



UNDP KYRGYZSTAN

GENDER MAINSTREAMING STRATEGY

2008-2010

Bishkek 2008

UNDP Mission Statement on

Gender Equality and Women's Empowerment

The Millennium Summit of 2000 reaffirmed gender equality and women's empowerment as development goals in themselves (MDG3) and underlined their importance as a means to achieve all the other MDGs.

UNDP is committed to supporting capacity development of its national partners to adopt approaches that advance women's rights and take account of the full range of their contributions to development, as a foundation for achieving the MDGs.

Drawing on a vision in which human development guides all policy-making and development, UNDP supports its national partners in accelerating their progress towards the MDGs by identifying and responding to the gender equality dimensions of its four inter-related Focus Areas: poverty reduction, democratic governance, crisis prevention and recovery and the environment and sustainable development.

With strong operations and institutional arrangements for gender equality, UNDP will extend continued support to improving nationally-relevant and sustainable gender equality results and in identifying and removing internal barriers to women's advancement into senior management, including women from developing countries.

UNDP will ensure the implementation of this strategy by dedicating sufficient internal human and financial resources to its implementation, and actively mobilizing complementary external resources where needed. It will continue and expand its partnerships with UN agencies, including through scaling up innovative models developed and tested by the United Nations Development Fund for Women (UNIFEM).

"It is impossible to achieve our goals while discriminating against half the human race"

KOFI ANNAN

Former Secretary General of the United Nations

DFID 2007. *Gender Equality Action Plan 2007-2009.*

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A. INTRODUCTION

Background

1. The UNDP Kyrgyzstan Gender Mainstreaming Strategy (2008-10) describes in concrete terms how UNDP Kyrgyzstan will contribute to gender equality outcomes defined for the organization as a whole in its global Strategic Plan (SP) and the parallel and complementary UNDP Gender Equality Strategy (GES) 2008-2011.
2. The first three years of the current UNDP planning cycle (2005-2010) have seen turbulent changes in the country and region that have had multiple, complex impacts on both women and men. However, as stated in the UNDP Kyrgyzstan Gender Mainstreaming Strategy 2008-2010, transition and development processes in the region have occurred without the full participation of women, weakening women's position in political and socio-economic life. These trends need to be reversed, in order to ensure that the benefits of transition reach both sexes equally. Major challenges identified include: (a) weak UNDP internal capacities to implement and monitor its gender-related commitments; and (b) underdeveloped state capacity to produce greater gender equality in line with international commitments and national legislation.
3. The UNDP Kyrgyzstan Gender Mainstreaming Strategy (GMS) draws on this complex legacy to suggest a feasible range of targeted activities and outputs that will lead to sustainable improvements in national capacity to identify and advance gender equality considerations, and ultimately contribute to the long-term improvement of the situation of women in the country. The strategy features a parallel project of developing and strengthening national capacity to ensure support to county programme implementation and includes other institutional arrangements that must be put in place to meaningfully enhance the country office's capacity for gender equality programming.

1. Gender Profile of the Kyrgyz Republic and national gender policy

4. Increasing gender inequality has become one of the main characteristics of the transition period in the Kyrgyz Republic. The myth of the soviet period that the so-called 'women's issue' had been solved in the ex-Soviet Union, has become obvious with the deterioration of the social infrastructure, when the closure of kindergartens, sacking of nurses and worsening medical services has shifted all responsibilities for the family and childcare onto women. Women's child-bearing work has increased considerably and has proved to be one of the main barriers to women's equal participation in social and public life.
5. A revival of the idea of Kyrgyz national identity since the declaration of independence has in many cases, been transformed into a return to a patriarchal society and Kyrgyz customs and traditions have often been interpreted in a discriminatory way in regard to women's social status. This has resulted in women's child-bearing functions increasing and them reverting to a subordinate position in families, increasing gender violence, limitations on women's access to and control over economic resources, including land, property and capital. Women are mainly concentrated in the low paid sectors of the economy (social sphere) or in the informal sectors, in which they are not entitled to any social security AND earn less than two-thirds of

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what men earn. Female heads of households make up a disproportionate portion of all the poor. The overall unemployment level among women is 8% higher than for men. In spite of economic growth poverty remains high at 39.9%, or slightly over 2 million people. Maternal mortality is 49 per 100,000 live births.

6. Kyrgyzstan joined the Beijing Platform for Action of the IV International Women's Conference in Beijing in 1995 and the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) in 1996. The most significant factor in the area of international legal relations was the adoption, in 2002, of a law confirming the Kyrgyz Republic's signing of the Optional Protocol to the Convention on the Elimination of all Forms of Discrimination against Women. Together with the previously signed Additional Protocol to the International Convention on Civil and Political Rights (implying adoption of a mechanism for making personal complaints), it allows Kyrgyzstan's women greater access to the use of international legal advocacy systems.

7. The legislation of the Kyrgyz Republic, in general, can be considered as progressive in terms of establishing equal rights for men and women. The evidence for that can be found in Article 13 of the Constitution of the Kyrgyz Republic that states that all men and women in the KR have equal freedoms, rights and opportunities to achieve them, the laws of the Kyrgyz Republic "On the Basics of State Guarantees of Gender Equality" dated 12 March 2003, "On Social and Legal Measures for Protection against Domestic Violence" dated 25 March 2003 and "On Preventing and Combating Human Trafficking" dated 17 March 2005. As a result of an information and lobbying campaign by the women's movement, special affirmative measures (30 % quotas) were introduced into the Election Code in 2007 that ensured the highest representation of women in a Parliament in the Central Asian Region and in the history of the Kyrgyz Republic since 1991 (following the extraordinary elections to Parliament in December 2007, there are 24 women parliamentarians). However, in practice there are problems with law enforcement and monitoring of implementation of legislation.

8. The Country Development Strategy (CDS) 2007-2010, adopted by the President in 2007, was gender mainstreamed and includes a matrix of actions and gender specific indicators and targets. The situational analysis part of the CDS outlines "a rebound in equal rights and the worsening of the situation of women" and recognizes that "no gender problems have been settled in practice and social programmes have disregarded gender aspects". The CDS also notes a number of positive steps have been taken in achieving gender equality in the legislation admitting that practical implementation of these steps requires additional efforts, "strengthening institutions and procedures for protecting human rights and prohibiting all types of social discrimination are the priority areas of development, even though, recent monitoring of CDS execution showed that gender aspects are not being taken into account when implementing the strategy and are ignored by the relevant agencies.

9. The National Action Plan for Gender Equality 2007-2010 was developed after the CDS was approved and has become an indispensable part of it. It outlines the following 7 areas of support:

- Improving institutional mechanisms for achieving gender equality;
- Ensuring a gender balance at all decision-making levels;
- Including a gender component in socio-economic policies;
- Improving gender aspects of health and health care;
- Achieving gender equality in education and culture;

- Reducing gender violence;
- Widespread information campaign on gender equality problem.

10. Despite the fact there is a policy enabling environment for promoting gender equality in the country, there are still serious challenges. There is no clear institutional mechanism to endorse the legislation for implementing the national gender policy at national and local levels, high turnover of civil servants and a lack of coordination of donors' activities in the area of gender equality promotion by the Government. The national policy formulation process still relies a lot on international expertise, and there is limited gender expertise available in-country.

11. There has been a tendency towards growing gender inequality, which was highlighted in recent reports submitted to CEDAW: the UNCT confidential report and two civil society shadow reports, which contradict the Government's report that gives a positive assessment. A major problem lies in the lack of political will to acknowledge the problem and to take firm, consistent and sustainable policies and measures to deal with it.

2. UNDP Kyrgyzstan 2005-2010 and UNDP Corporate Policy on Gender Equality 2008-2011

12. The Country Programme for 2005-2010 was designed to help the Government achieve the MDGs and the Country Development Framework 2001-2010 and also help implement the UNDAF. The outcomes of the country programme are aligned with the UNDAF and address four priority development needs: (i) poverty reduction through sustainable development; (ii) promoting good governance; (iii) strengthening human security and (iv) enhancing regional cooperation. Gender was considered to have been mainstreamed into all programmes based on analyses conducted on gender aspects of national governance, local governance, poverty reduction and preventive development, so that each would be equally beneficial to men and women.

13. Guided by UNDP corporate policy, the UNDP Country Office in Kyrgyzstan is committed to mainstreaming gender issues into all its operations and management policies, systems and procedures as well as its corporate tools, including the Country Programme Action Plan, Country Programme Management and Implementation manuals and UNDP supported studies and research.

14. Following implementation of the Gender TTF project in 2007 on the Gender Mainstreaming Initiative, an independent assessment was made of all previous gender related and gender mainstreaming activities both in UNDP programmes and operations (see *Annex I - Report on UNDP Kyrgyzstan Gender Mainstreaming*). The key lesson from this study is that committed leadership, effective oversight, adequate resource allocation and improved internal capacity, are the key ingredients for achieving tangible gender results. The current gender mainstreaming strategy builds on these lessons learnt, to effectively implement corporate gender policy and monitor progress on a continuous basis.

15. Following the launch of the Global UNDP Gender Equality Strategy (GES) for 2008-2011 (*Annex II*), each Country Office was required to put in place two management tools and

commit to capacity development of operational staff as a foundation for enhanced gender-responsive programming. The first tool is a Gender Task Force to be established as a team headed by the Senior Management Team representative and the second tool is a Gender Action Plan for each office. The current revised strategy for the period 2008-2010 will serve these two purposes and the Action Plan to implement the Kyrgyzstan Gender Mainstreaming Strategy and the Global Gender Equality Strategy (*Annex III*) was developed, that took into consideration all the relevant corporate **operational** and **institutional priorities**.

