to organizational change without the need for a large influx of new resources.

Sources: UN Women 2012b and Cohen et al. 2013.

In addition, the [Inter-Agency Standing Committee Gender Marker](#) is applied systematically in all funding proposals for the Consolidated Appeal Process, a humanitarian assistance financing mechanism for United Nations agencies, non-governmental organizations, host governments and other stakeholders.

Gender scorecards also provide a robust quantitative approach to reporting procedures. The United Nations country team [Performance Indicators for Gender Equality](#) utilizes a scorecard approach. This is done through a rating system of performance standards. The scorecard also assesses the quality of joint institutional processes and practices that must be in place if gender mainstreaming is to be effectively implemented within country teams, rather than noting their mere presence or absence through a checklist.

By setting minimum standards for gender mainstreaming, the scorecard has demonstrated its effective use both as accountability and a planning tool.⁷³ The UN-SWAP is another scorecard example, illustrated in box 19.

Gender action plans are monitoring and reporting mechanisms used in many United Nations entities and governments. For example, the International Labour Organization's (ILO) [Gender Equality Action Plan](#) features indicators with minimum performance standards for enabling institutional mechanisms for gender equality in the organization, and is structured around the six main elements necessary for United Nations strategies to promote gender equality: accountability; results-based management for gender equality; oversight through monitoring, evaluation, auditing and reporting; human and financial resources; capacity development; and coherence, coordination, and knowledge and information management.⁷⁴

The gender audit is a tool for organizational self assessment, action planning and accountability. A participatory gender audit can be used organization-wide or in field offices or at headquarters, and generally includes desk reviews, a survey, focus groups and a resulting plan of action. The widely used [Gender Audit from Inter-Action](#), for example, includes analysis of political will, technical capacity, organizational culture and accountability. Unlike a scorecard approach,

73 UN Women 2012a. See also UNDG 2008.

74 ILO 2012b.

BOX 20

Gender Auditing as a Civil Society Tool for Holding International Financial Institutions to Account in China

In China, Gender Action and the Women's Law Studies and Legal Aid Center of Peking University undertook a gender audit of World Bank, International Finance Corporation and Asian Development Bank projects on infrastructure, services and natural resources.

The objective was to enable Chinese civil society to hold these organizations responsible for promises to promote gender equality and apply accountability mechanisms to gender discrimination cases. The methodology combined a scorecard and an audit. Key findings were used as evidence for developing an advocacy action plan.

Source: Limbu et al. 2008.

which scores and rates criteria in a quantitative manner, the gender audit uses a participatory approach based on the perceptions of staff within the organization.⁷⁵ Participatory gender audits have been used widely among United Nations entities, based on the ILO's [Participatory Gender Audit](#), and among donors and non-governmental organizations. They have also been used as advocacy tools by civil society in analysing international financial institutions (see box 20).

Engendering National Statistical Systems for Evidence-Based Gender Mainstreaming

Gender mainstreaming in national statistical systems means ensuring that gender issues and gender-based biases are taken into account in the design, quality and periodicity of data production, including ongoing information systems, and ad hoc data collection initiatives such as surveys and periodic reporting. This requires that national statistical systems are mandated by law to regularly collect, analyse and disseminate

75 ILO 2011, pp. 32-34.

data relevant to gender issues, that gender-sensitive concepts and methods are used in data collection, and that the dissemination of gender statistics reaches a wide range of users.⁷⁶ Current key processes are outlined as follows:

The establishment of a minimum set of gender indicators has been key in the development of national statistical systems. The indicators were adopted by the UN Statistics Commission in 2012,⁷⁷ after being prepared by an inter-agency group of gender statistics experts from the United Nations system, Member States and other international organizations. The primary criterion for the selection of indicators was that they should address key policy concerns identified in the Beijing Platform for Action and other more recent international commitments such as the MDGs. A minimum set of core indicators provides new international standards for the selection, production and compilation of gender statistics at the national level. The list includes indicators on major issues that are common across countries and require further efforts.⁷⁸

User-producer dialogues are crucial in the development of gender statistics. Gender specialists identify their own needs for data, and outline deficiencies in data currently available; they then advocate for improvements in concepts, methods and topics to better reflect gender equality issues. As they respond to the demands of data users, statisticians must take into account various stereotypes, and social and cultural factors, as well as research methodologies that might produce gender bias. The result of such user-producer efforts "is often not simply better information on women and men, but improvements in measuring the realities of economic and social life."⁷⁹

Three key strategies aid the production of new or improved gender statistics.⁸⁰ First, a completely new instrument could be introduced, such as a survey on violence against women (see box 21); existing instruments such as time-use surveys should be expanded.

