



**Independent Evaluation of UNEP Policy and
Strategy for Gender Equality and the Environment
2015-2020**

Evaluation Office of the United Nations Environment Programme

Distributed: June 2022

This report has been prepared by independent external consultants and is a product of the Evaluation Office of UNEP. The findings and conclusions expressed herein do not necessarily reflect the views of Member States or the UN Environment Programme Senior Management.

For further information on this report, please contact:

Evaluation Office of UNEP

P. O. Box 30552-00100 GPO

Nairobi Kenya

Tel: (254-20) 762 3389

Email: unep-evaluation-director@un.org

Website: <https://www.unep.org/about-un-environment/evaluation>

Title: Independent evaluation of UNEP's Policy & Strategy for Gender Equality and the Environment, 2015-2020

Date 06/22

All rights reserved.

© (2022) UNEP

Acknowledgments

The evaluation team would like to thank the Evaluation Office of UNEP, the Gender and Safeguards Unit, the members of the Reference Group and all those who generously gave of their time to participate in the interviews and provided additional information which was most valuable for this evaluation exercise. Sincere thanks is also due to all those reviewers who provided valuable feedback and suggestions on the draft, which was most appreciated.

Independent Evaluation Consultants:

Inmaculada Barcia
Chandi Kadirgamar

Evaluation Management:

Evaluation Office of UNEP:
Evaluation Managers: Cecilia Morales, Michael Spilsbury & Janet Wildish
Evaluation Programme Assistant: Mela Shah

Table of Contents

I. EXECUTIVE SUMMARY	9
A. Findings.....	9
B. Recommendations	12
II. INTRODUCTION	17
A. Context.....	17
B. Purpose of the Evaluation.....	17
C. Gender Mainstreaming in UNEP:1985-2015.....	18
D. Gender Mainstreaming in UNEP: 2015-2020.....	20
III. SCOPE, OBJECTIVES and METHODS.....	21
A. Scope and Objectives.....	21
B. Evaluation Process and Methods.....	21
C. Limitations and risks	22
IV. EVALUATION FINDINGS	24
A. Strategic Relevance.....	24
B. Effectiveness	26
C. Financial Management.....	37
D. Efficiency.....	39
E. Monitoring, Reporting, Evaluation and Audit	51
F. Sustainability.....	58
V. CONCLUSIONS	62
VI. LESSONS.....	64
VII. RECOMMENDATIONS.....	66
VIII. ANNEXES.....	70
Annex I: Independent Evaluation of the Implementation of UNEP’s Policy and Strategy for Gender Equality and the Environment, 2015-2020, Terms of Reference	70
Annex II: Evaluation Reference Group Members	76
Annex III: List of Persons Interviewed	77
Annex IV: Evaluation Review Matrix/Analytical Framework	81
Annex V: Applying the Gender Results Effectiveness Scale to analyse evaluation reports	86
Annex VI: Key Documents Consulted	91
Annex VII: Stakeholder Comments Not Fully Resolved/Reflected within the Report	95

List of Tables and Figures

Table 1. Evaluation process and methods.....	22
Table 2: UNEP's SWAP PI Scores Over 6	30
Table 3: UNEP Aggregate Ratings for 'Meets' and 'Exceeds' Requirements	31
Table 4: Distribution of staff at UNEP by Gender	36
Table 5. SWAP: UNEP Evaluation Ratings 2015-2020	53
Figure 1: Percentage of UNEP Project Distribution by Gender Code.....	32
Figure 2. Response to Perception of the Effectiveness of the Products and Support from the Gender & Safeguards Unit	35
Figure 3. Gender Architecture in the Gender Policy and Strategy document.....	40
Figure 4. Gender Mainstreaming Responses from the Perception Survey	41
Figure 5. Frequency at which surveyed Gender Focal Points reported they undertake tasks as described in the GPS	43
Figure 6. Response of Surveyed Gender Focal Points to whether they were given a copy of the ToR upon appointment.....	44
Figure 7. Response of Surveyed Gender Focal Points to what kind of Hand-over they received from their predecessors.....	44
Figure 8. Response of Surveyed Gender Focal Points to how often they are in contact with other Gender Focal Coordinators or Focal Points in their region or otherwise.....	45
Figure 9. Response of Surveyed Gender Focal Points to how often they contact the Gender & Safeguards Unit (GSU)	46
Figure 10. Response of Surveyed Gender Focal Points to the Extent to which they agree that Gender is Adequately Addressed during the monitoring of projects.....	52
Figure 11. Percentage of Ratings of the Responsiveness to Human Rights and Gender Equity Criterion in Evaluation Reports 2018-2020	56
Figure 12. United Nations Evaluation Dashboard (OIOS): UNEP ratings 2016-2019.....	57
Figure 13. UN SWAP Ratings for Gender Responsive Auditing 2015-2020	58