16. Based on the Global GES for 2008-2011, that broadly follows the UNDP Strategic Plan 2008-2011, **operationally**, UNDP has set clear gender-sensitive goals and performance targets on **coordination** and the **focus areas**. These goals are based on the MDGs and focused on national capacity development as UNDP's principal contribution to achieving them. UNDP's coordination responsibility gives an opportunity to clarify and put into operation cross-cutting gender-related linkages in the four focus areas, in collaboration with sectoral and other partners. As for the work in its four focus areas, UNDP will continue to help national partners establish the following three broad areas of capacity to achieve gender equality:

- More accurate and meaningful macro-policy analysis and planning in all relevant sectors;
- Vigorous action to ensure women's expanded participation in all branches of governmental and non-governmental governance;
- Making high quality information on gender relations, women's rights and gender equality freely available to decision-makers.

17. Guided by corporate UNDP policy and lessons learnt from implementing the UNDP Kyrgyzstan Gender Mainstreaming strategy until 2007, **institutionally**, UNDP Kyrgyzstan will strengthen internal institutional arrangements to provide a basis for broad the programme approaches mentioned above through the following:

- Active leadership and advocacy by senior management, backed up by meaningful and streamlined knowledge management, communication and advocacy practices;
- A robust accountability framework, supported by adequate tracking and reporting mechanisms;
- Strong human resources development and management;
- Allocation of sufficient core and non-core administrative and operational resources;
- A systematic and cumulative approach to monitoring and evaluation;
- Enabling a gender sensitive office environment.

B. UNDP KYRGYZSTAN GENDER MAINSTREAMING STRATEGY 2008-2010

3. Gender Mainstreaming of UNDP programmes: operational priorities

18. The current Gender Mainstreaming Strategy defines specific mechanisms for implementing gender as a cross-cutting issue in all UNDP programmes that address the challenge of considering gender aspects more as an integral and inevitable part of any programming activity rather than a supplementary or isolated one. Currently, there is still no common understanding of what gender mainstreaming means or what these mechanisms are

by all UNDP CO and programme staff. Therefore there is a need to establish these more clearly through staff capacity building and discussions. In keeping with the UN Reform process and the shift towards the full integration of Results Based Management, the ideal approach to gender mainstreaming, which the UNDP CO needs to be working towards is Results-focused Gender Mainstreaming.

19. Results-Focused Gender Mainstreaming is the process of using gender analysis to identify priority gender equality results needed in all interventions and actions. Resources to achieve these results are integrated into the project at the design stage. Clear results indicators and baseline information are also established at the beginning of the process and are monitored throughout the implementation stage and evaluated at the end of the intervention to determine the actual results achieved. Finally, the implementing organization and staff concerned are held accountable for achieving these results.

This would involve the following:

General Approach:

- Each line programme would be held responsible for ensuring that a relevant gender perspective is integrated into their programming and that sufficient resources are allocated from their budget to achieve the gender equality objectives identified as a priority for their programme. Elaborated by international experts and endorsed by the UNDP Bratislava Regional Centre, the Checklist for Gender Reviews of project proposals (*Annex IV*) and the Checklist for Building Gender Equality into Projects (*Annex V*) will be used to ensure gender mainstreaming into UNDP Kyrgyzstan programmes and projects.

Programme Planning:

- At the *planning stage* gender mainstreaming includes problem identification, formulating programme activities and appraisal prior to implementation.
- Each line programme would conduct a gender analysis of the key gender issues in their sector as close to the beginning of their programme planning as possible.
- The results of this gender *analysis would be taken into account in the planning of all programme components and help formulate* an overall programme gender equality objective.
- Each programme will review all its currently planned activities, outputs and outcomes to determine if they need to be adapted in any way to help achieve the programme's gender equality objective or if working towards increased gender equality can also enhance the achievement of their general programme outcomes.
- To achieve their gender equality objectives, each programme may also need to include some gender-specific activities, outputs and outcomes. These gender equality objectives will need to focus on creating an environment in which there is equality of results and not just of opportunities.
- Programme performance indicators for all programme components should be gender-sensitive, explicit about the number and type of male and female programme beneficiaries and about whether there is any kind of differential impact of the programme on the men and women, and girls and boys it affects.

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- Planning for the collection of baseline data needs to include the identification of sex-disaggregated data to be collected to measure a programme's impact on gender equality and the necessary processes put into place to ensure that this data is collected.

Implementation:

- Programmes need to develop a strategy and action plan to ensure a gender balance during programme implementation.
- Programmes need to conduct on-going and timely assessment of the gender impact and equality of outcomes both for women and men of any programme activity.
- Strategic partnerships with all parties involved, including civil society organizations working on promoting gender equality.

Monitoring:

- Monitoring processes would include monitoring a programme's impact on the specific aspects of increased gender equality identified as a priority by the programme, as well as for unintended impacts (either positive or negative) on gender equality.
- As a monitoring tool a joint gender mainstreaming work plan for all UNDP programmes should include all types of gender specific activities and related monitoring and evaluation indicators, being implemented, coordinated and monitored by the respective programme staff.

Reporting

- Each programme will be required to report on progress on gender equality within their area, and to express these progress reports in terms of specific gender equality results, both for any gender-specific activities and to note in which ways general programme activities contribute to the programme's gender equality targets.
- Workplan reports will also note any problems encountered in achieving the programme's gender equality objectives and why any projected targets were not achieved, as well as to report on successes in increasing gender equality in Kyrgyzstan through the programme. Reports will include a specific section on progress on gender equality but will refer to the impact of the programme as a whole on gender equality and not just to the impact of gender-specific activities.

Evaluation

- Programme evaluation would also assess a programme's impact on the specific aspects of increased gender equality identified as a priority by the programme, as well as for unintended gender equality impacts. These would be documented as part of the lessons learned process for future reference.
- The evaluation provides information for further possible revision of a programme for the next cycle or year.

20. To help reinforce the fact that each programme is responsible for its own gender mainstreaming processes, the Country Office will work towards shifting the responsibility for programme level gender analysis, staff capacity building and the implementation of gender-responsive planning, monitoring and reporting processes over to the programmes more systematically. To date, most of the responsibility for technical support related to gender has rested with the Country Programmes Gender Coordinator however, in 2007 five of the line programmes received additional support for their gender mainstreaming efforts through the

UNDP Gender Thematic Trust Fund Gender Mainstreaming Initiative (GMI) Project. A Gender analysis of five main programmes, gender and human resources policy review were conducted and key capacity building events for each programme were undertaken.

21. As a result of this GMI project, recommendations were developed on gender mainstreaming in the area of programme implementation and at management level. In order to follow-up these recommendations the programmes need on-going access to gender expertise, therefore, starting from 2008 the programmes will need to include funding to ensure that they have access to these resources, including in-house (UNDP Gender Mainstreaming Specialist) and external, for expertise and capacity building activities.

23. To ensure gender mainstreaming of the key programmes the following actions are suggested:

- Create a gender experts roster working in the UNDP focus areas;
- Develop a “gender integration signing-off form” that would show if the programme/project design documents reflected an adequate level of gender integration to meet the UNDP and Kyrgyzstan’s partners’ stated objectives and commitments to gender and if they are clearly results oriented. The gender integration signing-off form would be signed by the Country Programmes Gender Coordinator who would review each programme/project design from this perspective and to ensure that there is a coherent approach to gender equality and the gender mainstreaming process amongst the programmes.
- Each programme will contribute to a joint gender mainstreaming workplan that elaborates a detailed work plan on the implementation of current gender mainstreaming strategy. The joint workplan will outline the following:
 - delineation of the programmes’ overall gender equality objectives;
 - actions to be undertaken and their anticipated implementation period;
 - resources needed to achieve the actions and objectives identified;
 - gender sensitive indicators for programme results and gender specific activities.

See *Annex 3* for a sample *Joint UNDP Gender Mainstreaming work plan*

3.1. Proposed Areas of Intervention for Gender Equality in Programmes

24. To implement the major policy commitments on gender equality, such as the Beijing Platform for Action, Millennium Development Goals and the Convention on the Elimination of All Forms of Discrimination Against Women and to support the implementation of the National Action Plan on Gender, the key areas for intervention that the programmes need to consider include the following.

Democratic governance

- ✓ Support initiatives that provide equal access for men and women to participate in decision-making processes, e.g., leadership training for women, organizing seminars and training sessions on gender as a cross-cutting theme involving local and central levels of government, law enforcement bodies, journalists and the general population;

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- ✓ “En-gender” the implementation of existing legislation, to ensure enforcement of the laws, and to build the legal frameworks needed for equal opportunities, combating domestic violence, anti-trafficking and etc.;
- ✓ Gender-sensitive budgeting could be a strategic tool for moving the MDG agenda forward so the programmes could ensure that the concept is advocated and popularized at both central and local government levels;
- ✓ Support initiatives for integrating gender indicators into the monitoring processes and performance evaluation of national and sectoral development programmes, including international obligations of the country and activities of government agencies and local governance bodies.
- ✓ Strengthened gender perspectives are incorporated into public service reforms to improve the design and delivery of services to address their needs.

Disaster Management

- ✓ Assessment of men and women’s roles in disaster management and of the different impact of disasters on men and women. Women’s specific needs in reducing disasters and participating in recovery policies, plans and programmes are acknowledged and valued.
- ✓ Fostering the increased leadership and participation of women in disaster risk planning and strategies

Conflict Prevention

- ✓ Promote women’s participation in conflict prevention and peace-making efforts;
- ✓ Mainstreaming gender into peace and development analyses;
- ✓ Involve women in bottom-up planning and women’s NGOs in social dialogue.

Poverty Reduction

- ✓ Address the chronic issue of the feminization of poverty and discrimination that continues to threaten the human security of many individuals;
- ✓ Research and training in gender and economics and data collection for monitoring progress towards gender equality;
- ✓ Strengthen national and local capacities to conduct gender budgeting and integrate gender analysis into taxation laws and financial regulations to ensure that taxes and finance bring men and women similar financial results;
- ✓ Initiatives that will reduce rural/urban disparities and will enhance economic empowerment: to empower women farmers and provide micro financing for rural women entrepreneurs, given that the majority of poor women live in rural areas
- ✓ Assess the extent to which poverty eradication initiatives have a positive impact on the empowerment of women living in poverty, in terms of increased access to training and education, employment, land, income, credit, skills and social services;
- ✓ Develop policies and strategies, which support and redistribute unpaid care work, which is mostly performed by women, intensifying their poverty and insecurity;
- ✓ Initiatives that address men and male youths who are disadvantaged in employment and education, including the factors contributing to their lower life expectancy;
- ✓ Research into and training for men at all levels on the impact of gender stereotypes in their lives and families;
- ✓ Capacity building and advocacy initiatives to foster change in negative behaviour patterns for men and women.