76 United Nations Gender Statistics Manual at <http://unstats.un.org/unsd/genderstatmanual/>.

77 United Nations 2012.

78 Ibid.

79 United Nations 2010, p. 7.

80 Ibid., p. 9.

Second, existing data collection could be improved, through the addition of questions in a survey (such as under a special module on safety and access to services within a census, or a module on men in Demographic and Health Surveys), the expansion of response options to a question, or changes in the way that questions are asked to make them less gender-biased. Third, changes could be made in the recruitment and training of data collectors, to ensure that they are sufficiently aware of the interrelationship between gender issues and their role in the interview process.

Manuals for the production of gender statistics at the national level have been developed. They include an online manual from the UN Statistics Division. It provides methodological and analytical information to assist gender mainstreaming in national statistics by improving the availability, quality and use of gender statistics, especially in countries with less developed statistical systems.⁸¹

BOX 21

Guidelines for Producing Statistics on Violence against Women

Guidelines from the UN Statistics Commission provide national statistical offices with detailed guidance on how to collect, process, disseminate and analyse data on violence against women. They lay out the role and essential features of statistical surveys in meeting related policy objectives, the steps required to plan and execute them, the concepts essential for ensuring the reliable and consistent measurement of women's experiences, and a plan for data analysis and dissemination.

The guidelines include a set of core indicators on domestic violence, and consideration of the particular ethical issues surrounding the measurement of violence against women, such as how each aspect of the survey design and implementation will affect the safety and well-being of respondents and interviewers.

Source: UN Statistics Division 2013.

Seizing Entry Points for Policy Dialogue and Advocacy for Gender Mainstreaming

The “establishment of consensus and norms at the global level can help to create more enabling conditions for local, regional and national efforts to achieve women's empowerment, and conversely, country-level successes can influence broader regional and global processes and serve as a catalyst for wider change.”⁸² The results from programmes can also be used for advocacy, to inform stakeholders and bridge information gaps, to contribute to national gender data or as part of disseminating lessons learned for future programming.

National policy-making and periodic reporting processes on global commitments and to human rights treaty bodies provide an array of possible entry points for high-level advocacy and policy dialogue. These are openings for calling attention to gender equality issues and ensuring their sustained incorporation into policy agendas.

Opportunities for reporting on gender mainstreaming exist at the global, national and subnational levels, and include among many others:

- MDG reporting at national and subnational levels, and campaigns at national and global levels (see box 22);
- CEDAW reporting and ‘shadow’ reporting processes;
- Substantive sessions of the UN Commission on the Status of Women;
- The ECOSOC Annual Ministerial Review;
- Assessment of national development and poverty reduction strategies;
- National gender equality plans;
- The ICPD Beyond 2014 operational review;
- The 20-year review of the implementation of the Beijing Platform for Action; and
- Emerging processes such as the Vienna Policy Dialogue addressing how the gender equality and women's empowerment agenda can be promoted in the post-2015 development framework.

81 See: <http://unstats.un.org/unsd/genderstatmanual/>. See also United Nations 2010.

82 IFAD 2012, p. 26.

BOX 22

Entry Points for Gender Equality in the MDG Reporting Process in Senegal

In Senegal, the UN Gender Theme Group identified seven entry points for work on the MDGs and gender equality and women's rights:

- Facilitate participation and advocacy for those who promote gender equality during MDG campaigns at the national, regional and global levels;
- Follow progress at the national level;
- Collect and distribute analyses that contribute to the integration of gender perspectives in all MDG-related activities;
- Initiate activities that contribute to the achievement of the MDGs;
- Ensure women's organizations are included in the drafting of MDG reports;
- Develop a mechanism for a gender expert group to review reports; and
- Ensure that gender issues are included in the follow-up to MDG reports.

Source: DAW et al. 2005.