Abbreviations And Acronyms

ABS	Access and Benefits Sharing
ASG	Assistant Secretary General
CCA	Common Country Analyses
EmPower	Women for Climate-Resilient Societies
ePAS	Electronic Performance Assessment
EO	Evaluation Office
FSC	Forest Stewardship Council
GePA	Gender Plan of Action
GCF	Green Climate Fund
CPR	Committee of Permanent Representatives
CR	Concept Review Committee
ED	Executive Director
GC	Gender Coordinator
GEF	Global Environment Facility
GEWE	Gender Equality and Empowerment
GFP	Gender Focal Point
GPS	Gender Policy and Strategy
GS	General Service Staff
GSB	Gender Steering Board
GSU	Gender and Safeguards Unit
GIC	Gender Implementation Committee
IAD	Internal Audit Division of the Office of Oversight Services
IPMR	Integrated Planning, Management and Reporting Solution System
JPO	Junior Professional Officer
MOPAN	Multilateral Organizations Performance Assessment Network
MTS	Medium Term Strategy
MEAs	Global Multilateral Environment Agreements
M&E	Monitoring and Evaluation
NPO	National Professional Staff
OIOS	UN Office of Internal Oversight Services
P Staff	Professional Staff
PIMS	Project Information and Management Systems
PPSU	Programme Performance and Support Unit
PoW	Programme of Work
PRC	Programme Review Committee
RBM	Results-Based Management
RSO	Regional Support Office
SDGs	Sustainable Development Goals
SIDA	Swedish International Cooperation Agency
SMT	Senior Management Team
TOR	Terms of Reference
UN	United Nations
UNEA	United Nations Environment Assembly
UNEG	United Nations Evaluation Group
UNEP	United Nations Environment Programme
UN-SWAP	System-wide Action Plan for Gender Mainstreaming
UNV	United Nations Volunteer
UN-Women	United Nations Entity for Gender Equality and Women's Empowerment
USG	Under Secretary General

KEY TERMS ¹

Gender

Gender refers to the roles, behaviors, activities, and attributes that a given society at a given time considers appropriate for men and women. In addition to the social attributes and opportunities associated with being male and female and the relationships between women and men and girls and boys, gender also refers to the relations between women and those between men. These attributes, opportunities and relationships are socially constructed and are learned through socialization processes. They are context/ time-specific and changeable. Gender determines what is expected, allowed and valued in a woman or a man in a given context. In most societies there are differences and inequalities between women and men in responsibilities assigned, activities undertaken, access to and control over resources, as well as decision-making opportunities. Gender is part of the broader socio-cultural context, as are other important criteria for socio-cultural analysis including class, race, poverty level, ethnic group, sexual orientation, age, etc.

Source: UN Women, [OSAGI Gender Mainstreaming - Concepts and definitions](#)

Gender diversity

The term "gender-diverse" is used to refer to persons whose gender identity, including their gender expression, is at odds with what is perceived as being the gender norm in a particular context at a particular point in time, including those who do not place themselves in the male/female binary; the more specific term "trans" is used to describe persons who identify with a different sex than the one assigned to them at birth.

Source: The struggle of trans and gender-diverse persons, Independent Expert on sexual orientation and gender identity at <https://www.ohchr.org/en/special-procedures/ie-sexual-orientation-and-gender-identity/struggle-trans-and-gender-diverse-persons>.

Gender identity

Gender identity refers to each person's deeply felt internal and individual experience of gender, which may or may not correspond with the sex assigned at birth including the personal sense of the body (which may involve, if freely chosen, modification of bodily appearance or function by medical, surgical or other means) and other expressions of gender, including dress, speech and mannerisms.²

Source: The struggle of trans and gender-diverse persons, Independent Expert on sexual orientation and gender identity at <https://www.ohchr.org/en/special-procedures/ie-sexual-orientation-and-gender-identity/struggle-trans-and-gender-diverse-persons>.