Environmental Protection

- ✓ Integrate gender dimensions into national action programmes and sub-regional action programmes to mitigate the effect of drought and in the management of natural resources, with a strong focus on enhancing women's role in these areas.
- ✓ Assess men and women's roles in access to the natural resources of the KR;
- ✓ Conduct a situational analysis (case study) in the State Agency on Environmental Protection and Forestry under the Government of the KR (SAEPF) to identify the presence of gender aspects and to develop recommendations on integrating gender approaches into the SAEPF;
- ✓ Ensure that both men and women benefit equally from pilot programmes designed to build capacity to implement the conventions.
- ✓ Information and advocacy for equal opportunities and equal results for men and women in accessing water resources and measures to protect against flood and disease.

HIV/AIDS Prevention

- ✓ Support the development of multi-sectoral strategies to address the economic and social impact of HIV/AIDS on men and women and male and female young people at individual, community and national levels.

3.2. Coordination for Gender Equality

25. UNDP's role as funder and manager of the UN Resident Coordinator's system gives it both a special responsibility and a unique opportunity to work with other UN entities to implement its gender equality mandate, therefore, UNDP will continue to participate actively with partners in supporting gender perspectives in the on-going UN reform and UN Country Team and Gender Theme Group's initiatives.

26. The UN Gender Theme Group has been established to facilitate information sharing and complementary and joint programming so that the CCA and UNDAF can adequately address gender issues. For the UNGTG group to function effectively it will need to have access to both annual joint funding of its workplan and technical support for its activities. This is particularly critical for those members of the Country Team that have a fairly small presence in Kyrgyzstan and which therefore do not have internal gender expertise. The UNDP CO role in the UNGTG will be to ensure that the agency is adequately represented (with the CO Gender Focal Point and Country Programmes Gender Coordinator attending on a regular basis) and to take an active role in supporting the development of Country Team joint programmes and work plans, as well as to contribute to the joint budget requirements.

27. To consolidate gains from UNDP Kyrgyzstan and global UNDP experience with Gender Mainstreaming Initiatives, the UNDP Kyrgyzstan Senior Management Team (SMT) will take on the responsibility of the country office management to ensure the successful accomplishment of the operational activities described above on gender mainstreaming the programmes. The UNDP Kyrgyzstan SMT is also responsible for ensuring that the CO strategy is implemented with constituent capacity development, knowledge management and communication and advocacy plans, that there is an effective Gender Mainstreaming mechanism (Gender Task Force) in the office, and ensuring that gender equality considerations are reflected in the RCA's of each staff member and are actively monitored.

4. Gender Mainstreaming of the UNDP Kyrgyzstan Country Office: institutional priorities

4.1. Capacity development

28. Active leadership and advocacy by the Senior Management Team underlie successful implementation of the UNDP Kyrgyzstan Gender Mainstreaming Strategy for 2008-2010 and the Global GES. While the Gender Mainstreaming process builds upon a basic understanding of the gender concept and tools by all staff members even the best strategy will not succeed without gender sensitive and competent people to implement it. A systematic approach to continuous capacity building of the CO will be elaborated to make sure that **all UNDP staff members** have adequate competence to address gender equality and gender mainstreaming issues in their daily work.

29. A series of structured gender training sessions for **all levels of programme staff** are to be regularly implemented to raise awareness of the issue, to learn how to mainstream gender and develop gender activities within every programme area. Exposure to existing approaches to and experiences of women's empowerment should be provided through interaction with women's groups and NGOs. Each Programme will ensure sufficient funds for the purpose of staff capacity building.

30. Capacity building for the programme staff (both the Country Office and Programme Implementation Unit) needs to cover the following aspects related to gender mainstreaming:

1. What are the core requirements of a gender mainstreaming process and a discussion of which positions in each PMU are responsible for each aspect of it;
2. Introduction to basic gender analysis techniques and an in-depth discussion of what the links between the programme area and increased gender equality are and how increased gender equality will enhance the programme's overall outcomes;
3. How to negotiate increased gender equality with key partners;
4. How to develop gender-sensitive monitoring indicators and report on gender equality results;
5. How to ensure a gender sensitive office environment.

31. National execution of programmes requires a gender aware attitude by key **national partners** and this is to be achieved through regular training and consultative cooperation with partner institutions and the allocation of the necessary funds. A parallel project on strengthening the gender mainstreaming capacity in the Government of the Kyrgyz Republic will be launched in 2008 to conduct a functional analysis of the Government's structure to implement the National Gender Policy and to strengthen the capacity of key government officials to implement it.

32. Guided by corporate UNDP policy, the UNDP Country Office in Kyrgyzstan is to implement a gender sensitive **Human Resource Policy**. Gender relations in the office are professional and display a positive interpersonal working culture. There is attention to work-

life policies, although these are not easy to implement. Staff members are aware of harassment policies and no negative reports or incidents have been documented. Nevertheless, as results of the 2007 Global Staff Survey (GSS) indicated, there are some clear differences in how male and female staff in the Kyrgyzstan UNDP CO and PMUS view several important issues, so there is a need to continue staff capacity building activities so that they better understand corporate Human Resources policies and implement them accordingly.

4.2. Gender parity in UNDP Human Resources management

33. UNDP will continue to pursue the UN target of achieving gender balance at all levels by 2010. As of the end of 2007, there is a gender balance in the office with the exception of Operations and Administration, which is female-dominated. As the most recent GSS revealed, women face greater challenges balancing the demands of their personal and working lives, and are more constrained in their professional development. To address these challenges there is a need to analyse results of the GSS annually, arrange discussions with colleagues and to develop an action plan to eliminate all aspects that could lead the organization to discriminate against women.

34. As the results of the gender analysis of UNDP Programmes conducted in 2007 revealed, there is also a need for continuous gender scanning/monitoring of the human resources policies implementation in all UNDP PMUs. To monitor gender equality in human resources, it is recommended to use a questionnaire (*Annex VI*) to be distributed and analysed annually and the results to be discussed with the CO SMT. These results need to be reflected in each programme's annual gender mainstreaming reports and the managers will be required to take action to address any areas of concern identified by the questionnaires.

35. Thus, UNDP will focus on changing the culture of the organization. Various kinds of affirmative action will be required in the short and medium term, but as the culture and attitudes improve it is anticipated that these steps will be needed less and less. In addition to addressing cultural barriers and resistance to gender equality, UNDP Kyrgyzstan will seek to develop:

- Gender parity in recruitment (including an obligatory review of the interview questions that are gender sensitive and a list of questions not recommended for use in interviews), retention, re-entry and recognition (advancement/promotion);
- TORs that are gender-sensitive and clearly state the job's travel and overtime requirements, as well as qualifications required;
- Human and financial resources appropriate to the challenges;
- A CO committee to consider complaints about harassment, sexual harassment and abuse of authority in accordance with corporate policies and procedures.

4.3. Financial and Human Resources

36. The UNDP will ensure adequate resource allocation for gender related activities. These resources will need to include the following:

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1. The appointment of a CO Management Gender Focal Point at the level of Deputy Resident Representative.
2. The appointment of a CO Human Resources Gender Focal Point.
3. Ensuring that the workload of the CO's Gender Focal Point allows her/him sufficient time to conduct a review of the Project Documents, Annual Work plans and Project Reports from a gender perspective and to carry out the other related duties for this function.
4. From 2008 on, the allocation of resources within each line programme to ensure that their programme has access to adequate gender expertise for them to address gender equality issues in their programmes effectively (including gender analysis, staff capacity-building and monitoring from a gender perspective).
5. Related capacity building for the CO staff and programme managers.

5. Accountability framework and tracking and reporting mechanisms

37. As requested by the Executive Board, UNDP is integrating accountability for gender equality results in its strengthened overall accountability framework within its Strategic Plan for 2008-2011. As the corporate accountability frameworks roll out, the UNDP CO will be diligently following them to ensure proper implementation of the Strategic Plan and Global Gender Equality Strategy 2008-2011 and UNDP Kyrgyzstan Gender Mainstreaming Strategy. Among them are the following tools and mechanisms:

- The UNDP Balance Scorecard that will be enhanced by integrating it with the Gender Mainstreaming Scorecard;
- All UNDP staff performance appraisal/RCA systems will be changed to enable reporting on gender equality and gender mainstreaming results annually;
- Enhanced financial accounting system/Atlas and the gender parity/mainstreaming targets will be captured in the project management module of Atlas.

C. ROLES/RESPONSIBILITIES FOR IMPLEMENTING THE STRATEGY

38. The UNDP Kyrgyzstan Senior Management Team ensures implementation of the Global Gender Equality and UNDP Kyrgyzstan Gender Mainstreaming strategy to ensure successful accomplishment of operational activities described in Section B. The UNDP Kyrgyzstan Gender Task Force that is headed by the Deputy Resident Representative is responsible for implementing the annual Action Plans on current strategy.

6. UNDP Kyrgyzstan Gender Task Force

39. The UNDP Gender Task Force consists of the representative of the Senior Management Team (Deputy Resident Representative or, alternatively, Assistant Resident Representative), Representative of the Human Resources Unit to head up the work related to ensuring proper implementation of the Human Resources Gender related policies, the UNDP Country Programme Gender Coordinator and the UNDP Country Office Gender Focal Point:

- *Deputy Resident Representative* ensures gender issues are considered in all policy, programme, administration and financial decision-making in the office.

