



**UNDP KAZAKHSTAN:
GENDER MAINSTREAMING STRATEGY**

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INTRODUCTION

The UNDP Country Office initiated, under the **UNDP Gender Mainstreaming Initiative (GMI)**, an analysis of UNDP CO programmes and projects from the gender mainstreaming perspective. The purpose of such analysis is to identify positive practices and gaps, shortfalls in gender mainstreaming with a view to take them into consideration in the future UNDP activities towards gender equality. The reviewed documents focus on the following thematic areas: poverty reduction, democratic governance, HIV/AIDS and environment and sustainable development.

Gender mainstreaming would include: understanding a development problem through a recognition of socially-prescribed gender roles; recognizing ways in which gender discrimination impedes progress, and developing techniques to break down gendered roles or barriers. Gender equality should be a cross-cutting topic for all UNDP projects and programmes.

The analysis revealed that most reviewed projects are gender neutral; that gender mainstreaming was understood and applied in an unbalanced way almost in all programmes: specific women-targeted measures are prepared. The focus should be moved from the role of women to gender equality as a development objective. At the same time, "the gender mainstreaming approach and the approach consisting in designing women targeted programmes are complimentary rather than mutually exclusive as both approaches are aimed to improve women's status".¹ The analysis also found that at best it is declared that gender aspect will be provided for but in practice gender dimension is not included into the most of reviewed projects.

Attention is not given to the linkages between gender inequality and some specific issues of various UNDP core areas (poverty reduction, democratic governance, etc.). For instance, *Poverty Reduction* projects fail to explain the linkage between gender equality and poverty and are not aimed to modify the analysis from the gender perspective. The projects aimed to foster achievement of the Millennium Development Goals (MDGs) miss any justifications or arguments in favour of gender mainstreaming. The projects related to social services delivery do not consider economic value of women's labour and time in ensuring similar services in households. The attention is not given to measuring all types of men's and women's activities, paid and unpaid labour, to recognizing household contribution into social and economic welfare of society. There is no gender analysis of macroeconomic changes in the society, analysis of gender differentiated impact of interventions, - all this reducing the opportunities of pro-poor policies.

The projects for *HIV/AIDS prevention* fail to consider women's higher vulnerability to HIV/AIDS and its impacts on aggravated economically disadvantaged status of women. Gender issues are not fully mainstreamed in *Democratic Governance* projects. The projects fail to reflect the issues related to gender inequalities, reasons of gender discrimination and obstacles. At the same time, an important initiative of the projects in this area is the intention to carry out and to support review of projects from gender and MDGs perspectives.

All considered programmes and projects related to *Environment and Sustainable Development* fail to show the gender perspective that reflects a need for equal access for men and women to land, water and other resources and equal participation at all decision-

¹ UNDP Economic and Social Council Report, 1997

making levels. Problems of greater vulnerability of women and children to environmental degradation and implications of low quality of energy services are not addressed.

The budgets of reviewed documents are gender neutral and issues of gender-sensitive budgeting are not addressed at all.

An exception to the above-said are projects in the area of gender. These projects are developed with due regard for gender perspectives and seek to ensure equal participation of men and women and equal benefits from project outcomes. Among all projects considered during the analysis gender related project proposals are a positive example of gender mainstreaming.

While analyzing UNDP CO programmes and projects it was found that if gender perspective is mainstreamed in the programme document then it is a basis for designing further action plans. It was also found that in the in the general context of the proposed cooperation programme gender issues are presented as a separate subject (4.3.d Country Programme Action Plan). If gender issues are not mentioned in the context of each area then there is no guarantee that the issue will be addressed when implementing plans and specific activities. The analysis of UNDP Poverty and Human Development Programmes also showed that special guidelines for development of project proposals (e.g. "Guidelines for the UNTFHS") with specific recommendations and requirements to mainstream the gender perspective promote gender mainstreaming in the project developed. The analysis of UNDP Poverty and Human Development Programmes also showed that special guidelines for development of project proposals (e.g. "Guidelines for the UNTFHS") with specific recommendations and requirements to mainstream the gender perspective promote gender mainstreaming in the project developed.

Gender issues should be incorporated in all programme documents, including Country Strategy Note, Country Cooperation Framework, Preliminary Programme Note, etc. Preparation of programme documents and their implementation should be supported by regular consultations with women's NGOs and gender experts.

Special practical guidelines for project proposal preparation should contain specific recommendations and requirements for gender mainstreaming, which facilitates integration of gender dimension into designed projects.

This UNDP CO Gender Mainstreaming Strategy (the Strategy) is aimed to eliminate the existing shortfalls and gaps and to account for positive practices, which are respectively barriers and catalysts towards gender equality.

Gender mainstreaming in all UNDP programmes and projects plays an important role in ensuring that the interventions are effective. Human-centered sustainable development is possible only if gender perspectives are integral parts of all areas of UNDP activities. Application of the gender approach is an important mean towards MDGs.

At present, Gender Focal Points, as well as Gender Task Groups have an important role in ensuring gender mainstreaming to increase knowledge and abilities of all staff. But all UNDP officers, especially senior managers, **are responsible for results**. Personal characteristics of personnel (including potential negative demonstrations such as personal ambitions, incompetence) may differently affect public interests. The rate of divergence between the set objective and its implementation in practice is the measure of personal

moral responsibility of each project participant. Management is not a one time action but rather a continuous process of translating plans into realities. The divergence between the objective and its actual implementation may affect the quality of outcomes (in our case resulting in gender inequality remained).

Gender aspects should be considered at all phases of a project or a programme – starting from initial phase of justifying and defining through to final phase of closing and evaluation. This Strategy is a design of the approach that will be used to achieve the **objective**; it is the description of how gender aspects can be successfully mainstreamed in project cycle. This Strategy helps to answer the following questions: What? Who? When? Why? and How? *What* should be changed as a result of gender mainstreaming? *When* should gender aspects be considered? *Why* are gender aspects important for consideration? *Who* should be involved in a project? *How* to achieve gender mainstreaming in practice – at all levels and in all areas of UNDP CO activities?

The Strategy covers the following aspects:

1. Gender perspective should be considered at the phases of project/programme designing, execution and monitoring and evaluation.
2. UNDP CO staff should know the mandates for gender equality and be able to apply them in practice.
3. Gender balance among project decision-makers, participants and beneficiaries.
4. Each person should receive benefits and each person has a responsibility, including moral responsibility for practical implementation of gender mainstreaming.
5. Gender balanced allocation of resources (money and time): How project resources are allocated between men and women? Who is interested in project results? Are the resources aimed at the activities that facilitate gender equality promotion?
6. Establishment and strengthening of mandates of Gender Focal Point and Gender Task Group. The effectiveness of mandate execution for gender mainstreaming depends on the place of GFP and GTG in the organizational structure, level of their positions, access to resources, to senior management and decision-making.

The Strategy identifies HOW to ensure systematic gender mainstreaming in all areas of UNDP activities. It also identifies mechanisms and tools to ensure gender mainstreaming in designing, implementation and monitoring of UNDP CO programmes and projects.