Sex (biological sex)

The physical and biological characteristics that distinguish males and females.

Gender analysis

Gender analysis is a critical examination of how differences in gender roles, activities, needs, opportunities and rights/entitlements affect men, women, girls and boys in certain situations or contexts. Gender analysis examines the relationships between females and males and their access to and control of resources and the constraints they face relative to each other.

¹ All definitions have been taken from the Gender Equality Glossary, UN Women Training Centre eLearning Campus (<https://trainingcentre.unwomen.org/mod/glossary/view.php?id=36&mode=letter&hook=G&sortkey=&sortorder=asc>), except the definitions of gender diversity and gender identity that come from the Independent Expert on sexual orientation and gender identity web publications (<https://www.ohchr.org/en/special-procedures/ie-sexual-orientation-and-gender-identity/struggle-trans-and-gender-diverse-persons>).

A gender analysis should be integrated into all sector assessments or situational analyses to ensure that gender-based injustices and inequalities are not exacerbated by interventions, and that where possible, greater equality and justice in gender relations are promoted.

Source: UNICEF, UNFPA, UNDP, UN Women. "[Gender Equality, UN Coherence and You](#)".

Gender equality (Equality between women and men)

This refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. Equality does not mean that women and men will become the same but that women's and men's rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognizing the diversity of different groups of women and men. Gender equality is not a women's issue but should concern and fully engage men as well as women. Equality between women and men is seen both as a human rights issue and as a precondition for, and indicator of, sustainable people-centered development.

Source: UN Women, [OSAGI Gender Mainstreaming - Concepts and definitions](#)

Gender equity

The preferred terminology within the United Nations is gender equality, rather than gender equity. Gender equity denotes an element of interpretation of social justice, usually based on tradition, custom, religion or culture, which is most often to the detriment to women. Such use of equity in relation to the advancement of women has been determined to be unacceptable. During the Beijing conference in 1995 it was agreed that the term equality would be utilized.

This was later confirmed by the CEDAW committee in its General Recommendation 28: "States parties are called upon to use exclusively the concepts of equality of women and men or gender equality and not to use the concept of gender equity in implementing their obligations under the Convention. The latter concept is used in some jurisdictions to refer to fair treatment of women and men, according to their respective needs. This may include equal treatment, or treatment that is different but considered equivalent in terms of rights, benefits, obligations and opportunities".

Sources: UN Women, [OSAGI Gender Mainstreaming - Concepts and definitions](#); Committee on the Elimination of Discrimination against Women (2010), General recommendation No. 28 on the core obligations of States parties under article 2 of the Convention on the Elimination of All Forms of Discrimination against Women.

I. EXECUTIVE SUMMARY

1. This is the first independent evaluation of the implementation of UNEP's Policy and Strategy for gender mainstreaming during the period 2015-2020. The Gender Policy and Strategy (GPS) stipulated that the implementation of the policy and strategy should be evaluated at least once during the period of the plan using independent consultants managed by the UNEP Evaluation Office. This exercise would be timed so that lessons learned can be factored into the design of the MTS for the next cycle. Independent evaluation of the gender mainstreaming strategy is also a requirement of one of the evaluation performance indicators in the UN-SWAP for Gender Equality and Women's Empowerment (GEWE). The UN-SWAP stipulates that organizations aiming to reach the "Exceeds Requirement" category should conduct "at least one evaluation to assess corporate performance on gender mainstreaming or the equivalent every 5-8 years".

2. The findings are expected to feed into the formulation of the next GPS and inform strategic decision making in the development of MTS 2026-2029. The findings and conclusions of the evaluation are also expected to contribute to organizational learning and help fulfil UNEP's accountability needs. The intended audience for this evaluation report is, in the first instance, internal to UNEP and represented by the Senior Management Team and, in addition, UNEP's main funding and programmatic partners.

A. Findings

Strategic Relevance

3. UNEP is the lead agency to coordinate the development of environmental policy consensus by keeping the global environment under review and bringing emerging issues to the attention of government and the international community for action. It also has a key role to play to drive the UN system's gender equality mandate within its environment assessments and analyses, norms and guidelines, and methods. However, UNEP has yet to fully commit to fulfilling its mandate and ensure that gender is a key area of strategic relevance and programmatic gender results.