- *CO Gender Focal Point* has operational responsibility for facilitating the work of the CO on gender mainstreaming and gender equality activities. He/she is responsible for the appropriate use of gender related corporate accountability frameworks and reporting.
- *Country Programme Gender Coordinator* coordinates the development of a coherent and systematic approach to gender mainstreaming in the programmes and reviews all programme planning documents for their gender equality components prior to submission for funding.
- *Gender Mainstreaming Programme Specialist* is working with all UNDP programmes, providing technical expertise on gender mainstreaming and supporting the PMUs to implement, monitor and report on related gender mainstreaming activities
- *Human Resources Unit representative* is responsible for ensuring Country Office adherence to gender- sensitive Human Resource policies for UNDP Kyrgyzstan and for all staff members taking responsibility for gender issues in line with their terms of reference.

7. CO and PMU programme staff at all levels

40. Since the development objectives of equality between women and men, or gender equality, is absolutely indivisible from the UNDP human development goal of improving people's lives and in the choices and opportunities open to them, all programme staff are responsible for integrating gender into all stages of their respective programme policy elaboration and implementation and envisaging funds for the purpose within programme budgets, ensuring a reasonable gender balance in all training and study tours/delegations, as well as for advocating gender equality in their dialogue with national and international counterparts.

Annex I. Report on UNDP Kyrgyzstan Gender Mainstreaming



Report on UNDP Gender Mainstreaming Consultancy

I. Assessment of UNDP Gender Mainstreaming Approaches and Activities

In January 2007, the Kyrgyzstan UNDP Country Office (CO) hired an international Gender Mainstreaming Consultant to work with its Gender Team to assess its current gender mainstreaming approaches. The mission took place from January 22 – 26th and involved holding:

- A series of 16 consultative meetings and roundtables with UNDP staff from its line programmes, as well as its Operations and Administrative personnel.
- A consultative meeting with the UN Gender Theme Group (UNGTG)
- A training of trainers session with the local gender consultants hired to work with the line programmes under a TTF grant (refer to Appendix A for the mission's agenda).

During the mission, the consultant worked closely with the UNDP Gender Programme Coordinator and the CO Gender Focal Point. The consultant assessed the UNDP Kyrgyz CO's approaches to gender mainstreaming from the perspective of both internal organizational issues and programming. The following report summarizes the conclusions of this assessment.

II. Policy Background

The normative framework upon which the UNDP Kyrgyzstan CO has based its gender mainstreaming programming and operations stems from the "Agreed Conclusions on Gender Mainstreaming as Resolution 1997/2". This resolution established gender mainstreaming as a strategy throughout the UN system and stated that:

"In order to ensure effective implementation of the strategic objectives of the Beijing Platform for Action [from the Fourth World Conference on Women] the United Nations system should promote an active and visible policy for mainstreaming a gender perspective."

It also provided the following definition:

"Mainstreaming a gender perspective is 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 as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and

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evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally. The ultimate goal is to achieve gender equality.” (Conclusion 1997/2)

The UNDP Administrator’s inter-office memo (16th August 2001) to all Resident Coordinators reaffirmed that gender equality remains a core commitment of the agency. In 2002, the Bureau of Development Policy issued a Gender Equality Policy Note that described:

- the effective entry points for gender equality
- the relationship between gender and the UNDP’s six practice areas
- the resources to be allocated for gender mainstreaming
- the responsibility of senior management and all staff members for ensuring that gender mainstreaming was implemented effectively.

In the UNDP’s 2000-2003 Business Plan gender shifted from being an area of focus to becoming a crosscutting issue in the UNDP’s practice areas. This did not mean that the UNDP’s gender mainstreaming mandate was no longer a priority. Instead it put the onus on each UN Country Office to ensure that gender was integrated into all its programming. The Multi-Year Funding Framework (2004-2007) also reinforced the idea of integrating gender into all UNDP work and established gender equality as a “driver of development effectiveness cutting across all service lines and also noted that: “the commitment to mainstream gender does not ... replace the need for targeted, gender-specific initiatives and affirmative actions, which will continue (para. 58)”.

In response to a 2004 ECOSOC Resolution re-affirming the importance of gender mainstreaming, UNDP’s Executive Board asked the agency to prepare a corporate gender strategy and action plan. In 2005, the Executive Board adopted the draft plan submitted by the Gender Unit and urged the UNDP to:

“further expand its work on gender mainstreaming, including increasing financial and human resources to support the implementation of the action plan and request that the Administrator “develop” the gender action plan through 2007.”

This normative base is further reinforced by the fact that:

- The UN’s Millennium Development Goal # 3 is to promote gender equality and empower women.
- The UN Chief Executive Board for the Coordination System approved a system-wide policy on gender mainstreaming in October 2006.

III. Strengths of the Kyrgyzstan UNDP CO

The UNDP Kyrgyzstan CO has responded to this set of policy frameworks by developing a Gender Mainstreaming Strategy 2003-2004 and hiring a Country Programmes Gender Coordinator to facilitate the implementation of this strategy. They are currently in the process of revising and finalizing their 2005 – 2010 Gender Mainstreaming Strategy.

The consultancy found that the particular strengths of the UNDP Kyrgyzstan CO related to gender mainstreaming are that:

1. There appears to be a strong commitment to gender mainstreaming by senior CO management.
2. Kyrgyzstan's programmes have access to strong technical expertise in gender mainstreaming through its Country Programmes Gender Coordinator.
3. The CO has interpreted gender mainstreaming to refer to both its internal operations and its programmes.
4. The programme staff generally appear open to new ideas and are increasingly aware of the importance of integrating gender equality approaches into their work.
5. The UNDP has a set of human resources policies in place that are highly supportive of work-life balance and protecting its personnel from sexual harassment.
6. The CO has a good working relationship with UNIFEM and is open to this collaboration.
7. Several Kyrgyz line programmes have already developed innovative approaches to gender mainstreaming in their areas of responsibility.
8. The CO has recently focused increased attention on gender mainstreaming processes in its line programmes and within the CO with the assistance of funds from the UNDP's Thematic Trust Fund (TTF) on Gender.

All these factors form a solid basis on which the Kyrgyzstan UNDP CO can further strengthen its approach to gender mainstreaming.

IV. Gender Mainstreaming Issues within the Kyrgyzstan CO

A. Organizational Gender Mainstreaming Issues

The UNDP Kyrgyzstan CO has interpreted gender mainstreaming to include internal personnel issues. A review of the key organizational issues that have gender implications identified the following as key areas of concern.

A-1. Gender and Work-Life Balance Policies

Globally the UNDP has existing human resource (HR) policies that are outstanding from a gender perspective, which benefit both male and female staff. They include breastfeeding and maternity/paternity leave and a wide range of flexible working arrangements that can help staff achieve a greater degree of work-life balance. The latter policy is strongly supported by the CO Resident Representative and CO staff are aware of the policies and their entitlements and related responsibilities.

The main challenge identified is that in some HR policy areas, there is a significant gap between policy and practice. Some staff, for example, have not felt supported by their managers when they requested breastfeeding leave and consequently, decided not to take the full extent of the leave to which they were entitled. Staff also noted that they felt it would be difficult to actually implement flexible working hours given their considerable workloads and the results expected. The Deputy Resident Representative also noted that due to the workload issue, that in her experience when she worked in an office with a compressed work schedule, this actually led to her working longer hours. Consequently, the main challenge that faces the CO is how to find an effective and fair balance between workload demands and adherence to work-life balance policies.

Recommendations

- 1.1 Discuss work-life balance policy challenges at the upcoming staff retreat to determine the level of demand for them and potential solutions to ensure a fair balance between the need for work coverage and work-life balance arrangements.
- 1.2 Reiteration by senior management of the staff right to negotiate work-life balance schedule arrangements with UNDP managers and the need to take work-life balance issues into account in the scheduling of evening meetings, staff travel, etc.

A- 2. Staff Accountability for Gender Mainstreaming

The key to any successful gender mainstreaming process is the building in of staff accountability for each aspect of it, therefore it is significant that currently staff job descriptions do not include any reference to the need for staff to integrate gender (and other cross-cutting issues) into their work, nor do they specify what is their specific area of responsibility for gender mainstreaming and no formal internal institutional mechanism to assess their job performance in this area.

In addition, the role that management plays in highlighting the fact that gender is a cross-cutting issue for which each UNDP CO and programme employee is responsible is critical. Currently management's support for staff accountability is not consistent, with some managers taking this issue quite seriously and others according it less importance.

Recommendations

- 2.1 Conduct a review of staff job descriptions and the annual performance review process to determine an appropriate way to add explicit responsibility for gender mainstreaming to job descriptions and to discuss staff performance in this area as a part of the annual performance reviews.
- 2.2 Organize a briefing or short training course for UNDP CO and programme managers on:
 - how to negotiate increased integration of gender equality into programming and operations with staff and counterparts;
 - what is expected of them in their work in terms of gender mainstreaming; and
 - the types of results and reporting related to gender equality for which they should be holding staff accountable.

A-3. Gender Differences in Global Staff Survey Results

There were significant differences in male/female staff responses in several areas in the 2005 Global Staff Survey. Most notably 47.4% of female staff indicated that they would not be comfortable reporting discriminatory situations or incidents of sexual harassment. This is in stark contrast to just 5.9% of male staff who felt this way. Female staff also consistently reported their achievements at work at a lower level of success than male staff. This is likely due to a difference in self-perception as opposed to a reflection of their actual performance. It is also of concern that significantly more male staff do not feel that men and women are treated fairly by the UNDP and that they have concerns about not being rewarded fairly for exceptional service compared to women. These results indicate that there are some clear differences between male and female staff's perceptions of their work environment, how they are treated at work and what their career expectations are. If the causes and effects of these differences are not examined in greater depth they could possibly lead to situations in which the currently general positive relationship between men and women in the CO could be undermined in the future.

Recommendations

- 3.1 It would be beneficial for the CO to conduct a gender analysis of the results of the Global Staff Survey and then use the results to hold separate, confidential discussion groups in a safe environment with its male and female staff about the key issues identified.
- 3.2 Based on the results of the gender analysis and these discussions with staff, the CO's HR staff should develop an action plan to address any of the gender differences identified that appear to need particular attention.