I. UNDERSTANDING OF GENDER AND GENDER MAINSTREAMING CONCEPT

The concept of sex conveys two layers of reality: physiological and social. The first layer is the one a person is born with, while the second one, socio-sex (designated in literature as *gender*) is acquired during socialization. Historically, drastic changes in women's and men's status in the society were related to the development of industry, production and military art, when in demand were those socially significant attributes and abilities, which psychosomatically are more characteristic of men. Therefore, women are constantly debarred from prestigious activities, objectively placing a man into a leading position in the society. Gender measurement of human reality starts settling in. At each level of human existence, a functional asymmetry of Yang and Yin displays itself in a specific way. Certain gender roles are shaped and there arises social inequality between men and women. Distinctions in the socio-economic status of women and men follow deep laws of economic development. Ownership rights, being the essence of women's and men's freedom and determining the extent, to which they can exercise their abilities and use them to ensure their well-being, are the basis of industrial and social relationships.

Due to persistence of gender discrimination, women play minor roles, while men dominate all areas of the society. Most important is that all laws and rules emerging in the society have always been aimed at indulging in people's own egoism, especially in the area of relationships between men and women. All legislative arrangements were created by men. Breaking this stereotype is a difficult challenge. The most crucial task is to **overcome the moral and spiritual crisis** and to «humanize» people. The ability to never perceive social surroundings or any person in a negative way and to never influence anyone and anything negatively is a measure of spirituality.

The moral and spiritual crisis is the underlying cause of all other forms of the global crisis: environmental, economic and social. Overcoming the moral and spiritual crisis requires changing a person's world view, his attitude towards people and environment. The concept of gender equality and sustainable development should presume spiritual revival of personality and promote a truly civilized society with freedom, dignity and security of each person as its unconditional values and norms of life.

An integrated vision of human development determines a need for elaboration and introduction of spirituality, as the human essence, into gender relations. Such introduction has to do with drastic changes in gender relations and global social changes in the fast development of the mankind in the 21st century. It calls for changes in the world view, there should be a clear and precise idea of the Universe, a person's place in Nature and laws that surround it and are inside of it.

Comprehensive development of and gender mainstreaming in policies and programs serve to reinforce gender equality at the state level. Women's sharing public, political and economic powers on a par with men sets a stage for external freedom. **Gender mainstreaming** implies setting the stage and free time for development of internal freedom, creation of an inner world and a person's inner self-changes. "Free time is a space for human development"². Gender mainstreaming, being a tool for achievement of

² Marx and Engels. Collected Works, Vol. 16, p. 147

gender equality, prevents human degradation in the context of ongoing enslaving division of labour.

The main idea of gender mainstreaming is to take into account gender issues at each stage of development of policies, programs, projects and any action taken. According to ECOSOC, "**Gender Mainstreaming** is the process of assessing the implications for men and women of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality"³.

Gender mainstreaming in projects and programs does not simply mean integrating men's or women's roles into existing projects. The very approach to a research needs to be rethought to reflect different interests of men and women. Analysis should cover both men's and women's situation without being limited to separate consideration of their roles or otherwise comparisons and conclusions made cannot be convincing and true to fact. Application of the gender approach means a study and analysis of factors supporting, reinforcing and reconstructing inequality between men and women. The gender inequality is more related to social structures and institutions reproducing inequalities rather than to lack of skills and resources. There is a need for an insight into and examination of causes of inequality - social structures, institutions, values and beliefs.

More attention should be paid to **gender relations**. Consideration of gender relations shaping up in the economic sphere with respect to access to capital and property, sale and purchase of workforce, distribution of revenues and time resources (time use analysis) promotes deeper understanding of societal problems and, as a consequence, finding effective solutions.

Gender mainstreaming assumes conducting a **gender analysis** to make sure that taken actions promote gender equality and socially fair human development. An in-depth analysis of the overall socioeconomic situation, where an individual acts, and of specific microenvironment, where he lives, is needed, i.e. an analysis of correlation of the overall socioeconomic situation and an individual in it. The gender analysis allows taking into account a potential impact of policies, programs, actions taken in the society on women and men, allows avoiding costly implications of contingencies and reducing social costs of actions taken. A gender analysis obtains data, which allow distinctions to be made between men's and women's roles, needs, priorities and access and control over resources. "**Gender analysis** should be applied at all levels, including planning, programming, budgeting, monitoring and evaluation"⁴.

"**Gender mainstreaming**" is not an end in itself, it is a strategy for gender equality. This is a tool for achievement of the goal - gender equality. It means that gender perspectives and attention to the ultimate goal, gender equality, are central to all activities

³ Report of the UN Economic and Social Council for 1997

⁴ Secretary-General's Report on Coordination of the Policies and Activities of the Specialized Agencies and Other Bodies of the United Nations System: Mainstreaming the Gender Perspective into All Policies and Programmes of the United Nations System."

- development of policies, research, planning, implementation and monitoring of programs and projects.

II. GENDER POLICY OF KAZAKH GOVERNMENT

Socioeconomic changes going on in Kazakhstan have a different impact on men and women due to different gender roles and gender inequality. Majority of women are worse off than men. In spite of the fact that women account for 51.9% of the population⁵, their involvement in political life remains low. Women account for a majority of the poor (in Kazakhstan incomes of 45.9% of women, and only of 33.2% of men, are below the subsistence level at the outset of this millennium⁶), a majority of the jobless (57.3% in 2004)⁷; women's average wages were 60.7% compared to men's average wages in 2003⁸; the status of women as a party to market relations and a seller of their working power is less favourable than that of men. On the other hand, women's life expectancy is 11.3 years longer than that of men⁹, which testifies to a high death rate and vulnerability of men.

Globalization has reinforced interaction between countries and accelerated their involvement in international affairs. Being a part of the world community, Kazakhstan joined many international treaties devoted to women's interests and rights aimed at solution of gender issues.

To implement Beijing Platform for Action, a Concept for State Policy for the Improvement of the Status of Women in the Republic of Kazakhstan setting out basic areas of state gender policies was developed and approved.

The National Commission for Family and Women's Affairs was set up under the RK President in order to develop gender policies.

In 1998, Kazakhstan joined the UN Convention on the Elimination of All Forms of Discrimination against Women» (hereinafter referred to as the CEDAW Convention). Kazakhstan has also ratified the UN Conventions on Political Rights of Women and on the Citizenship of Married Women and signed International Covenants on Civil and Political, Economic, Social and Cultural Rights and others. In total, Kazakhstan has joined over 60 international human rights treaties.

In 1999, the National Action Plan on the Improvement of the Status of Women in the Republic of Kazakhstan was approved setting out priority areas of activities: improvement of the health of women and their families, women's active involvement in the country's political life and their promotion to the decision-making roles, economic advancement and eradication of violence towards women.

In 2000, Kazakhstan signed the UN Millennium Declaration naming the encouragement of equality of men and women, expansion of women's rights and opportunities as main goals of development of the humanity in the third millennium.

2003 saw the approval of the Gender Policy Concept in the Republic of Kazakhstan. This Concept determined main areas of the country's gender policies -

⁵ Gender Equality Strategy of the Republic of Kazakhstan, 2005.

⁶ National Report on Human Development, 2005

⁷ Women and Men in Kazakhstan: Quick reference book. - Almaty, 2005.

⁸ Women and Men in Kazakhstan: Quick reference book. - Almaty, 2005.

⁹ Gender Equality Strategy of the Republic of Kazakhstan for 2006-2016

achievement of equal participation of men and women in government, ensuring equal opportunities of women's economic independence, development of their business and promotion, setting the stage for equal exercise of rights and duties in families and freedom from gender violence.

In 2002 and 2005 Kazakhstan prepared reports on MDGs resulting from close cooperation of Kazakh government with the UN system in MDG promotion and tracking of their progress in the country.