4. UNEP's GPS contained promising statements and ambitious objectives, but the absence of a gender focus in UNEP's main strategic framework, the Medium Term Strategy (MTS, 2014-2017 and 2018 - 2021), has limited the integration of gender in the organization's programmatic work as well as in operationalizing its business model. Ultimately, this has contributed to the perception that gender is not a core component of UNEP's work among the staff. In this context, the GPS has not contributed to advance a forward-looking approach to gender and many³ staff members continue to liken gender with achieving gender parity. As a result, UNEP's work tackling gender inequalities and discrimination to 'leave no one behind' and achieving Sustainable Development Goal (SDG) 5 continues to be a challenge.

Effectiveness

5. The absence of a results-based framework with expected accomplishments, indicators (in the MTS covering this policy period: 2014- 2017 and 2018 – 2021) and also the lack a reporting system with gender results, has been a major obstacle in terms of identifying gender results that can be attributed to the impact of the GPS. To address this gap, the

³ This finding is derived from various data sources including interviews and surveys and cannot be quantified.

evaluation team used evaluation reports⁴ assessing the gender and human rights coverage in UNEP's projects (see also Section III. SCOPE, OBJECTIVES and METHODS this evaluation's methods). These reports provide evidence of a few "islands of promise and success". Of those projects with terminal evaluations completed during 2018-19⁵ (n=60) 24% of the evaluations with performance ratings attained 'satisfactory' ratings and 33% were rated as 'moderately satisfactory'. Only 3 projects were rated as 'highly satisfactory' against the evaluation criterion 'Responsiveness to Human Rights and Gender Equality' and their evaluation reports were reviewed during this evaluation of the GPS. Since then, the evaluation team was informed that during 2020-21, of 42 projects with completed terminal evaluations, 29% of the evaluations with ratings attained 'satisfactory' ratings and 53% were rated as 'moderately satisfactory'.

6. UNEP's performance in relation to the UN System Wide Action Plan⁶ (UN-SWAP) during the period 2015-2020 has also been low (47% in 2019 and 2020).⁷ See also Table 2 for UN-SWAP ratings over 6 years. The evaluation found little evidence of sharing of the UN-SWAP results within the organization or the use of these results as an instrument for analysing areas that required attention and self-correction. Similarly, discussions in the Senior Management Team (SMT) on the annual score card have been limited. However, increased attention from the SMT to addressing UN-SWAP reporting is evident since 2020.⁸

7. The establishment and implementation of the Gender Marker has contributed to strengthen the integration of gender in project proposals (see Finding 6, § 93) but has not translated into the systematic mainstreaming⁹ of gender in UNEP's programmatic work. Several obstacles prevent the Gender Marker from achieving this goal, including: 1) The implementation of the Gender Marker is not mandatory; 2) Gender mainstreaming in projects' log frames and budgets is still falling behind; and 3) Staff's capacity to implement the Gender Marker is limited.

8. UNEP's most notable success has been promoting gender parity, particularly within the senior professional staff levels of the organization. However, not all staff seems to understand the need or methods to achieve parity. More efforts to ensure transparent communication on gender parity initiatives and to create a better organizational culture on GEWE are needed.

Financial Management

9. Financial gender resource tracking and allocation have been persistent areas of weakness within UNEP, which still needs to finalize a financial tracking mechanism for GEWE and build the capacities of Fund Management Officers (FMOs). The lack of a tracking

⁴ Evaluation reports indicating Satisfactory or Highly Satisfactory performance on gender responsiveness were selected, giving 3 project evaluation reports – see Annex V for details. The projects being evaluated were approved in 2011, 2013 and 2015. Their implementation periods were 2011-2016; 2014-2018 and 2015 – 2018 and their terminal evaluations completed in 2018, 2019 and 2019 – all years listed respectively.

⁵ In 2018 the Evaluation Office moved 'Responsiveness to Human Rights and Gender' from within the broader criterion of 'Strategic Relevance' to a stand alone sub-category in order to be able to isolate UNEP's performance in this area.

⁶ The UN-SWAP requires that each UN Agency completes an annual self-assessment against 17 criteria. The self-assessment results in a percentage performance score (0-100%) and an achievement level (Misses Requirements; Approaches Requirements; Meets Requirements and Exceeds Requirements).