A-4. Gender Imbalances in Staffing

The Kyrgyzstan CO appears to be generally fairly gender-balanced in the programme staff area, but men are under-represented in Operations and Administration. This is in part due to the fact that these jobs tend to be perceived more as women's jobs in Kyrgyzstan, however, the HR staff felt that the CO could benefit from greater diversity in these areas of work. Consequently, they would like to actively recruit more men to help establish a greater gender balance. Whilst doing this, they would need to be conscious of what the existing labour supply is in the operations and administration fields in Kyrgyzstan and to set guidelines for male staff recruitment in this area that are proportionate to this labour supply. For example, if only 25% of graduates in these fields are men, it would not be reasonable to expect that the CO would be able to readily recruit much more than 25% of male staff for these positions.

Recommendations

- 4.1 Future ads for administrative and operations positions could include the phrase "men are encouraged to apply".

A-5. CO Gender Team

The CO currently has a Gender Focal Point. The programmes are served by the Country Programmes Gender Coordinator. The Terms of Reference for Gender Focal Points also indicate that it is the expectation of UNDP Headquarters that each CO should have a management level Gender Focal Point. The Kyrgyzstan CO currently does not have a member of management fulfilling this role. Given the need for increased staff accountability for gender mainstreaming, the CO could strengthen its Gender Team and gender mainstreaming approach considerably by appointing one of its managers to play this role (refer to Appendix B for the TORs for this position).

To date, the Gender Focal Point role has focused on programme-related gender mainstreaming issues. As there appears to be a growing need for the CO to pay more attention to operational and staff-related gender issues, the CO may also find it useful to divide the Gender Focal point role into two, with one staff member serving as the liaison for programming and the other for human resource issues. While having a CO gender team of three will require more coordination, it would distribute the workload for this work more evenly and make the tasks involved more achievable. It would also allow for the appointment of staff with relevant expertise in each role (e.g., a HR specialist and a project management specialist). It would be useful for this expanded CO Gender Team to meet on a regular basis to discuss the development and implementation of the CO level gender mainstreaming strategy. To ensure coherence of approaches it would also be useful for the Country Programmes Gender Coordinator to attend these meetings.

A-5.1 CO Gender Focal Point

The CO Gender Focal Point appointment changed recently due to staff turnover. Both the past and present Gender Focal Points were/are expected to carry out this function in addition to their other full time responsibilities. In this case, the current Gender Focal Point also serves as a Programme Associate and the CO's Learning Manager.

The general job description for the Gender Focal Point role outlines a comprehensive set of responsibilities that require substantive technical knowledge about gender and which, if implemented as written in the generic job description, would constitute a full time job (refer to Appendix C). Since this is not a viable option, given the existing CO staffing allocations, it became clear that there is a need for further discussions to determine what specific role the Gender Focal Point should play in the Kyrgyzstan CO.

To date, the Gender Focal Point has not been given clear directions about what the responsibilities of this role should be. This stemmed in part from the fact that the Gender Focal Point was not given a copy of the Gender Focal Point job description upon her appointment. It should also be noted that while having considerable knowledge about project management, the Gender Focal Point does not have a technical background in gender.

Discussions between the Gender Focal Point, the International Gender Mainstreaming Consultant and the Country Programmes Gender Coordinator led to the conclusion that the Gender Focal Point could play a pivotal role in reviewing the existing programme management processes such as annual reporting formats, the MYFF, UNDAF, etc. to determine strategic entry points for gender inputs and make recommendations regarding potential revisions to these processes and formats. This would make good use of her particular skills and knowledge and would also serve to help systemize the gender mainstreaming process at CO level and help create greater awareness of each employee's responsibility to mainstream gender as a part of their work.

A-5.2 Role of the Country Programmes Gender Coordinator

The Country Programmes Gender Coordinator has a high level of technical skill, however her current job description indicates that this position is responsible for providing technical expertise in gender to all the line programmes, amongst other duties (refer to Appendix D). This has led to her being called upon to be all things to all programmes with the result her services are being stretched too thinly.

While the line programmes need access to technical advice related to gender equality, having one person responsible for the gender mainstreaming inputs for all of the line programmes is counter-intuitive to what the core operating principle of a gender mainstreaming process in which responsibility for gender integration is supposed to rest with each staff member. Therefore, the responsibility for gender mainstreaming should rest with each programme and not with the Country Programmes Gender Coordinator. What has happened instead is that several line programmes have ceded their responsibility for taking action on gender to the Programmes Gender Coordinator and this reinforces the idea that gender is an add-on as opposed to an integral part of their core programming. It has also inadvertently slowed down the process of each programme developing a sense of ownership of their own gender mainstreaming processes.

What is needed instead is for each programme to develop their own internal technical capacity in gender, either through training their own personnel in gender analysis techniques or else by their hiring from their own budgets, local gender experts to provide on-going gender analysis services as needed. Ideally the line programmes should be responsible for the daily requirements of the gender mainstreaming process. To do this effectively the project coordinators and programme managers would need to have access to the on-going support and expertise of local gender consultants or staff to help them integrate relevant gender issues and activities into their work plans and project reports, to make sure that the project proposals to donors include a gender component and develop gender-sensitive indicators, etc.

Once the line programmes become more responsible for their own internal gender analysis and gender mainstreaming processes, the time freed up for the Country Programmes Gender Coordinator could then be focused more on coordinating:

- i) The development of a more coherent approach to gender mainstreaming in the line programmes;
- ii) The team of local gender consultants;
- iii) UNDP support and liaison with government partners on national level gender issues and approaches; and
- iv) Gender mainstreaming approaches and issues with other agencies and the UNGTG;
- v) Managing the development and implementation of national level gender specific projects including resource mobilization to support these initiatives;
- vi) Tracking the implementation of the UNDP gender mainstreaming strategy;
- vii) Providing gender-related capacity building support to the CO staff and support the CO Gender Focal Point(s) in their roles in the CO.

Recommendations

- 5.1 That the CO seriously consider appointing a management gender focal point.
- 5.2 That the CO managers concerned review the roles of the CO Gender Focal Point and Country Programme Gender Coordinator to streamline their respective responsibilities and clarify how their respective roles could complement each other's work..
- 5.3 That the CO managers determine if it is viable to add a Human Resources Gender Focal Point and Managerial Gender Focal Point to the CO Gender Team. In this model, the initial work of the Programme Gender Focal Point would be to serve as a catalyst to ensure that gender mainstreaming of programme/project documents, the CDP, MYFF, and

related progress reports. The initial work of the Human Resources Gender Focal Point would be to follow up on the gender analysis of the Global Staff Survey and related action plan and to serve as the catalyst for organizational gender mainstreaming processes within the Kyrgyzstan CO.

- 5.4 All members of the CO gender team should be supported in their work through the provision of relevant gender-related training when possible.
- 5.5 At the programme level, the primary role of the Country Programmes Gender Coordinator in the future should increasingly concentrate on coordinating gender mainstreaming efforts among the programmes combined with serving as the project manager of the national level gender-specific projects as opposed to providing on-going technical advice on gender issues for each of the line programmes.

A-6. Staff Gender Training

To date, only 30% (12) staff have taken the mandatory on-line course, “Gender Journey”. Of these 12, 5 were managers. This means that 55% of the Kyrgyzstan CO managers and only 22.5% of the regular staff have taken the course. These low figures, particularly compared to higher rates for other mandatory on-line training courses such as sexual harassment, would seem to indicate that CO staff members have allocated a relatively low priority to gender training. It is positive, however, that at least half of the CO managers have made time to take the course and are thus leading by example.

Recommendations

- 6.1 Given that “Gender Journey” is a mandatory part of staff training, CO managers need to hold their staff accountable for taking the course.
- 6.2 That the CO senior management indicates to the four managers who have not yet taken the course that they do so as a priority during the next three months.

B. Programme-Related Gender Mainstreaming Issues

Overview

The Gender Mainstreaming Consultant met with UNDP personnel from the six line programmes:

1. Poverty Reduction Programme
2. Democratic Governance Programme
3. Environment Programme
4. Disaster Reduction Programme
5. HIV/AIDS Programme
6. Peace and Development Programme

The consultations with the line programmes focused on finding out what their understanding of gender mainstreaming is, what they have identified as the key gender issues in their programme areas, the specific challenges they face in implementing a gender mainstreaming approach and a summary of the actions they have taken related to gender.

7. Understanding of Gender Mainstreaming

A key issue that the Kyrgyzstan CO will need to address with its programme staff is that there does not appear to be a common understanding of what gender mainstreaming means and how

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it should be applied. Two of the programmes, HIV/AIDS and the Peace and Development Programme, appear to have a good grasp of the main principles of gender mainstreaming and have applied these to their programmes effectively. For the other programmes their understanding of the gender mainstreaming process was mixed.

For some programmes there is also some confusion as to the division of labour between UNDP's work in gender and that of UNIFEM. Some staff confuse gender mainstreaming with hard line feminism, whilst others know that they should be doing something, but are at a bit of a loss as to what the key issues are or where to find relevant resources. One staff member from the Poverty Reduction programme felt that gender mainstreaming was diverting funds from the core issues it was supposed to be addressing and had not yet made the link between enhanced programme results and increased gender equality. Despite the variance in viewpoints, the International Gender Mainstreaming Consultant found that the UNDP Programme Staff were generally quite open to accepting new ideas related to gender and were interested in having guidance on how to implement a gender mainstreaming approach more effectively.

To help develop a more common vision of gender mainstreaming, it may be useful for the CO senior management to discuss the following definitions and processes with the programme staff in collaboration with its Gender Team.

Gender mainstreaming:

- i. Refers to the integration of a gender focus in the mainstream of an organization's processes and work;
- ii. Is a strategic and integral process that affects the centre and not only the periphery;
- iii. Is the process of integrating both women and men's needs and viewpoints in all aspects of development planning and implementation; and
- iv. Means ensuring that the impact of development is equally positive for **both** sexes.