The Gender Equality Strategy in the Republic of Kazakhstan came into effect in December 2005, designating core areas of activities including economic, social and political spheres. This Strategy is an underlying document aimed at pursuing state gender policies, a tool for their implementation and monitoring on the part of the state and civil society, an important factor of development of the democracy. This document sets out main indicators of gender equality in politics, economy, education, family, health protection and prevention of violence towards women and children¹⁰. The Gender Equality Strategy provides for solution of problems in the achievement of equality of men's and women's rights and opportunities from 2006 to 2016. To successfully implement the Strategy, the National Action Plan to Implement the Gender Equality Strategy was adopted. Implementation of the Gender Equality Strategy in the Republic of Kazakhstan should facilitate women's and men's exercise of their right to life free from sex discrimination.

UNDP plays a key role in the implementation of set goals in achievement of gender equality. By facilitating the development and implementation of national development strategies, it has an important role in assisting governments in all areas to make decisions with due regard to the gender factor.

III. UNDP GENDER MAINSTREAMING POLICIES

The Fourth World Conference on Women in Beijing acknowledged that human development should be pursued with due regard to the gender aspect and that women's empowerment should become an integral part of human capacity building which incorporates such areas as performance, equality, sustainability and empowerment. The **Beijing Platform for Action** endorsed at the conference, identified twelve critical areas of concern which are major obstacles to women's progress and require specific actions from the international community, governments and civil society: women and poverty, education and training of women, women and health, violence against women, women in and armed conflict, women and the economy, women in power and decision-making, institutional mechanisms for the advancement of women, human rights of women, women and the media, women and the environment, the girl child. To ensure effective implementation of strategic objectives of the Beijing Platform for Action the **Economic and Social Council** recommended “all UN system to actively and visibly promote policy of mainstreaming a gender perspective”.¹¹

¹⁰ Gender Equality Strategy of the Republic of Kazakhstan for 2006-2016

¹¹ Agreed conclusions on mainstreaming the gender perspective into all policies and programmes in the United Nations system (adopted by the Economic and Social Council, 17 July 1997).

According to the **Gender Action Plan 2006-2007**, UNDP gender policies are based on the following approaches to achieving gender equality:

1. Integrating a gender perspective into all policies and programmes across each core priority of UNDP to ensure that men and women fully participate in and benefit from development outcomes.
2. Investing dedicated resources in specific interventions that empower women, reduce their vulnerability, build their leadership, provide them with access to resources, and protect their human rights.

There are many other UNDP strategic documents, for instance, Learning and Information Pack/ Gender Mainstreaming, Gender and MDGs, Gender Thematic Guidance Note/ UNDP HDRO, Transforming the Mainstream Gender in UNDP, Gender and Equality Policy Note (2002-2011), Gender and Energy for Sustainable Development, Mainstreaming Gender in Water Management, Gender and ICT, Gender and HIV/AIDS, which prove the importance of mainstreaming a gender perspective almost in all areas and at all levels.

The focus of all UNDP programmes and projects is a human being and human development principles. Gender perspectives play a crucial role in addressing these issues. Mainstreaming gender perspectives facilitate deeper examination of the issue.

A failure to mainstream gender issues in UNDP policies/strategies, programmes/projects may result in inaccurate social and economic estimates, indicators, evaluation and in designing inefficient national development strategies and, as a sequence, negative micro-level consequences for women, children and families.

UNDP in Kazakhstan has endorsed the **United Nations Development Assistance Framework (UNDAF)**.

UNDAF focuses on 3 interrelated areas of cooperation: 1) Developing pro-poor policies; 2) Ensuring quality of life for all; 3) Governance and participatory development. The document says that the basis for coordinated and collaborative efforts should be sound policy aimed at assuring that all people across all regions benefit from the increasing prosperity of the country. "To ensure a rights-based approach that leads towards achievement of the MDGs, the United Nations System will focus on the most vulnerable groups of society, with explicit provisions on ensuring their free, active and meaningful participation in decision making."¹²

The document indicates that gender issues are associated with all expected outcomes of UNDAF. It was therefore suggested to identify gender as a cross-cutting dimension. In this regard, an outcome of the proposed assistance will aim at strengthening the legislation and policies enabling the promotion of gender equity, equality and the advancement of girls and women.

This framework programme is the basis for designing and elaborating UNDP programmes for 2005-2009 in Kazakhstan. *It is therefore very important to ensure that gender perspective is given due regard in this programme, in all areas and at all levels. This will put a foundation for preparing further gender-sensitive programmes.*

¹² United Nations Development Assistance Framework (UNDAF).

UNDP in Kazakhstan has endorsed the **Country Programme Action Plan (2005-2009)**. According to the Action Plan, UNDP will provide assistance to Kazakhstan in strengthening the ability of national partners to develop pro-poor policies. Assistance will be also provided in such areas as micro-finance, globalization, private sector development, HIV/AIDS and gender equity. The support in gender equality area will be conducive to wider integration of gender issues into national policies and legislation. The UNDP plans to place special emphasis on fostering UN system coordination with a view to ensure a common approach to gender issues.

In August 2005, the UNDP adopted a new project and programme management method - “**Results Management Guide**”¹³ (“RMG”). RMG is based on and in line with PRINCE 2¹⁴, an internally accepted project management standard. RMG is adopted and used by UNDP CO to improve its abilities in project and programme management for more efficient and effective project planning, execution and monitoring. To move to the new approach to project and programme management, a project has been designed and launched in UNDP Kazakhstan to assist and to support all UNDP personnel in learning new mechanisms, ‘The Capacity for Efficient Delivery of Achievable Results (CEDAR) Project’.

According to RMG, all UNDP programmes and projects should be developed in accordance with the phases it sets out: justifying, defining, initiating, running and closing. To ensure gender mainstreaming in all programmes and strategies it would be useful for UNDP to introduce gender aspects at each RMG phase. The answer to the question: «HOW to implement gender mainstreaming in all UNDP CO programmes and projects in practice in accordance with the new UNDP programme and project management method - Results Management Guide (RMG)?», is given in this Strategy in Section 4.2, Gender Mainstreaming in Line with the New UNDP Programme and Project Management Method - Results Management Guide, and in Section 4.3, Practical Recommendations for Gender Mainstreaming in UNDP CO Programmes and Projects by Thematic Areas, in the recommendations for such areas as environment and sustainable development and democratic governance.

¹³ UNDP’s new Results Management policies can be found at <http://content.undp.org/go/userguide/results/>.

¹⁴ PRINCE2 is a de facto project management standard, owned by the UK’s Office of Government Commerce and developed by the UK government. (www.ogc.gov.uk and www.prince2.org.uk)

IV. GENDER MAINSTREAMING IN UNDP KAZAKHSTAN

4.1. Gender Mainstreaming Mechanisms for Designing, Implementing and Monitoring UNDP CO Programmes and Projects.

The following mechanisms are proposed to ensure that gender perspective is mainstreamed in designing, execution and monitoring of UNDP CO programmes and projects to answer the question: "HOW to ensure systematic gender mainstreaming in all areas of UNDP activities?":

- 1) Development of gender-sensitive projects and programmes:** Gender issues should be considered at each phases of a project or a programme, starting from development, in priority setting, resource allocation, planning activities through to project evaluation. The differences in statuses and conditions of men and women should be accounted for when considering any area. Gender issues should be a cross-cutting topic for all UNDP areas. It should be ensured that men and women make equal contributions and enjoy equal benefits from UNDP projects. Projects should not intensify the existing inequalities (women's load as related to unpaid household work or social isolation of men, etc.). "All activity, whether a technical or sectoral project or a policy in a given area, needs to be analyzed, designed and monitored in reference to targeted population"¹⁵.