⁷ Text in UNEP/SMT/2020/1 (page 8) notes the following benchmarks that the 2019 SWAP rating "of 47% fell short compared with 66% for the UN system and 69% for the UN Secretariat."

⁸ Examples of this increased attention by the SMT are seen in (1) memo circulated by the Director of PPD providing an update of the UN-SWAP implementation; (2) Annex 2 of the SMT report for 2020; and (3) Priority 6 of the SMT workplan labelled "Demonstrate gender equality and the empowerment of women systematically across UNEP interventions".

⁹ The evaluation understands that there are isolated exceptions within UNEP's portfolio such as the Global Environment Outlook whose recent project documents (developed after the period under evaluation) reflect a more integrated consideration of gender dimensions.

mechanism has prevented UNEP from quantifying its investments in gender mainstreaming and weakened accountability for the implementation of the GPS.

10. Additionally, UNEP has not realized the financial benchmark for implementation of its GEWE mandate, nor developed a gender-related resource mobilization strategy. The evaluation team did not receive the necessary information to assess whether the financial allocations have been adequate for the Gender and Safeguards Unit (GSU) to implement its work programme for the period under review. However, financial resource allocation has been repeatedly highlighted under the UN-SWAP as one of UNEP's areas requiring improvement.

Efficiency

11. Organizational arrangements and commitments have not been adequate to support the implementation of the GPS. The GSU and the gender focal points (GFPs) have contributed to advancing gender mainstreaming in UNEP's projects, but the support of the gender architecture to UNEP's mandate on GEWE has not been consistent or systematic over the period 2015-2020.

12. The absence of results statements and indicators in the GPS and implementation plan has resulted in a lack of clarity as to the role of the GSU and the role of GFPs as well as to the responsibilities of staff in achieving GEWE in UNEP's work. The evaluation team also notes the absence of a theory of change, although this was not a standard institutional requirement when the GPS and implementation plan were designed (see also Section III. SCOPE, OBJECTIVES and METHODS this evaluation's methods).

13. UNEP needs a fully resourced GSU with a high profile and greater capacity to sustain strategic engagement to mainstream gender at the corporate level, supporting Divisions and Sub-programmes, and amongst regional presences as established in the GPS. This may involve locating the GSU in the Deputy Executive Office (at the same level as those advising the Executive Director on Corporate strategic directions) or ensuring a direct reporting line to the Deputy Executive Office. GFPs also need to be strengthened to be an effective mechanism for mainstreaming gender in the work of the organization. In particular, GFPs need more clarity about their role, training support and a strategic prioritization of their activities as individuals and as part of a network.

14. Lastly, UNEP's Sub-programmes as well as Regional, Sub-regional and Country Offices have supported the implementation of the GPS through the completion of a selected number of gender-responsive projects and initiatives, including interagency work. However, these valuable contributions seem to be driven by donor requirements and staff's personal commitment to gender rather than a strategic prioritization process of UNEP's work.

Monitoring, Reporting and Evaluation

15. UNEP has not paid adequate attention to the integration of gender in monitoring and reporting in the work of the sub-programmes. The inconsistent integration of gender, the only exception being GEF funded projects,¹⁰ in project log frames and budgets has prevented the current monitoring system from effectively capturing gender results. As a result, gender information has not been systematically collected and used to support decision making.

16. UNEP is currently transitioning to a new monitoring and reporting system—the Integrating Planning, Management and Reporting Solution System (IPMR system) that will tag

¹⁰ A list provided by GSU on the application of the Gender Marker in 37 GEF projects (2015-2018) indicates that these were rated '2a'.

gender specifically and enable monitoring of the resources spent on gender. The evaluation team was informed that the new system will be fully operational in 2022.

17. In terms of evaluation, UNEP Evaluation Office has put in place adequate measures in line with UN Evaluation Group (UNEG) Guidance to assess GEWE for UN-SWAP reporting. The Evaluation Office has introduced 'theories of change' (2009) and a focus on gender recommendations (2018) which has helped reinforce gender and human rights responsiveness as a cross-cutting issue in evaluations. However, more guidance needs to be given to external evaluation consultants on how to evaluate the quality of gender results. Systematic sharing of lessons learned on GEWE for use by programme designers, managers and evaluators could help improve programme design, implementation, monitoring and evaluation across UNEP programming.