Key consideration for gender mainstreaming in these and other advocacy and policy dialogue processes include the following:

Political perspectives of policy dialogue processes. It is helpful to be aware of who participates in policy dialogues, what the terms of participation are, how power is distributed among participants, what kinds of relations exist between participants and their constituencies, and what underlying discourse and issues are to be handled in dialogues.⁸³

Building an evidence-based case for the inclusion of specific gender equality issues. Advocacy and policy dialogue must be strongly grounded in key sex-disaggregated and gender-sensitive data, so that arguments for gender issues are clear and robust.

Forging alliances with diverse allies. It can be effective to build coalitions for specific gender issues through reaching out to diverse actors, including individuals and groups with different backgrounds and skills, and within different sectors, including government, the private sector, think tanks, the media, employers' and worker's organizations, religious groups, women's organizations of various types and men's groups.

Women as well as men must participate fully in policy dialogue, including policy makers and members of civil society. Organizations and individuals representing women's interests and contributions should be fully active in all consultations, and their contributions should not evaporate during the policy dialogue and reporting process.

Gender mainstreaming in national development strategies involves many entry points. UN Women's experience has helped identify the following key strategies: build the capacity of national gender specialists and a 'critical mass' of civil servants versed in gender analysis and advocacy skills, and facilitate their direct contributions to the drafting team; promote consultations with a wide range of women and women's networks at all stages of the policy development and programming processes; and ensure that gender elements of programmes are explicit, clearly defined, well argued, articulated as results and linked with general sector priorities and budgets.⁸⁴ In addition, it is important to ensure that national development strategies include an adequate gender-sensitive mechanism for research, monitoring, evaluation and reporting.

83 Bangura 1997, p. 29.

84 Sartbaeva 2013.

The background is a solid blue color. It features several overlapping, semi-transparent circles of varying shades of blue. A thin white horizontal line is positioned below the word 'CONCLUSIONS'.

CONCLUSIONS

VI.

CONCLUSIONS

This Guidance Note has sought to clarify and update United Nations guidance on gender mainstreaming in the context of many complex challenges. It builds on a wealth of progress and innovation in development programming approaches, technical instruments, accountability mechanisms, and institutional commitment to gender equality and women's rights at the highest levels.

One of the key messages is the need to implement context-specific, multiple-track gender mainstreaming strategies, explicitly incorporating both gender integrated approaches in existing 'universal' (or all-inclusive) policies and programmes, and gender-targeted or focused work to advance gender equality and women's empowerment within specific sectors, social groups and/or in central or local institutions. This multiple-track strategy should be adopted as an essential good practice for the achievement of all the development goals of Member States and United Nations entities. It should be informed by policy commitments and priorities, context analysis, operations research and summative evaluation, leading to prioritization, strategy diversification and regular adjustments as required.

The Note has also highlighted the importance of continuing to innovate in mainstreaming gender issues into all sectors, including sexual and reproductive health, HIV and non-communicable diseases within the health sector, and in traditionally 'hard' sectors such as the economy, infrastructure and the environment. The latter category attracts major funds but frequently lacks gender-responsive approaches. Moving forward requires sector-specific gender analysis, multidisciplinary teams and complex programmatic responses.

Overall, to effectively achieve policy and programme results for women, men, boys and girls, gender mainstreaming entails considering and incorporating both multiple-level and multiple-track responses within any given sector.

There is an ongoing and urgent need for dedicated funds to support and sustain implementation of multiple-track gender mainstreaming strategies within national programmes. This is critical if policy commitments to gender equality and gender mainstreaming are to be translated into action; funding needs to be significant, predictable and stable.

Efforts should continue to support the development and implementation of high-level accountability mechanisms and standards for gender mainstreaming processes in substantive programmes, and institutional and corporate domains. These include the adoption of a minimum set of gender indicators, the UN-SWAP, the gender markers, and the future development of an accountability mechanism capturing the United Nations system's contribution to gender equality results at the country level.⁸⁵

The current development cooperation context provides rich ground for shaping approaches to gender equality programming, including through processes such as [Rio+20](#), the [ICPD Programme of Action Beyond 2014](#) and the [20-year review of the Beijing Declaration and Platform for Action](#).

The current challenge involves how to integrate gender equality perspectives in the post-2015 development framework's sustainable development goals, ensuring that gender equality is both a stand-alone goal with specific associated targets, and a critical enabling condition cutting across the entire agenda.