Recommended actions:

- To prepare a checklist for project evaluation.
- To involve gender experts and NGOs and Gender Task Group into project development.

Responsibilities: Project Managers, GTG, Gender Focal Point.

- 2) Gender differential monitoring of project participants and beneficiaries:** regular project monitoring should take into account the extent to which men and women will contribute and enjoy benefits of the project. Project managers are responsible for gender balance among project participants, including management, partners and beneficiaries.

Recommended actions:

- To elaborate indicators of gender-sensitive monitoring when the project is prepared (analysis of gender aspects in project);
- To integrate gender issues into Terms of Reference and M&E guidelines.

Responsibilities: Project Managers.

- 3) Mainstreaming of gender perspective in project monitoring and output and outcome evaluation strategy:**

Mainstreaming of gender perspective in monitoring strategy is "a process of regular collection and analysis of key data (indicators) to identify shifts or progress

¹⁵ Secretary General Report "Coordination of the Policies and Activities of the Specialized and Other Bodies of the United Nations System: Mainstreaming the gender perspective into all policies and programmes in the United Nations System", 1997.

achieved in a reviewed phenomenon or process"¹⁶ from the gender perspective. In other words, it is control that ensures that project outputs and outcomes will guarantee equal benefits for men and women and gender inequality is not reinforced, that specific resources are used for achieving effective objectives. Those objectives are effective which take into account gender issues, consider status and needs of both men and women.

Issues to consider in monitoring process:

- Are men and women equally involved in project decision-making?
- Is there similar attitude to men and women as to decision-makers, project executors and participants?
- Are there continuous incentives for accounting for gender aspect (a possibility to improve gender knowledge and to discuss gender issues in a favourable environment)?¹⁷

Evaluation is the analysis of data through research techniques. Evaluation is related to ensuring accountability for consumed resources. Evaluation needs to take into account the opinions of both men and women. The evaluation should identify project impact on gender relationships.

Recommended actions:

- To prepare a special guide on monitoring that will justify the need to analyse gender consequences and reflect methodologies and techniques for such analysis.
- Project monitoring and evaluation should involve gender experts and NGOs. Monitoring and evaluation reports should indicate their involvement.
- Terms of Reference for project coordinators, consultants and other participants involved in project monitoring and evaluation should reflect the need of special background in gender.
- Programme and project staff as supported by gender consultants should prepare tools and a checklist for gender-sensitive monitoring.
- To include gender-sensitivity and competence in mainstreaming gender perspective as a criterion for selection of consultants for monitoring and evaluation.
- To include, at least, one specialist with special skills for assessing gender impact in the process of monitoring and evaluation.
- Project budget should provide funds for assessment of gender impact.

Responsibilities: Project Managers, GFP, gender experts.

4) Use of gender and age disaggregated data and findings of sectoral gender researches. All data (qualitative and quantitative) obtained/generated throughout UNDP projects, should reflect the differences between men and women in order to demonstrate impact of some actions or phenomenon on men and women separately. Whenever possible, to provide analysis of such differences in a programme/project.

Recommended actions:

¹⁶ See: The Guide to Monitoring and Evaluating Projects, Programs, Policies. UNDP. Bishkek, 2002. p. 7.

¹⁷ Gender Mainstreaming in Practice: A Handbook, Bratislava, 2005.

To take measures to strengthen national data collection and analysis systems so that they could provide gender and age disaggregated statistics on a timely basis.

For evaluation of progress towards achievement of objectives quantitative and qualitative indicators should be identified to assess access of women to economic and social resources and control over them.

To set relevant interim indicators for evaluation of interim progress towards achievement of general objectives.

To provide assistance in holding various statistical surveys with a view to create a reliable gender disaggregated database for development planning and progress evaluation.

Responsibilities: Senior Management, Project Managers.

5) Capacity building and delivery of training for mainstreaming gender perspective: All project participants, including partners, should receive training on application of gender approaches to sustain gender position throughout the project.

For wider reflection of gender factors and accumulating experience in gender issues UNDP should do the following based on manpower development as one of priorities of ensuring gender mainstreaming:

- "Integrate a gender perspective into all training programmes;
- Provide continuous gender training for all staff, including those at the highest levels;
- Provide special training for gender experts to enhance their skills;
- Ensure that specialized gender expertise is available to them";¹⁸
- Ensure delivery of training on gender issues to project counterparts.

All UNDP personnel should:

- Know mandates as related to equality of men and women and gender mainstreaming;
- Be aware about UNDP gender mainstreaming policies;
- Be able to use gender-sensitive data and information, be able to apply the knowledge in practice;
- Be responsible for mainstreaming gender perspective in own area.

Training events can be organized for various groups of project participants ranging from general awareness raising courses for all through to specialized interactive training providing special knowledge (on assessment of gender impact, gender-sensitive budgeting, specific areas). Training should be started from awareness raising among top managers. They will further disseminate the knowledge among others and ensure control over gender policies implementation. Training for all levels of management should be aimed both at awareness raising and acquisition of skills for gender mainstreaming in practice and practical implementation of gender approaches at all phases.

Recommended actions:

¹⁸ Agreed Conclusions on mainstreaming the gender perspective into all policies and programmes in the United Nations system (endorsed by the Economic and Social Council on 17 July 1997).

- To design and deliver training programmes and preparation of dissemination of information materials on gender mainstreaming implementation.
- To work with partners, national institutions and NGOs on gender approach implementation issues.
- To invite international gender experts to deliver training.
- To ensure effective allocation (which means beneficial for both men and women) of resources for project implementation: financial (resources of country office or project resources); human resources; time (should be identified in work plan and coordinated between projects for efficient use of resources).
- To ensure gender balance among trainees.

Responsibilities: Project Managers, Gender Focal Point.

6) Creation of mechanisms for raising responsibility, motivation and encouragement for gender mainstreaming.

Accountability principle facilitates raising responsibility of programme and project leaders for ensuring mainstreaming gender perspectives. All UNDP personnel should bear responsibility, including moral responsibility, for ensuring gender mainstreaming in allotted work.

Mechanisms that encourage gender mainstreaming (such as trainings, workshops, consultations) should be supported by continuous good faith work of personnel for self-education, review of gender concept, gender analysis and application of gender approaches in the work.

Recommended actions:

- UNDP governing bodies may control how gender mainstreaming mandate is exercised in programmes and projects and consider whether these take into account the results of specific projects when designing programmes.
- Governing bodies may organize financial and moral incentives and encouragements for mainstreaming the gender perspective. For example, introduce a nomination of the best gender-sensitive project.
- Technical and managerial capacity should be increased and systems of information on allocations and expenditures should be made more transparent to improve reporting at all levels and as applied to all partners.
- To elaborate performance indicators to monitor and to evaluate results in gender mainstreaming, including project/programme implementation, efficiency of personnel in fulfilment of duties and its possibilities, as well as resource basis.
- Performance indicators should be used for elaboration of baseline evaluation criteria in gender mainstreaming in each specific area.
- Programme/project reports should include information on the above items.

Responsibilities: UNDP CO leaders, programme/project managers, GFP.