At the Country Office level this means that:

- Each line programme is responsible for ensuring that a relevant gender perspective is integrated into their programming and that sufficient resources are allocated from its own budget to achieve the gender equality objectives identified as a priority for their programme.
- Each line programme needs to conduct a gender analysis of the key gender issues in their sector as near to the beginning of their programme planning as possible.
- The results of this gender analysis should be taken into account in the planning of all programme components and to help formulate an overall programme gender equality objective.
- Each programme needs to review all its activities, outputs and outcomes to determine if they need to be adapted in any way to help achieve the programme's gender equality objective.
- To achieve this gender equality objective the programme may also need to include some gender-specific activities, outputs and outcomes.

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- Programme performance indicators for all programme components should be gender-sensitive, explicit about the number and type of male and female programme beneficiaries and about whether there is any kind of differential impact of the programme on the men and women, and girls and boys it affects.
- Planning for the collection of baseline data needs to include the identification of sex-disaggregated data to be collected to measure programme impact on gender equality and the necessary processes put into place to ensure that this data is collected.
- Monitoring processes should include monitoring for programme impact on the specific aspects of increased gender equality identified as a priority by the programme, as well as for unintended impacts on gender equality.
- Programme evaluation should also assess programme impact on the specific aspects of increased gender equality identified as a priority by the programme, as well as for unintended gender equality impacts. These should be documented as part of a lessons learned process for future reference.

To date, the CO and its line programmes have implemented gender mainstreaming processes that fall into either of the two following categories, with the majority in the second category:

Start-up mainstreaming – a process in which a systematic gender analysis has been done prior to the project/programme design, but there is little or no evidence that the results of this analysis has effected how the institution(s) involved operate or the actual project/programme design and implementation.

Semi-Integrated mainstreaming – a process in which the findings and results of the gender analysis are evident in some aspects of project design and in institutional resource allocations and decisions, but have not been applied at all possible levels.

In keeping with the UN Reform process and the shift towards the full integration of Results Based Management, the ideal approach to gender mainstreaming which the UNDP CO needs to be working towards is:

Results-Focused Gender Mainstreaming - in which gender analysis is used to identify priority gender equality results needed in all interventions and actions and resources to achieve these results are integrated into the project's design. Clear results indicators and baseline information are also established at the beginning of the process and are monitored throughout the implementation stage and are evaluated at the end of the intervention to determine the actual results achieved and in the end the implementing organization and staff concerned are held accountable for the achievement of these results.

It is also important for each programme to understand that integrating gender considerations and objectives into their programme is not an add-on to their main focus, which will divert funding from the core thematic programme outcomes. Instead they need to develop the understanding of how it will actually enhance the achievement of each programme's core results and that it is a priority issue for the UNDP.

It is also commonly thought that gender mainstreaming processes focus solely on women. This is not the case. While women and girls face significant disadvantages and therefore are often the main focus of gender mainstreaming initiatives, there are also situations where men and boys face disadvantages due to their gender roles and contexts. In Kyrgyzstan, this includes the deteriorating state of men's health, high levels of male unemployment in rural areas and increased risk of violence for men and male youths due to escalating ethnic conflict

in some areas. Therefore there is a need for any gender mainstreaming process to include men – both to address any male-based areas of disadvantage and to ensure their participation and cooperation in any efforts to support disadvantaged groups of women and girls. Another important factor to stress in this process is that many gender mainstreaming efforts often have a positive impact on the men and boys involved – even when the main target of the initiatives are women and girls.

Recommendations

- 7.1 CO and programme managers need to develop a consistent and systematic approach to gender mainstreaming in the line programmes. To do this, it would be useful if the Gender Focal Point and the Country Programmes Gender Coordinator could develop an outline of the different steps and actions required to mainstream gender at the programme level and what the expected outcomes of this process are. It might be useful to introduce a signing-off form to be signed by either the Country Programmes Gender Coordinator or the programme local gender consultants to indicate that the programme design documents have effectively integrated gender equality concerns prior to their being submitted for funding approval.
- 7.2 To help develop a common understanding of and approach to gender mainstreaming in a programme context, the CO could discuss the approach developed by the GFP and Country Programmes Gender Coordinator at the next CO retreat.
- 7.3 Once a clear outline of what gender mainstreaming entails for each staff member is in place, the CO senior management and programme managers could also strengthen staff accountability for gender mainstreaming by indicating that staff performance in this area will be one area of discussion in their annual performance evaluations.
- 7.4 Each line programme needs to assume full responsibility for integrating relevant gender issues into their work effectively, using their own resources. Thus they would need to build the cost of on-going technical assistance related to gender into their 2008 budgets. One mechanism they might consider is to hire the local consultants they are currently working with through the auspices of the TFF project, to provide 3 to 5 days a month of gender equality services to each programme.
- 7.5 As part of their TTF TORs, the local gender consultants could work with the Country Programmes Gender Coordinator to develop a strategy to increase the sense of ownership of the programmes for their own gender mainstreaming processes.
- 7.6 That the Country Programmes Gender Coordinator works in collaboration with the local gender consultants hired under the TFF project to work with the line programmes to identify the key gaps in terms of programme staff capacity in terms of gender mainstreaming processes and develop a related capacity-building workshop for each programme. The role of the Country Programmes Coordinator would be to coordinate these capacity building efforts and ensure that they include a review of UNDP gender mainstreaming policies and practices, as well as to ensure coherence in the approaches to gender mainstreaming taken by each programme.

8. Innovative Programming Approaches

Despite the inconsistent approach to gender mainstreaming in the line programmes, several programmes have developed innovative initiatives that could serve as best practices for other UNDP programmes.

Recommendation

Time permitting, the TTF-funded local gender consultants could work with programme staff to identify and document best practices to share with other programmes in Kyrgyzstan and throughout the UN system.

9. Establishing Specific Gender Equality Objectives and Outcomes

There are two key areas where the Kyrgyzstan CO could begin to incorporate specific gender equality objectives and outcomes. The first is at the national level in the MYFF and the other is in the line programmes.

Currently the MYFF for Kyrgyzstan lists 12 specific outcomes anticipated as a result of the UNDP's programme support. None of the 12 outcomes include a specific outcome related to increased gender equality. In the process of streamlining Kyrgyzstan's outcomes anticipated in the near future, it would greatly enhance the results of the gender mainstreaming process if the MYFF could include a specific gender equality outcome for Kyrgyzstan. This gender equality outcome should be phrased in such a way as to facilitate it being applied to all the programmes, in keeping with its cross-cutting nature.

Given the lack of women's formal representation in Parliament and in the country at many different levels, serious consideration could be given to focusing the gender equality outcome on "increasing underrepresented women and men in decision-making processes at all levels". This would readily cover a wide range of programme activities and also allow for the inclusion of male and female young people and specific groups of particularly disadvantaged men at the same time as addressing the key issue of women's limited access to power in the country.

It would also be a useful exercise and practice to have each programme identify a specific gender equality objective that they would like their programme to achieve. Using this as a base, the programmes could review all of the other programme components to determine how they could contribute to the programmes specific gender equality objective and also assess how working towards increased gender equality throughout the programme will enhance the achievement of their overall outcomes. For example, the environment programme might decide that their gender equality objective would be "to build women's capacity in natural resource management". This would then require the programme to look at how it could achieve this both at the community and government levels and to integrate a gender perspective into any programme components and activities that are focused on capacity-building in natural resource management.

In general, there is an increased need for the line programmes to work towards increasing government and counterpart capacity to integrate gender into the specific sectors in which they are working, otherwise, the tendency is to simply hire consultants to do this work or for the UNDP to do this work themselves. This, in turn, does not foster a sense of ownership by the government of these issues and does not lead to an increased understanding of how increased gender equality is relevant to each sector.

Recommendations

9.1 That the CO includes a specific gender equality outcome when developing its next MYFF.

9.2 That each programme be encouraged to develop a specific gender equality objective that can be applied to its entire programme.

10. Reporting Gender Equality Results

While current UNDP reporting formats provide space to report on gender-specific initiatives or drivers, they do not necessarily require consistent and systematic reporting on gender as a cross-cutting issue in the MYFF and other regular UNDP reports. In some cases the existing formats provided by UNDP Headquarters do not readily lend themselves to a more gender-integrated reporting process. The MYFF format and content, for example, cannot be changed until 2008 and the section that reports on drivers appears to be more process than results-focused and has not integrated gender equality as a cross-cutting issue, but primarily as a stand alone driver. An example of this can be found in Part II of the “2006 Results Report” where the section on drivers of development effectiveness asks the CO to report on “Advocating for and fostering an enabling policy environment”. To integrate gender into this driver as a cross-cutting issue it might be possible to phrase the driver as follows: “Advocating for and fostering a gender-sensitive enabling policy environment” so that the results being reported on are more comprehensive in nature and integrate gender considerations.

These set formats in some UNDP reporting mechanisms do not prevent the Kyrgyzstan CO programme staff from reviewing the existing reporting formats to determine areas where they could enhance their reporting of gender equality results in the immediate future. The CO could also potentially provide feedback to UNDP Headquarters on areas where revisions to reporting formats would contribute to more specific and effective reporting on gender equality results for the global system as a whole.

Recommendations

- 10.1 There needs to be a review of the reporting formats for the CO’s regular reports at programme, national and global levels to identify the strategic entry points for reporting on gender equality results in a systematic way.
- 10.2 There is also a need for the CO and programmes to develop a consistent approach to identify specific gender equality results for each programme and develop relevant gender-sensitive indicators and report on these results from a gender perspective.
- 10.3 UNDP programme staff could benefit from capacity-building support about how to express a gender equality result at the outputs and outcomes levels and how to measure and report on their achievement.

11. Gender-Specific Programmes/Projects

A gender mainstreaming approach implies the need to integrate gender issues into all relevant aspects of the UNDP’s line programmes and to support gender-specific projects and programming. As a part of their gender analysis and planning process, the line programmes will likely each be identifying some gender-specific projects and activities that they need to support to achieve their programmes’ specific gender equality objectives. There are also some gender-specific projects needed at national level that will not fit readily into the line programmes outcomes, but which are still essential to contribute to the UNDP and Kyrgyzstan’s commitment to achieving MDG #3.