This Guidance Note has illustrated some of the rationales for a stand-alone goal, which serves to focus policy, funding and commitment on gender equality as a human right. In parallel, gender equality is a requisite to the achievement of all development goals. The manner in which gender equality and women's empowerment are incorporated into the post-2015 framework will have profound implications for gender mainstreaming in the coming decade.

⁸⁵ See UN Women 2012b.

ANNEXES AND REFERENCES

GLOSSARY OF GENDER MAINSTREAMING-RELATED TERMS

GENDER: The socially constructed roles and relationships, personality traits, attitudes, behaviours, values, relative power and influence that society ascribes to the two sexes on a differential basis. Gender is relational and refers not simply to women or men but to the relationship between them.

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

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

GENDER IDENTITY: Women's and men's gender identity determines how they are perceived and positioned in a society, and how they are expected to think and act along traditional views of masculinities and femininities.

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

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

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

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

PRACTICAL AND STRATEGIC GENDER NEEDS AND INTERESTS: Practical gender needs are identified by women as a response to an immediate perceived necessity, and usually relate to inadequacies in living conditions such as water provision, health care and employment. Strategic gender interests tend to challenge gender divisions of power and control, and traditionally defined norms and roles.

Sources: INSTRAW n.d., European Commission 2004 and UNODC 2013.

GENDER MAINSTREAMING TOOLBOX

Gender Analysis Tools

[A Guide to Gender-Analysis Frameworks](#). Candida March, Ines A. Smyth and Maitrayee Mukhopadhyay. 2005. Oxford: Oxfam. Covers key gender analysis frameworks, including strengths and weaknesses.

[A Conceptual Framework for Gender Analysis and Planning](#).” On-line gender learning and information module from the ILO South-East Asia and the Pacific Multidisciplinary Advisory Team. Includes sections on common gender analysis frameworks.

[Gender Equality Policy and Tools](#).” CIDA (Canadian International Development Agency). 2010. Gatineau. Includes gender analysis guidelines on what to ask and what to do.

Gender-Responsive Budgeting Tools

[Gender Budgeting: Practical Implementation Handbook](#). Sheila Quinn. 2009. Strasbourg: Directorate General of Human Rights and Legal Affairs, Council of Europe. Includes practical steps on how to do GRB with guidance on different tools. It also explains GRB at different levels and provides guidance on the role of civil society in promoting GRB.

[GTZ Manual for Training on Gender Responsive Budgeting](#). Katrin Schneider. 2006. Bonn. Designed for professional gender trainers who are familiar with training methods and gender concepts. Includes GRB tools and guidance on practical steps to implement gender budgeting.

[Training Manual on Gender Budget Analysis by the Development Initiatives Network](#). 2006. Lagos. Presents the key elements of GRB analysis and practical advice on how local communities and civil society can ensure the gendering of government budgets at all levels.

[How To Do a Gender-Sensitive Budget Analysis: Contemporary Research and Practice](#).” Debbie Budlender, Rhonda Sharp and Kerri Allen. 1998. Canberra and London: AusAID (Australian Agency for

International Development) and the Commonwealth Secretariat. Details the practical steps involved in implementing gender-sensitive budget analysis, including tools and methods using various country case examples.

[Making Budgets Gender-Sensitive: A Checklist for Programme-Based Aid](#).” Austrian Development Cooperation. 2009. Vienna. Includes GRB tools, guidance on integrating GRB into the budget process, and a checklist of GRB-related questions for sector budget support negotiations.

[Engendering Budgets: A Practitioner’s Guide to Understanding and Implementing Gender-Responsive Budgets](#).” Debbie Budlender and Guy Hewitt. 2003. London: Commonwealth Secretariat. Addresses the practical issues involved in implementing gender-responsive budgets, including the application of analytical frameworks.

Sector-Related Gender Mainstreaming Tools

[Gender Toolkit: Public Sector Management](#).” Asian Development Bank. 2012. Manila. Guidance on gender issues in sector policy reform, including in agriculture and natural resource management; education; health; water and sanitation; urban development; finance; trade, industry, and small and medium enterprise development; and infrastructure.

[EC Priority Areas for Development Cooperation: Aspects for Gender Analysis](#).” European Commission. 2004. In *Toolkit on Mainstreaming Gender Equality in EC Development Cooperation: Part Two*. Brussels. Checklists of gender issues at the macro-, meso- and micro-levels in: macroeconomic policies, poverty reduction strategies and social sector programmes. The last include those in health and education,

food security and sustainable rural development, transport, institutional capacity-building, good governance and the rule of law, trade, and regional integration and cooperation.