7) Developing instruments to ensure gender mainstreaming in practice:

- To prepare and issue an information booklet for all consultants.

- To ensure access to a minimum base of information and resource materials for all UNDP staff
- To create a database on local gender experts.
- To create groups and coordinators to receive training on gender mainstreaming (Gender Task Group). To ensure mandatory training on gender for all project staff. UNDP Kazakhstan may also have an external consultant to do an annual "gender audit" of all projects.
- To cooperate and consult with UNIFEM which has extensive experience in raising skills of their personnel in gender issues, gender budgeting, etc.
- To ensure that gender experts are involved in project evaluations.

Responsibilities: UNDP CO leaders, GTG in collaboration with NGOs and research institutions.

Tools recommended for gender mainstreaming:

- Analytical tools: gender analysis, gender statistics, use of gender and age disaggregated data, sectoral gender surveys and forecasts, gender researches, checklist, guiding principles and guidelines for designing programmes and ToRs, methods for assessing gender impact, monitoring and evaluation;
- Capacity building tools: capacity building and trainings on gender issues, training follow-up (setting of specific gender mainstreaming objectives, discussion at project meetings, appointment of an instructor on gender issues who will assist in gender mainstreaming), education materials, information materials on gender mainstreaming;
- Consultative tools and participatory tools: equal participation of men and women in decision-making, exchange of information, experience and knowledge as well as close collaboration and coordination of activities between project participants, conferences and workshops.

4.2. Gender Mainstreaming in Accordance with the New UNDP Project and Programme Management Method - Results Management Guide (RMG).

RMG is a new UNDP project and programme management method. According to RMG, all UNDP programmes and projects should be developed in accordance with the phases it sets out: justifying, defining, initiating, running and closing.

Gender aspects should be incorporated at each of these phases.

1) Justifying.

- When justifying that a programme is correspondent to country needs and when justifying programme importance the reviewed problem should be considered in conjunction with gender issues.
- All personnel involved in designing a programme should be informed on gender issues.
- A consultation with gender experts and representatives of women's NGOs should be organized with a view to use their experience and opinion.

2) Defining.

a. **Situation analysis:** when reviewing existing situation gender approach supporting arguments should be given. Analysis of earlier implemented, under implementation and planned activities can be supported by a review of existing strategies and programmes, current legislation in a specific area from a gender perspective. Identify to what extent the designed document will facilitate achievement of the Millennium Development Goals, contribute to sustainable human development and to addressing strategic goals of the Beijing Platform for Action.

b. **Problem definition:**

In all areas of activities a range of problems should be identified in such a way so that gender differences could be identified, problem definition should be based on gender neutrality¹⁹.

- To take into account different positions and knowledge of men and women in problem definition process.
- To involve both men and women in the process.
- To take into account gender equality goals.

c. **Expected outcomes:**

- Project objectives should be in line with the strategic goals of the Beijing Platform for Action.
- Statistics should be disaggregated by gender and age (and ethnic background, if possible).
- To have consultations with gender experts and women's NGOs.
- Addressing of objectives should facilitate women's empowerment in addressing the issue and in decision-making process.
- To ensure gender balanced representation among targeted beneficiaries (except for activities specifically designed for women or men).
- Involved consultants should be competent in gender analysis.

d. **Designing of activities:**

To utilize gender analysis effectively to identify the differential impact of implementation on women and men and to guide implementation towards gender equality²⁰.

- To take into account different interests of men and women.
- To provide for activities aimed at awareness raising among women and girls, activities to involve women in decision-making on an

¹⁹ Agreed Conclusions on mainstreaming the gender perspective into all policies and programmes in the United Nations system (endorsed by the Economic and Social Council on 17 July 1997).

²⁰ Agreed Conclusions on mainstreaming the gender perspective into all policies and programmes in the United Nations system (endorsed by the Economic and Social Council on 17 July 1997).

issue through access to information resources and education, especially in science, engineering and economics.

- Project activities should involve both men and women.
- Determine what are differences between consequences of activities for men and women. Will the planned activities have different impact on social and economic status of men and women?
- Consultations should be organized with gender experts and women's NGOs.

e. Management arrangements.

To ensure managerial control over implementation of gender mainstreaming mandates. Introduction of a gender mainstreaming accountability principle contributes to higher responsibility of programme and project leaders. Each project participant is responsible for ensuring gender mainstreaming in allotted work.

f. Who is involved in project management?

- To ensure gender balance among all project participants, including management, partners and beneficiaries.
- To organize awareness raising trainings for all project participants.
- To ensure gender balance among trainees on gender issues.
- To ensure gender balance at all working meetings to discuss a project/programme.
- Terms of Reference should include requirements for gender awareness.

3) Initiating.

a) Budget. Gender should be mainstreamed in budgeting. The content of budget should reflect the goals of gender equality and social justice (for details refer to Section IV, Para 4.4 of the Strategy).

- To ensure gender balance in the group directly involved in budget preparation.
- Budget expenditures should be aimed at activities which are beneficial for both men and women.
- To include gender-sensitive indicators.

b) Communication and Monitoring Plan should include gender aspects.

- To ensure gender balance among project participants.
- Information on various consequences prepared with regard to such factors as gender, social and economic costs should be disclosed to the government, civil society, academia and other international organizations. (Information booklets, experience sharing workshops, networks)
- Gender equality, social justice should become important elements when selecting and disseminating recommendations.

- To ensure access to information for men and women and for various communities.
- Identification and analysis of lessons learnt: analyze positive gender mainstreaming experience and disseminate the lessons learnt for their use in future projects.

c) **Terms of Reference** for contracted project staff should include gender awareness requirements.

4) **Running.**

a) **Monitoring.**

Gender perspective should be mainstreamed in monitoring strategy. For this there is a need for continuous process of gender mainstreaming quality assurance, collection of information on efficiency and effectiveness. Monitoring is wider than evaluation. Monitoring can take place as regular meetings of project leaders, reporting, evaluation report and special studies. Monitoring tools and indicators should be developed from the project start (defining project); here gender experts can be involved. Recommendations on reports should be taken into account when designing policies.

Monitoring phases:

- To determine monitoring responsibilities.
- To determine what will be subject to monitoring: activities of project participants, results of gender relationships, efficiency and effectiveness of gender mainstreaming;
- To determine monitoring tools and indicators;
- To organize follow-up actions (evaluation report and other monitoring events should contribute to development of future policies). Monitoring is an important element for further development and quality improvement of gender mainstreaming efforts.

Monitoring indicators:

- Men and women equally participate in project decision-making process.
- Men and women are treated similarly as decision-makers, project implementers and participants.
- There are continuous incentives for mainstreaming gender perspective (opportunities to improve knowledge and to discuss gender issues in a favourable environment).
- Terms of Reference for monitoring include requirements on gender knowledge and experience.

b) **Risks.**

- To take into account a potential risk that due to some gender roles or stereotypes representatives of one or another gender will not be able to equally participate in project activities.
- To take into account potential negative impact of implemented activities on men or women.

5) Closing

a) Final report.

- Identification and analysis of lessons learnt: analyze positive gender mainstreaming experience and disseminate the lessons learnt for their use in future projects.

b) Evaluation.

To ensure assessment of contributions, results and performance with regard to gender aspects. The analysis should include reporting on used resources.