Some projects that would fall under the gender-specific programme line include targeted gender research to fill in critical gaps in knowledge that can be used to inform public policy, support the development of an Alternative CEDAW report by civil society organizations, advocacy initiatives with the media, and capacity-building support for a national women’s ministry. The idea is that these programme supports should be strategic in nature and

contribute to changing the underlying structures that contribute to gender inequality in the country. These areas are distinct from the gender mainstreaming responsibilities of the line programmes and, as such, will require their own LFA and results matrices and related management processes. The logical person to supervise their design and implementation would be the Country Programmes Gender Coordinator. Since this is an additional area of responsibility for the Programme Gender Coordinator, it underlines the need to have the line programmes take increased responsibility for conducting their own gender analysis in the future.

Recommendations

11.1 That the CO recognize the group of gender-specific projects currently planned at national level as the equivalent to a line programme and assign responsibility for their management and implementation to the Country Gender Programmes Coordinator.

12. UNDP Collaboration with UNIFEM

In 2001, the UNDP asked UNIFEM's Executive Director to work with them as a "Gender Champion for the UNDP". The idea was that UNIFEM would develop catalyst programmes and work with the UNDP at country level to foster either joint or complementary programming based on the comparative advantages of each organization. The problem has been that this understanding has remained at a fairly generic level and that the two agencies have not developed any formal TORS to delineate more clearly how gender-related work should be divided between them. This has meant that how effective this relationship is in each country is often highly dependent upon the personalities of the staff from the two agencies.

In Kyrgyzstan this relationship has worked more effectively than in many other countries, but still has encountered some challenges. Currently UNIFEM and the UNDP are working together to strengthen the Kyrgyzstan UN Gender Theme Group. There appears to be agreement by the two agencies regarding the optimum way this process should proceed and a positive spirit of collaboration.

Recommendations

12.1 In the absence of a set of global TORS from UNDP and UNIFEM Headquarters regarding the division of labour between the two agencies, that the CO Gender Team and UNIFEM document what has worked well about this relationship in Kyrgyzstan, as well as some of the challenges encountered, to share as a lessons learned report for their respective headquarters. The CO could also use this report as a means to advocate for greater clarity of direction about the global relationship between the two agencies from their respective headquarters.

14. UN Gender Theme Group

The UNGTG functioned well when it had a major activity on which to focus but that interest seemed to diminish somewhat when the group was simply meeting to exchange information. In general, the group members observed that not all Country Team members take the UNGTG seriously or participate to the same degree however, the UNGTG members that do participate reported that they find their agencies benefit greatly from their participation, particularly with regard to resource and information sharing. They also felt that it was critical that a Head of Agency continue to serve as Chair of the Group.

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The UNGTG decided on several additions to their annual work plan, which they will revise in time for presentation to the UNCT. The main new activity proposed is a gender review of the UNDAF as part of the mid-term review process. The Group was also interested in ensuring multi-agency support for gender-integration into world celebration days such as International Labour Day, etc.

The UNGTG has an on-going need for technical support to support its work that goes beyond the \$10,500 budget allocated to it in 2007 from the Resident Coordinator's budget. It also needs to be clarified with the UNGTG members that it is not the role of the UNDP Country Gender Programmes Coordinator to provide technical support to the Group and that she is attending the meeting primarily as UNDP's representative.

Discussions are underway to create a UN Gender Advisor position to provide technical support to the UNGTG. The position would be funded by UNIFEM and report jointly to UNIFEM and the UN Resident Coordinator. The position would be at a fairly senior level to help give this work credibility and to ensure the person appointed would be able to take a proactive approach to the work that needs to be done. The UNIFEM representative and the Country Programmes Gender Coordinator have some reservations about the pool of qualified candidates for this position in the country, but also felt that it is possible that once it is advertised, it might attract someone from outside the current circle of gender experts in the country. UNIFEM is also provisionally considering backstopping this position themselves on a temporary basis should it prove difficult initially to find a qualified candidate. There is no question, however, that the provision of full time technical support for the UNGTG would greatly enhance its effectiveness and the coherence of its approach to gender mainstreaming. This, in turn, should help strengthen the UNDP's gender mainstreaming approach.

In general, the UNGTG needs to look at the need for its different members to contribute regular funds to support the Group's workplan and not simply to fund specific activities on a limited ad hoc basis. The most effective UNGTGs are jointly funded by its members on an annual basis.

Recommendations

14.1 That the UNGTG members be asked to contribute to an annual joint budget to support the implementation of its work plan and discuss this issue at the upcoming Country Team meeting.

Conclusion

“If a gender focal point is seen as having sole responsibility for ensuring that gender issues are fully reflected in CO activities, gender mainstreaming by definition will not take place¹. Working in a gender-informed and gender-committed manner is the professional responsibility of **all** staff, and all must assume that responsibility, with the full and active support of management².”

This same principle applies to gender mainstreaming at *programme level*. In the Kyrgyzstan CO the main gap between the UNDP’s gender mainstreaming policy and practice lies in the fact that the bulk of the responsibility for gender mainstreaming currently rests primarily on one person, the Country Programmes Gender Coordinator. While she is quite skilled at her job and has accomplished a great deal in this role, as long as it is perceived by the line programmes that most of the gender equality work will be done by the Gender Coordinator, it is unlikely that all the programmes will become fully engaged in the gender mainstreaming process. Instead this process will depend upon the individual will, interest and gender knowledge of each programme manager. This formula, even with the best possible access to gender-related technical expertise, will generally lead to uneven implementation of UNDP’s gender mainstreaming policy.

To shift towards a more results-focused gender mainstreaming approach, the Kyrgyzstan CO needs to clarify what the exact role of each staff member for gender mainstreaming at programme level is and establish a coherent set of gender mainstreaming processes and procedures across the programmes. These could start with an outline of strategic entry points for gender inputs in the programme cycle and be based on the expectation that each programme will:

- i. incorporate the results of gender analysis into project and programme design;
- ii. identify specific and explicit gender equality objectives relevant to their work;
- iii. identify clear gender equality results that programme activities will support;
- iv. collect relevant sex-disaggregated baseline data;
- v. monitor for programme impact on gender equality; and
- vi. report on each programme’s gender equality results.

A procedure that could facilitate the systemization of the Kyrgyzstan CO’s gender mainstreaming process would be to introduce a gender equality sign-off form for all programme/project documents at the design stage. This would be signed by the Country Programmes Gender Coordinator before the projects or programmes can be forwarded for funding approval and serve as an institutional indicator that the project/programme design has taken gender equality into account effectively.

To support the design process, the line programmes will also increasingly need to develop their own internal gender resources, either by building internal staff capacity in gender or hiring local gender consultants to provide them with the expertise they need to support their gender analysis and project/programme design work.

¹ *Guidance Note on Gender Mainstreaming*. UNDP February 1997. Page 1

² See the *UNDP Staff Competency Profile for Gender Mainstreaming*, January 1999.

To support the CO in implementing a more comprehensive gender mainstreaming process, there would also be some benefit in expanding the size of the CO Gender Team from the current Gender Focal Point and Country Programmes Gender Coordinator to include a Management Gender Focal Point and a Human Resources/Operations Gender Focal Point. The role of the existing CO Gender Focal Point would then focus solely on programme-related issues and processes.

At the *operations level* the UNDP CO has a comprehensive set of gender sensitive human resources and work-life balance policies in place. Heavy staff workloads have made it challenging for staff to take full advantage of these policies and in some instances pressure has been placed on staff to curtail their right to breastfeeding leave for the same reason. Therefore there is a need for the CO to discuss how it might be possible to facilitate the implementation of work-life balance policies without sacrificing work results.

The results of the 2005 Global Staff Survey have also raised some potential areas of concern as there are significant differences in the responses of male and female staff in several key areas. There would be merit, therefore, in the CO conducting a gender analysis of the 2005 GSS and discussing the results of this analysis with the CO staff.

Overall, despite the uneven approach to gender mainstreaming at programme level and the challenges of implementing work-life balance policies, the Kyrgyzstan CO has a fairly solid foundation on which to further build its gender mainstreaming process. The challenge that remains is to move more systematically from a semi-integrated gender mainstreaming system to one that is strongly results-focused.

**Appendix A: List of Meetings by the Gender Mainstreaming Consultant,
22 – 26th January 2007**

1. Orientation meetings with *Ms. Jyldyz Moldokulova*, UNDP CO Gender Focal Point (GFP) & *Ms. Anastasia Divinskaya*, UNDP Programmes Gender Coordinator (PGC)
2. *Mr. Neal Walker*, UN Resident Coordinator and the UNDP Resident Representative in the Kyrgyz Republic and *Ms. Sezin Sinanoglu*, UNDP Deputy Resident Representative
3. *UNDP Kyrgyzstan CO staff* to discuss organizational issues related to gender and gender mainstreaming
4. *Ms. Saltanat Dospaeva*, Operations Manager, and human resources unit staff
5. *Ms. Tuya Altangerel*, Assistant Resident Representative and Head of the Economic and Social Unit and key staff of the Poverty Reduction Programme (manager, advisor and component coordinators)
6. *Mr. Alexander Kashkarev*, Programme Officer and Head of Governance Unit and key staff of Democratic Governance Programme (International Programme Manager, Parliamentary Reform Cluster Advisor and Component Coordinators)
7. *Mr. Zharas Takenov*, International Senior Programme Officer and Head of the Environment Unit and key staff of the Environment Programme (managers and component coordinators)
8. *UN Country Team*
9. *Mr. Leonid Komarover*, Senior Policy Advisor and staff of BOMCA/CADAP Programmes (International Programme Manager, Advisor and Component Coordinators) [Meeting cancelled due to the unavailability of Mr. Komarover]
10. *UNDP Management Team*
11. *Ms. Ainura Alymbekova*, UN Disaster Reduction Advisor and key programme staff
12. *Ms. Janyl Rakhmanova*, Associate Programme Development Unit, and key staff of the HIV/AIDS Programme (manager and component coordinators)
13. *Mr. John Lewis*, International Advisor, and staff of the Peace and Development Programme (Manager and Component Coordinators)
14. *Ms. Sagipa Jusaeva*, Programme Specialist, UNIFEM, Kazakhstan
15. *UN Gender Theme Group* (GTG)
16. Wrap up meeting with *Ms. Sezin Sinanoglu*, UNDP Deputy Resident Representative
17. Wrap up meeting with GFP and PGC *Ms. Anastasia Divinskaya*