[“UNAIDS Gender Assessment Tool.”](#) UNAIDS (Joint UN Programme on HIV/AIDS). 2013. Geneva. A modular approach for countries to assess their HIV epidemic, context and response from a gender perspective; identify gaps; and suggest evidence-based, gender-responsive actions.

[Community Safety Audits: Group Facilitator Guide.](#) METRAC. 2006. Toronto. Guide to assist in the implementation of community safety audits, available in multiple languages (English, simplified Chinese, French, Punjabi, Spanish and Tamil).

Gender Audit Tools

[Manual for Gender Audit Facilitators: The ILO Participatory Gender Audit Methodology.](#) ILO (International Labour Organization). 2007. Geneva. Provides guidelines and hands-on instructions on the planning and implementation of participatory gender audits in an organizational context to suit a wide variety of target audiences including the United Nations system and civil society.

[“ILO Participatory Gender Audit: Relevance and use for the United Nations and its agencies.”](#) ILO (International Labour Organization). 2011. Geneva. Summary of the ILO gender audit methodology for use in United Nations settings, including to strengthen joint United Nations programming on gender equality at the country level, mainstream gender into agencies’ individual and collective work, and work towards parity in staffing.

[The Gender Audit Handbook: A Tool for Organizational Self Assessment and Transformation.](#) InterAction. 2010. Washington, D.C. Provides tools, resources, and information to conduct each step of a gender audit, including worksheets, questionnaires, analysis tools and action plans.

Gender-Sensitive Monitoring and Evaluation Tools

[Gender and Indicators: Overview Report.](#) Annalise Moser. 2007. Brighton: Institute of Development Studies/BRIDGE. Methodological approaches to gender and measurements of change with a focus on gender-sensitive indicators.

[“Capturing Change in Women’s Realities: A Critical Overview of Current Monitoring and Evaluation Frameworks and Approaches.”](#) Srilatha Batliwala and Alexandra Pitman. 2010. Toronto: AWID (Association for Women’s Rights in Development). Analysis of monitoring and evaluation frameworks and tools, plus strengths and weaknesses in assessing women’s rights and gender equality processes and impacts.

[“Integrating Human Rights and Gender Equality in Evaluation—Towards UNEG Guidance.”](#) UNEG (UN Evaluation Group). 2011. New York. Provides step-by-step guidance on how to integrate human rights and gender equality dimensions throughout an evaluation process.

[“Considering gender in the monitoring and evaluation of projects, Guidance Note 4.”](#) ILO (International Labour Organization). 2012. Geneva. The note explains the importance of integrating gender equality and a human rights perspective in monitoring and evaluation processes, and provides a practical guide to ensure that evaluations give due attention to including principles of gender equality and non-discrimination in the world of work.

[“Measuring Change: Monitoring and Evaluating Leadership Programs: A guide for organizations.”](#) Rakhee Goyal, Alexandra Pittman and Anna Workman. 2010. Bethesda: Women’s Learning Partnership. Presents a system for monitoring and evaluating social programmes, including to set up a monitoring and evaluation framework, develop strategies and share results.

[Compendium of Gender Equality and HIV Indicators.](#) Shelah Bloom and Svetlana Negroustoeva. 2013. Washington, D.C.: MEASURE Evaluation. Covers programmatic areas vital to the intersection of gender and HIV. Each of these includes a number of indicators that may be used at national, regional or programmatic levels.

Gender Mainstreaming in Programming Tools

[“Gender in Practice: A Toolkit for SDC and its Partners.”](#) SCD (Swiss Agency for Development and Cooperation). 2003. Bern. Detailed guidelines, questions and examples, including tools for gender analysis, gender in programmes and projects, organizations, partners, monitoring and evaluation, and gender in multilateral cooperation.

[“Gender Mainstreaming in Practice: A Toolkit.”](#) UNDP (UN Development Programme). 2007. Bratislava. Targeting public policy and development practitioners, the toolkit includes 10 steps to gender mainstreaming throughout the programme cycle, gender analysis guidance, sectoral briefs and practical case studies.

[“Good Practices in Promoting Gender Equality in ILO Technical Cooperation Projects.”](#) ILO (International Labour Organization). 2007. Geneva. Guide on good practices in gender mainstreaming strategies for technical cooperation projects, including key elements of good mainstreaming practices and case studies.