- Evaluation needs to take into account the opinions of both men and women.
- Evaluation should identify project/programme impact on gender relationships (i.e. "Does the implementation of a programme/project contribute to the aggravation of existing gender inequality?" or "Does the implementation of a programme/project contribute to mitigation or overcoming of existing gender inequality?").
- Carry out a study or analysis of gender differentiated impact of project outcomes on social and economic status of men and women.
- Terms of Reference for project participants involved in evaluation should reflect the need of special background in gender.
- At this stage there is also a need for consultations with gender experts and women's NGOs.

4.2.1. Checklists

Project proposal – Project document - Local appraisal committee (LPAC)

- Gender Focal Point or a member of Gender Task Group – an official member of LPAC
- A paragraph with analysis of the gender related situation and including gender-sensitive data
- Gender-sensitive budget
- Gender balanced distribution of resources (financial, human and time resources)
- Work Plan, expected outcome and activities take into account interests of both men and women
- Gender balanced representation in all activities
- Management Arrangement includes a person responsible for implementation of gender mainstreaming mandates
- Gender perspectives are mainstreamed in the Monitoring and Evaluation strategy
- A potential risk of negative, gender differentiated impact is taken into account.

Contracting of new staff

- Gender balanced maintained in staff recruitment

- Terms of Reference include gender mainstreaming responsibilities and a qualification requirement of gender awareness
- Gender sensitivity as one of selection criteria when interviewing candidates
- Training with subsequent assessment of knowledge in gender area (Gender Course)

Gender Committee

- The structure includes positions in the organizational chart who have access to resources and top decision-making
- Involvement of a Gender Committee representative in project designing and implementation

Final Report

- Identification lessons learnt with regard to gender mainstreaming and their dissemination for their use in future projects

4.3. Practical Recommendations for Gender Mainstreaming in UNDP CO Programmes and Projects by Thematic Areas

The recommendations for gender mainstreaming in UNDP CO programmes and projects are grouped into thematic areas of most programmes and projects.

Poverty reduction:

1. Provision of gender-sensitive data.
2. Analysis of gender differentiated impact of any initiatives in the area.
3. Gender mainstreaming in all programmes aimed at the achievement of MDGs and their monitoring.
4. Integration of gender aspects into macroeconomic analysis and policies. Support of microeconomic analysis as the most affecting economic behaviours of individuals and households. Recognition of unremunerated work in a household, contribution of informal sector into public production, etc.
5. Supporting gender analysis at the national level, including gender analysis of pro-poor strategies.
6. Focusing on issues of gender inequality in households.
7. Consideration of gender roles at the labour market (labour migration of women, unemployed women, etc.).
8. Analysis of gender differentiated impact of privatization process in the country and approaches to delivery of social services.
9. Recognition that in the longer term projects targeted at women affect gender relationships.
10. Incorporation of gender mainstreaming requirements into special guides for preparing project proposals.

HIV/AIDS

A gender-sensitive project for overcoming HIV/AIDS should contain the following information:

1. Fundamental recognition that HIV/AIDS cannot be prevented without deep understanding the differentials between men and women.
2. Justification of higher women's vulnerability to HIV/AIDS.
3. Support to special studies to identify causes of HIV/AIDS.
4. Recognition of the socio-economic impact of HIV/AIDS on men and women.
5. Cooperation with the government with regards to ensuring policy makers' and political decision-makers' awareness and understanding of the gender dimension of HIV/AIDS.
6. Recognition of interrelation between gender inequality and HIV/AIDS.
7. Focus on changing men's behaviour with respect to sexual relations at work and at home.
8. Facilitating contribution of HIV/AIDS programs to the achievement of gender equality.
9. Ensuring gender balance among developers and implementers of HIV/AIDS epidemic prevention programs.

Environment and Sustainable Development:

1. **Justifying.** When justifying that a programme is correspondent to country needs and when justifying programme **importance**, identify the linkages between gender issues and environmental problems. On the one hand, gender relationships and level of gender equality may affect the environment. But on the other hand environmental status impact men and women.
2. **Defining.**
 - a) **Situation analysis:** when reviewing existing situation gender approach supporting arguments should be given. Analysis of earlier implemented, currently implemented and planned activities can be supported by a review of existing strategies and programmes, current legislation in a specific area from a gender perspective. Identify to what extent the designed document will facilitate achievement of the Millennium Development Goals, contribute to sustainable human development and addressing strategic goals of the Beijing Platform for Action..
 - b) **Problem definition:**
 - Take into account different positions and knowledge of men and women as related to the environment in the problem definition process.
 - Review linkages between sustainable development promoting policies and gender equality policies.
 - Use these linkages as a basis for promoting sustainable development.
 - Engage women to project designing and implementation.
 - Problem definition should take into account gender equality goals.

c) Expected outcomes:

- Project objectives should be in line with the strategic goals of the Beijing Platform for Action, for example: ensuring equal access of men and women to land, water and other resources, equal participation at all levels of decision-making, taking into account of higher vulnerability of women and children from environmental degradation and consequences of poor quality of energy supply services.
- Addressing of objectives should facilitate women's empowerment in addressing environmental issues and in decision-making process in this area.
- Statistics should be disaggregated by gender and age.
- Consult GTG coordinators.
- Ensure gender balanced representation among targeted beneficiaries (except for activities specifically designed for women or men).
- Involved consultants should demonstrate the ability to carry out analysis based on gender approach.

d) Indicators and measures.

- Indicators and their measures should be processed from the perspective of gender differences.
- Proposed indicators and measures for measuring progress towards achievement of objectives:
- Men to women ratio at top political positions for environment related decision-making.
- Men to women ratio among activists of environmental NGOs.
- Men vs. women levels of awareness of environmental problems (surveys) measured pre- and post- interventions.
- Men vs. women mortality from environmental hazards.
- Men to women ratio of jobs lost due to environmental degradation.

e) Designing and analysis of planned activities.

- Ensure equal protection available to men and women against risks related to environmental degradation.
- Take into account different interests of men and women and gender differentiated impact of environmental reclamation activities.
- Provide for activities for ecologization of women and girls, activities for to involve women in decision-making on the environment through access to information resources and education, especially in science, engineering and economics.
- Project activities should involve both men and women.
- Determine the differences between consequences of activities for men and women. Will the planned activities have different impact on social and economic status of men and women?
- Arrange consultations with gender experts.

- Terms of Reference for contracted project staff should include gender awareness requirements.

f) Management arrangements.

Ensure managerial control over implementation of gender mainstreaming mandates in programmes and projects.

Introduce gender mainstreaming accountability principle. Each project participants is responsible for ensuring gender mainstreaming in allotted work and first and foremost programme and project leaders.

g) Who is involved in project management?

Ensure gender balance among all project participants, including management, partners and beneficiaries (for details refer to Section 4.2 Gender mainstreaming in accordance with the new UNDP project and programme management method - Results Management Guide (RMG) of the Strategy).

3. Initiating.

- a) Budget.** Ensure that gender is mainstreamed in budgeting. The content of budget should reflect the goals of gender equality and social justice (for details refer to Section IV, Para 4.4 of the Strategy).
- b) Communication and Monitoring Plan** should include gender aspects (for details refer to Section IV, Para 4.2., item 3 of the Strategy).
- c) Terms of Reference** for contracted project staff should include gender awareness requirements.

4. Running.

a) Monitoring.

Ensure that gender perspective is mainstreamed in monitoring strategy (for details refer to Section IV, Para 4.1., item 3 and Para 4.2, item 3 of the Strategy).

b) Risks.