Appendix B:

Excerpt from UNDP Resource 10: Terms of Reference of Management Gender Focal Point

The specific responsibilities of the management gender focal point can be summarized as ensuring the appropriate enabling environment in the office, advocating for the issue, and ensuring staff capacity for gender mainstreaming. The tasks include:

Programme

- a. ensure that gender issues are raised appropriately and forcibly in policy dialogue with the Government. Here new developments in the gender implications of economic modelling and planning may be especially useful;
- b. take the lead in promoting inter-agency dialogue on gender equality themes, especially as an opportunity for joint advocacy activities;
- c. promote and advocate gender equality through speaking at meetings and inaugurations, in senior-level contacts of all kinds, press meetings, mission briefings, etc.;
- d. ensure that the gender equality dimensions of UNDP activity are consistently included in all periodic reports, including the quarterly Resident Representative report and the Resident Coordinator Report;
- e. ensure that women and men are consulted equally in setting country programming priorities;
- f. ensure teamwork and appropriate division of labour between UNIFEM and UNDP staff, in accordance with local priorities;
- g. make clear to all project and programme managers their accountability with regard to gender mainstreaming, providing appropriate guidance if necessary and the expectation that this accountability will be exercised. Make it clear that projects and programmes must be implemented in a gender-sensitive manner even if these issues are not specifically mentioned in project documentation;
- h. ensure that the gender dimensions of each project are discussed during monitoring visits, tri-partite review meetings and evaluations and included in all project and programme reports even where this issue is not included in the agenda, or in reporting forms;
- i. insist upon gender balance in all training, workshops, conferences and seminars supported by UNDP.

Office Management

- j. take the lead in ensuring gender-informed decision-making within the country office;
- k. in addition, seek to ensure that women and men take part in decision-making equally. Where there is no gender balance among the decision-making group explore creative ways to ensure that the views of both women and men are taken into account in decisions;

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- l. appoint an operational gender focal point with the capabilities and commitment to undertake the responsibilities of the assignment effectively and encourage programme and project managers to do the same;
- m. provide this staff member with active guidance and support, including capacity development where this is needed;
- n. recognise that the responsibilities of a gender focal point require extensive networking and support the staff-member in this aspect of the task;
- o. require all staff members to mainstream gender considerations into their work: if necessary identify the necessary external expertise to ensure that this takes place, and build the capacity of UNDP staff;
- p. contribute to the sustained establishment of a working environment in the country office and all UNDP-funded programme and project offices that promotes mutual respect, support and creativity among the staff, and eliminates fear and intimidation as management tools;
- q. in particular, be alert to the fact that it may be more difficult for female staff to voice their views freely in meetings and other forums and actively encourage and support the elimination of any barriers that may inhibit the attainment of their full professional potential;
- r. be fully aware of UNDP policy with regard to sexual harassment and management responsibility in this area, pro-actively ensuring that the country office and all UNDP-funded programmes and projects are completely free from sexual harassment of all kinds, whether expressed towards staff or project beneficiaries or members of the general public;
- s. ensure that gender considerations are reflected in inter-agency coordination matters, such as staff transport, crèche and nursing facilities and flexitime;
- t. review gender dimensions of staff performance, especially management staff, in the PAR process, including the MRG;
- u. encourage a strong staff association and regular dialogue with it, specifically ensuring that differences in the views and priorities of male and female staff are identified and addressed;
- v. set appropriate targets to achieve gender balance in all categories of staff, recognising that an incremental approach, if actively and consistently applied, will in most cases be the most appropriate;
- w. review the country office administrative budget from the perspective of the impact of local disbursements on gender equality - for example in the recruitment of local consultants and in procurements from companies that practice gender equality and observe international conventions regarding women's employment;

Appendix C:

Excerpt from Resource 10: UNDP Gender Focal Point Responsibilities

General

It is suggested that the gender focal points take the lead role in preparing the following documents:

1. **A Gender Mainstreaming Strategy document**; setting out policy and strategy to guide country office staff and as an instrument for resource mobilisation.
2. **A Gender Mainstreaming Briefing Kit** for the orientation of new arrivals and missions, indicating sources of gender related information and key contacts in the country
 - **A national gender profile**
3. An analysis of the social, economic, political and cultural structure of the country from a gender perspective, as a basic resource for all programming activities.

In addition, gender focal points should work with local NGOs and experts to ensure that the National Human Development Report reflects a gender perspective in each chapter and also includes a chapter giving the overall picture with regard to gender relations and the rights of women in the country concerned. The national gender profile would be an important input to a gender-sensitive national Human Development Report.

UNDP has adopted a strategy to ensure the appropriate inclusion of gender issues in major conferences, meetings and workshops. This has been tested effectively at headquarters and is recommended for programme countries. The strategy involves ensuring that fifty percent of chairpersons, panelists and participants at meetings are women. In addition, there should be a specific item on the agenda to discuss relevant gender issues. There should be gender balance in the composition of the panel/speakers' lists of sessions. This strategy has been shown to increase the chances that gender dimensions of each discussion will be raised and that they will be included in the reports of the meetings³.

The Gender in Development Programme has developed a Guideline/checklist on the actions that may be required to mainstream gender considerations throughout country office activities. This can be used to monitor the extent of gender mainstreaming in the country office. This guideline is also given as an appendix to the *Guidance Note on Gender Mainstreaming*.

Responsibilities of the Operational Gender Focal Point

These responsibilities can be summarized as acting as a clearing house for information on women's advancement and gender mainstreaming issues, supporting colleagues in their efforts to include gender equality considerations in their work, supporting senior management in their overall accountability for gender mainstreaming in the office and advocating for gender equality. The tasks include:

³ A strategy to achieve gender balance should involve an incremental approach, setting targets, which take the situation closer and closer to full equality. The ultimate objective is the equal (i.e. 50:50) involvement in dialogue and decision making of women and men, however, a lower target may initially be more strategically appropriate and it has been found that a one-third participation of women in meetings and conferences provides a critical mass, which ensures that any distinctive view that they may have can be put with sufficient vigour. This is a challenging area of activity to which there is often much opposition, a fact which signifies its importance. Even where targets are not fully achieved, discussion of this issue can be a significant vehicle for advocacy.

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- a. analysing, collecting and disseminating information on gender relations in the country;
- b. acting as a catalyst to colleagues as they include gender considerations in their own work, in particular seeking to support colleagues before they go to meetings and identifying the gender issues that could usefully be raised. (NB. It is not the responsibility of the gender focal point to review all programme documents for their gender sensitivity: this is the task of the programme officer concerned, however, the Gender Focal Point should be able to provide information, offer guidance on the relevant gender analysis and suggest contacts or consultants who could help).
- c. actively networking to build close professional relationships with all gender focal points in the development assistance community and, most importantly, with local women's organisations, ideally on the basis of regular systematic meetings;
- d. identifying ways to support the formation and strengthening of national networks of women's organisations;
- e. maintaining a roster of regional and national consultants who can provide gender-sensitive expertise on a range of topics to the country office;
- f. being fully informed as to the gender equality policies and strategies of all members of the development community and ensure that management is fully informed on these to facilitate policy dialogue and resource mobilisation;
- g. providing management and colleagues with briefings as appropriate (either written or verbal) on gender-relevant matters in the programme country;
- h. ensuring that UNDP speakers at events such as document launches, workshop openings, receptions and press conferences are aware of any gender equality points that should be raised;
- i. ensuring that the press corps is regularly provided with real stories on how UNDP is supporting the issue of gender equality in everyday life. Work closely with UN communications/information personnel to encourage the dissemination of such information;
- j. actively networking (by electronic means and as far as possible at regional and global meetings) with other country office gender focal points and headquarters;

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Appendix D:

TERMS OF REFERENCE:

UNDP COUNTRY PROGRAMMES GENDER COORDINATOR

Under the direct supervision of the UNDP CO Gender Focal Point and in close liaison with the Managers of the relative UNDP Country Programmes, the Gender Programmes Coordinator will work with programmes in order to support Programme Management Units to implement gender mainstreaming activities; act as a programme policy advisor in planning and monitoring the programme activities and is responsible for implementing substantial day-to-day tasks assigned under the UNDP Gender Mainstreaming Strategy and the programmes' objectives.

Responsibilities:

- Undertake operational management of the gender activities of the programmes;
- Prepare the Annual and Quarterly Work Plans and Progress Reports on the Gender Mainstreaming activities;
- Assist the Managers in compiling the Quarterly Work plans and Progress Reports at the Programme Management Units level;
- Work with Managers on the technical aspects of gender mainstreaming implementation;
- Help the Managers formulate, implement and evaluate substantive activities on issues related to gender mainstreaming and the general ones of the PMUs;
- Regularly monitor the programmes' work plans, undertake necessary preparatory actions for the planned activities and liaise with relevant parties, if needed. Ensure timely and proper implementation of the tasks under the approved work plans;
- Ensure the planning and delivery of the assigned programme resources against approved budgets;
- Keep a filing record system of Gender Mainstreaming programmes' matters;
- Handle overall correspondence with external Government and third parties related to the programme matters;
- Ensure that gender aspects are taken into consideration within all activities of the Programmes in cooperation with the respective coordinators of available components and programme managers;
- Ensure effective exchange of information on gender issues between the PMUs and oblast based PIUs (Programme Implementation Units) for the purpose of knowledge sharing and information access.