[“How to guide on gender equality in technical cooperation projects.”](#) ILO (International Labour Organization). 2012. Geneva. Guide designed to help programme and project staff better address and mainstream gender equality in technical cooperation projects.

[“Gender Mainstreaming Resource Pack: A Practical Guide for Programming.”](#) TROCAIRE. 2010. Maynooth. Resource for programme staff, highlighting key issues of mainstreaming in programming. Covers gender analysis, gender in logframes, a partner gender assessment checklist, and monitoring and evaluation.

[“Promoting Gender Equality: An Equity-Focused Approach to Programming: Operational Guidance Overview.”](#) UNICEF (UN Children’s Fund). 2011. New York. Guidance on concrete steps across all “Medium-Term Strategic Plan Focus Areas” and throughout the programme cycle to promote gender equality; addresses key issues and programmatic entry points.

[“Gender Mainstreaming in the Work of UNODC: Guidance Note for UNODC Staff.”](#) UNODC (UN Office on Drugs and Crime). 2013. Vienna. Guidance note to assist staff to effectively integrate a gender perspective into all aspects of their work, from planning strategic tools, developing normative standards, designing and delivering thematic and regional programmes, and working through the project cycle.

[“Making Joint Gender Programmes Work: Guide for Design, Implementation, Monitoring and Evaluation.”](#) Tony Beck et al. 2013. New York: UNDP (UN Development Programme) and MDG-F (Millennium Development Goal Achievement Fund). Sets out how to improve the design, implementation, and monitoring and evaluation of joint gender programmes; addresses less tangible constraints such as power dynamics and the need for coordination, negotiation, leadership and accountability; and provides examples from joint gender programmes that have achieved positive results.

ANNEX 3

ACRONYMS

AusAID	Australian Agency for International Development	Norad	Norwegian Agency for International Cooperation
AWID	Association for Women's Rights in Development	OECD/DAC	Organization for Economic Co-operation and Development/ Development Assistance Committee
CEB	UN Chief Executives Board for Coordination	OHCHR	Office of the High Commissioner for Human Rights
CEDAW	Convention on the Elimination of all Forms of Discrimination against Women	QCPR	Quadrennial Comprehensive Policy Review
CIDA	Canadian International Development Agency	SDC	Swiss Agency for Development and Cooperation
DAW	UN Division for the Advancement of Women	SWAp	Sector-wide approach
ECOSOC	UN Economic and Social Council	UN	United Nations
FAO	Food and Agriculture Organization	UNAIDS	Joint UN Programme on HIV/AIDS
GRB	Gender-responsive budgeting	UNDAF	UN Development Assistance Framework
ICESCR	International Covenant on Economic, Social and Cultural Rights	UNDG	UN Development Group
ICPC	International Centre for the Prevention of Crime	UNDP	UN Development Programme
ICPD	International Conference on Population Development	UNEG	UN Evaluation Group
ICRW	International Center for Research on Women	UNFPA	UN Population Fund
IFAD	International Fund for Agricultural Development	UN-HABITAT	UN Human Settlements Programme
ILO	International Labour Organization	UNICEF	UN Children's Fund
INSTRAW	UN International Research and Training Institute for the Advancement of Women	UNIDO	UN Industrial Development Organization
MDGs	Millennium Development Goals	UNIFEM	UN Development Fund for Women
MDG-F	MDG Achievement Fund	UNODC	UN Office on Drugs and Crime
M&E	Monitoring and evaluation	UNRISD	UN Research Institute for Social Development
		UN-SWAP	UN System-wide Action Plan on Gender Equality and the Empowerment of Women
		UN Women	UN Entity for Gender Equality and the Empowerment of Women

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TO ACCELERATE PROGRESS ON
MEETING THEIR NEEDS WORLDWIDE.**

UN Women supports UN Member States as they set global standards for achieving gender equality, and works with governments and civil society to design laws, policies, programmes and services needed to implement these standards. It stands behind women's equal participation in all aspects of life, focusing on five priority areas: increasing women's leadership and participation; ending violence against women; engaging women in all aspects of peace and security processes; enhancing women's economic empowerment; and making gender equality central to national development planning and budgeting. UN Women also coordinates and promotes the UN system's work in advancing gender equality.



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