- Take into account a potential risk that due to some gender roles or stereotypes representatives of one or another gender will not be able to equally participate in project activities
- Take into account potential negative impact of implemented activities on men or women.

5. Closing

a) Final Report.

- Identification and analysis of lessons learnt: analyze positive gender mainstreaming experience and disseminate the lessons learnt for their use in future projects.

b) Evaluation.

Mainstream gender perspective in evaluation strategy (for details refer to Section IV, Para 4.1., Item 3 and Para 4.2, Item 5 of the Strategy. Review and analyze differentiated impact of risks and environmental degradation on men and women and on gender relationships.

Democratic Governance.

1. **Justifying.** When justifying that a programme or a project is correspondent to country needs and when justifying programme **importance**, identify the linkages between gender issues and the issue to be addressed (public governance, private sector development, involvement of civil society into political decision-making processes, etc.). On the one hand, gender relationships and level of gender equality may affect the quality of political decisions made at all levels (including decisions within the private sector) as related to taking into account different opinions. But on the other hand, unbalanced participation in these structures (due to existing systemic barriers restraining women from participation in such structures) affects both men and women.
2. **Defining.**
 - a) **Situation analysis:** when reviewing existing situation gender approach supporting arguments should be given. Analysis of earlier implemented, currently implemented and planned activities can be supported by a review of existing strategies and programmes, current legislation related to democratic governance from a gender perspective. Identify to what extent the designed document will facilitate achievement of the Millennium Development Goals, contribute to sustainable human development and to addressing strategic goals of the Beijing Platform for Action.
 - b) **Problem definition** requires:
 - Mainstreaming of gender dimension in governance issues: consideration of issues related to gender balanced participation and representation in national governance, analysis of obstacles and barriers to women's participation, introduction of gender issues into decision-making processes.
 - Involvement of women to project designing and implementation.
 - Problem definition should take into account gender equality goals.
 - c) **Expected outcomes:**
 - Project objectives should be in line with the strategic goals of the Beijing Platform for Action, for example: ensuring equal access of men and women to participation in national governance structures, equal participation at all levels of decision-making, removal of barriers to women's participation, ensuring gender mainstreaming in decision-making processes, their implementation, monitoring and evaluation of national governance initiatives.
 - Addressing of objectives should facilitate women's empowerment in decision-making process.
 - Statistics should be disaggregated by gender and age.
 - Consult with GTG coordinators.
 - Ensure gender balanced representation among targeted beneficiaries (except for activities specifically designed for women or men).

- Involved consultants should demonstrate the ability to carry out analysis based on gender approach.

d) Indicators and measures:

Indicators and their measures should be disaggregated by gender, which will help to assess gender impact of activities.

Proposed indicators and measures for measuring progress towards achievement of objectives:

- Men to women ratio at top political positions for decision-making purposes.
- Men to women ratio in the Parliament.
- Men to women ratio in politics/political parties.
- Availability of mechanisms for women's promotion in government/public agencies.

e) Designing and analysis of planned activities:

- Both men and women should participate in planned activities. It is preferable to ensure gender balance among trainees. For example: planned training activities for government officials may be advantageous for men and put women to a disadvantage. If trainings are aimed at top government officials, women will not be represented among trainees due to certain barriers to women's participation in supreme government authorities.
- Determine the differences between consequences of activities for men and women. Will the planned activities have different impact on social and economic status of men and women?
- Arrange consultations with gender experts.
- Terms of Reference for contracted project staff should include gender awareness requirements.

Recommended actions:

- Research to identify factors impeding fuller participation of women in governance structures.
- Analysis of gender differentiated impact of governance processes, such as decentralization, privatization, elections and finding ways to overcome their negative impact and to promote gender equality.
- Integration of gender education into training system for government officials as public authorities play an important role in building and enhancing the equality culture in the society.
- Gender mainstreaming in decision-making processes, their implementation, monitoring and evaluation of national governance initiatives. Increasing knowledge of gender issues among government structures to ensure effective public policies, strategies and programmes as applied to all groups.
- Activities aimed at ensuring gender balanced participation in public authorities, civil society and private sector as equal partners in policy

making and planning (e.g., introduction of quotes, advocacy campaigns to explain that it is a temporary measure and why it is required).

- Promotion of gender budgeting to ensure transparency and accountability.
- Establishment of interagency working group on gender issues to facilitate practical gender mainstreaming in all political mandates.

f) Management arrangements.

Ensure managerial control over implementation of gender mainstreaming mandates in programmes and projects.

Introduce gender mainstreaming accountability principle. Each project participants is responsible for ensuring gender mainstreaming in allotted work and first and foremost programme and project leaders.

g) Who is involved in project management?

Ensure gender balance among all project participants, including management, partners and beneficiaries (for details refer to Section 4.2 Gender mainstreaming in accordance with the new UNDP project and programme management method - Results Management Guide (RMG) of the Strategy).

3. Initiating.

a) Budget. Ensure that gender is mainstreamed in budgeting. The content of budget should reflect the goals of gender equality and social justice.

- Ensure gender balance in the group directly involved in budget preparation.
- Budget expenditures should be aimed at activities which are beneficial for both men and women.
- Include gender-sensitive indicators.

b) Communication and Monitoring Plan should include gender aspects (for details see Section IV, Para 4.2., Item 3 of the Strategy).

c) Terms of Reference for contracted project staff should include gender awareness requirements.

4. Running.

a) Monitoring.

Ensure that gender perspective is mainstreamed in monitoring strategy (for details refer to Section IV, Para 4.1., item 3 and Para 4.2, item 3 of the Strategy).

b) Risks.

- Take into account a potential risk that due to some gender roles or stereotypes representatives of one or another gender will not be able to equally participate in project activities.
- Take into account potential negative impact of implemented activities on men or women.

5. Closing

a) Final Report.

- Identification and analysis of lessons learnt: analyze positive gender mainstreaming experience and disseminate the lessons learnt for their use in future projects.

b) Evaluation.

Mainstream gender perspective in evaluation strategy (for details refer to Section IV, Para 4.1., Item 3 and Para 4.2, Item 5 of the Strategy. Review and analyze differentiated project impact on men and women.

4.4 Recommendations for Gender-Sensitive Budgeting

The analysis found that budgets in almost all projects area gender neutral. Most reviewed budgets have no verifications of expenses by groups of people (by gender, age, ethnic background and social status). A gender-sensitive budget means that resources should be aimed at activities facilitative promotion of gender equality.

HOW to ensure gender mainstreaming in budgeting:

- Ensure gender balance in the group directly involved in budget preparation.
- Budget expenditures should be aimed at activities which are beneficial for both men and women.
- Provide for allocation of resources for gender mainstreaming at all levels.
- Arrange for quantification of resources benefiting women and men as a result of gender mainstreaming. It is recommended to establish a relevant structure of budget codes so that to provide for analysis of allocations by gender and categories of beneficiaries. "The disaggregation of resources is essential to assessing and monitoring whether women benefit from such resources in a way that accelerates the achievement of the goal of gender equality, ... whether disadvantages women face in specific areas are being remedied"²¹.
- Include gender-sensitive indicators.

The following **indicators** will help assess aspects of social and gender justice in budgeting process:

- Level of expenditures specifically aimed at the achievement of gender equality.
- Gender impact of major expenditures. Such indicator demonstrates who (with disaggregation by gender) benefits from an activity.

²¹ Report of the Secretary-General "Coordination of the Policies and Activities of the Specialized Agencies and Other Bodies of the United Nations System: Mainstreaming the gender perspective into all policies and programmes in the United Nations system", 1997.

- Number and names of groups and individuals directly involved in budgeting. This indicator demonstrates whether there is a gender balance among those involved in budget planning.

Peculiarity of gender indicators of the budget lies in their contents. Gender indicators should meet the following requirements: relevance, reliability, processibility and accessibility. They are aimed to quantitatively measure as to whether the budget is in line with the policies of equal rights and opportunities of men and women. Table 1 demonstrates some gender-sensitive indicators which can be used in programming.

Gender-sensitive indicators and their measures provide not only for general comparison between men and men but for right measurement and evaluation of participation of men and women and their contribution into social development as well.²²

Gender processed statistics means that whenever collecting and processing statistics in all aspects of social life – education, health, employment, etc. gender is treated as a mandatory category. They are vital for making an exact picture of the status of women and men and for planning of required gender-balanced projects and programs.

²² B. Hedman, F. Perucci, P. Sundstrom. *Engendering Statistics. A Tool for Change*. P. 42.

<p>Gender Equality Targeted Expenditure</p> <ul style="list-style-type: none">• The share of expenditure targeted explicitly to women, to help to redress past inequality and neglect
<p>Women's Priority Public Services</p> <ul style="list-style-type: none">• The share of expenditure devoted to public services which have been identified of highest priority in reducing the burdens on women (especially poor women) and reducing gender gaps in health, education, income and leisure (even though not specifically targeted to women and girls)
<p>Gender Management System in Machinery of Government</p> <ul style="list-style-type: none">• The share of expenditure devoted to the Women's Ministry (or Bureau), Gender Equality Commission, Gender Focal Points in Ministries etc.
<p>Women's Priority Income Transfers</p> <ul style="list-style-type: none">• The share of expenditure devoted to income transfers which have been identified as of highest priority in reducing women's income inequality and dependence—e.g. child benefit, women's pensions
<p>Gender Balance in Public Sector Employment</p> <ul style="list-style-type: none">• For each Ministry, the projected shares of men and women in employment at each grade; the average earnings of women as percentage of the average male earnings in each grade
<p>Gender Balance in Business Support</p> <ul style="list-style-type: none">• The projected shares of men and women in expenditure directed to business support in agriculture, manufacturing and services
<p>Gender Balance in Public Sector Contracts</p> <ul style="list-style-type: none">• Shares (by value) of contracts going to male-headed firms and female-headed firms
<p>Gender-Inequality Reduction Rate</p> <ul style="list-style-type: none">• The share of each Ministry's expenditure that is expected to reduce gender inequality; to be accompanied by quantitative indicators of the expected reduction in gender inequality; and an explanation of how the reduction is expected to be achieved

Table 1.

Source: Diane Elson. *Integrating Gender Issues into National Budgetary Policies and Procedures: Some Policy Options*. Manchester Graduate school of Social Sciences, University of Manchester, UK. *Journal of International Development*, 10, 1998. P. 935.

V. ROLES AND RESPONSIBILITIES OF UNDP KAZAKHSTAN STAFF IN GENDER MAINSTREAMING

Being guided by the UNDP international policies, CO in Kazakhstan will develop and implement gender-sensitive Human Resources policies in agreement with the national context.

All UNDP in Kazakhstan staff will need to include gender as one of major components when preparing Personal Evaluation Form (PF), Learning Plan (LP) and Results Competitiveness Assessment (RCA).

1) **Senior Management** plays a leading role in implementation of UNDP commitments in the achievement of gender equality and should:

- Have clear understanding of gender mainstreaming concept and funds required for its implementation in practice.
- Ensure that gender is an indispensable component of all dialogues at political and interagency levels.
- Design new management methods: gender balanced representation, participatory governance, creative leadership, team work.
- Resident Representatives and headquarters managers are responsible for gender mainstreaming in all areas of work.
- Support new forms of training, especially related to raising gender awareness, which includes study tours, mentoring, exchange visits, research leaves, regular group meetings, etc.

Administrative measures:

- To facilitate implementation of UNDP Gender Balance in Management policies (including requirement for equal (50:50) participation in decision-making at all levels), and to ensure that objectives are achieved and regularly updated.
- To develop skills of all staff in management and monitoring, including gender mainstreaming skills.
- The organization should provide more favourable conditions of work for all staff. This will require creative approach to human resources policies: facilitate that if required staff could work at home, increase maternity leave, paternity leave and family leave.
- Direct the change process in such a way so that to restructure and to reduce hierarchy barriers, which will promote higher equality between men and women.
- Office for Human Resources and the Bureau for Finance and Administration are responsible for designing new tools and guidelines in HR and financial control policies.

2) **Resident Coordinator** should play a primary role in designing consensual approach to gender mainstreaming:

- Facilitate dissemination of best practices in gender mainstreaming among all partners;
- Ensure coordination of activities for implementation of the strategic goals of the Beijing Platform for Action through consistent interagency strategy;
- Ensure that gender and age disaggregated data is included into all interagency documentation, including Common Country Assessment and Country Strategy Note;
- If required accessible statistics disaggregated by gender and age are not available, establish a dialogue with the Government concerning expansion of the database and to assist in improving data collection and analysis;
- Ensure that gender issues are discussed at all interagency meetings and meetings with donors; and
- Ensure that women's priorities are considered by the Government as the national priorities.

3) In managing the Country Office and its staff, **Resident Representative with the assistance of his/her Deputy**, should:

- Establish active interaction with the government on gender issues with a view to ensure the priority role of gender equality for all areas of activities.
- Take into account opinions and priorities of women's organizations and women's movements: non-governmental organization, including women's non-governmental organizations should be involved in policy making and in Local Appraisal Committees.
- Ensure that gender mainstreaming is a criterion for professional work of all UNDP CO staff.
- Ensure favourable environment for Gender Focal Point (GFP) and Gender Task Group (GTG), including direct access to Resident Representative.
- Acknowledge that the management change requires:
 - a) full implementation of the organizational gender policies as related to programming, human resources management and administration/finance;
 - b) regular meeting with all staff, discussion of policies;
 - c) responsibility for staff morality and ethicality.
- Create an environment providing for development opportunities for staff, especially for women (career opportunities, leadership elements, innovations).

Recommendations

- Specify Terms of Reference (TOR) for GFP and GTG.
- Provide for delivery of training to GFP and GTG to build the following skills:
- gender analysis and understanding of the importance of approaches to gender mainstreaming within programme priorities;
- leadership skills, including network building considered as a leadership form;
- negotiations, advocacy, public appearances and other capacity building skills.

- Arrange trainings for counterparts.
- Support trainings for all staff with subsequent dissemination of information and other communications.
- Provide for participation of national experts in capacity building in the implementation of gender equality principles.

4) **Programme staff и Project staff**

- Participate in gender related training.
- Ensure that gender aspects are mainstreamed in projects/programmes and policies in relevant areas of responsibilities.
- Ensure gender balance in all trainings, in delegations from programmes/projects
- Promote ideas of gender equality in communications with national and international partners.

5) **Human Resources Manager**

- Develop and implement gender-sensitive UNDP in Kazakhstan Human Resources and human development policies relevant to the national context.
- Ensure that all staff is responsible for gender mainstreaming in relevant areas.

6) **Outreach и Communication Specialists**

Ensure that gender issues are represented in the UNDP CO Public Information Strategy.