18. Currently, the GSU is conducting a Gender Audit to assess progress in advancing gender equality in programmes and operations.

Sustainability

19. The GPS has promoted visibility of gender mainstreaming in key publications, including the 2016 flagship "Global Gender and Environment Outlook" (GGEO). Since 2007, the GSU has been involved in reviewing a significant number of publications produced by UNEP to ensure the integration of gender. Additionally, UNEP is introducing a digital publishing system to ensure that gender is considered at an earlier stage of the publication process. These efforts, however, have not resulted in a body of knowledge on how to 'do gender right' within the context of UNEP.

20. In terms of capacity building efforts, formal training is generally perceived as a 'tick the box' exercise¹¹. In contrast, interviews reveal that the support provided by the GSU at the Concept and Programme Review Committee (PRC) stages when the Gender Marker was being considered was highly regarded by staff and helped build capacity in gender analysis. The evaluation recommends that UNEP should build on this progress and develop a tailor-made training approach that focuses on how to get gender right when undertaking gender analysis, project implementation and monitoring at the operational level in the sub-programme areas.

21. Regarding staff accountability for achieving gender mainstreaming results, there has been a lack of consistency and coherence in terms of the implementation of the electronic performance assessment system (ePAS) requirement established in the GPS. While some managers have incorporated gender goals in their performance evaluations others have not. Lastly, a cautious optimism was expressed about senior leadership's commitment to promote a culture where gender mainstreaming is everyone's business. The potential for the Gender Focal Point function, which operates across the Sub-Programmes as well as Regional and Country offices, to be strengthened is discussed in para 34, item c, below.

B. Recommendations

Strategic Relevance

22. **'Getting Gender Right'**: The Executive Director (ED) should consider appointing a high-level, internal Task Force¹² to undertake a time-bound exercise to foster organization-wide

¹¹ The evaluation notes that a mandatory training on Gender was introduced in 2014. This is a self-paced on-line gender training course (See also para 194).

¹² The evaluation notes that a suggestion of having a 'Goodwill Ambassador' on Gender was also put forward.

attention to gender mainstreaming in both programme and institutional domains. This exercise should be led by a high-profile champion such as the Deputy Executive Director to devise an updated strategy involving a rethinking of UNEP's approach to Gender with particular focus on the opportunities presented by UN Reform efforts at the country and regional levels. This new thinking could involve revisiting the Theories of Change (TOC) in the Programmes of Work (PoW) to ensure that gender is incorporated as a critical driver to inclusive change and in indicator frameworks.¹³ The GSU should serve as secretariat for this critical initiative given UNEP's goal to reach an overall target of an 82% aggregate goal in the UN-SWAP by December 2023.

23. Secondly, the Task Force should review the UNEP track record in terms of capacity assessment and formulate an updated capacity development strategy for implementation over the next four years.

24. Thirdly, annual UN-SWAP reporting should become an instrument for managers to periodically stock-take, report and plan for improvements so that reaching the MTS goal of an 82% aggregate score in the UN-SWAP self-assessment process is seen as an institutional challenge for all staff, UNEP wide (see 3 and 12 below).

25. Fourth, to address the institutional and corporate culture dimensions, the Task Force should explore successful efforts in other UN system agencies to mainstream gender and adapt practices that will resonate within UNEP.

26. **Appoint an External Gender Expert Advisory Group¹⁴:** The ED should consider convening a group of independent external experts and gender champions to provide the SMT and the Task Force with guidance on key areas relating to the nexus between gender and the environment. (This group could involve senior gender specialists from the Global Environment Facility (GEF) and Green Climate Fund (GCF) given the relevance of these agencies' Gender Policies to UNEP programming).

27. This group should meet on a periodic basis to provide feedback on key policy guidance, advise on UNEP's efforts to promote dialogue and awareness across the organisation in terms of the rationale underpinning gender mainstreaming efforts (such as gender parity). It could also advise on communication and messaging in terms of gender and support the capture of 'impact stories' that will demonstrate the benefits of operationalizing responsiveness to gender and human rights, both institutionally and programmatically.

Effectiveness

28. **Use UN-SWAP as an accountability and management instrument:** The UN-SWAP methodology is designed to actively involve all key functions of an organization to keep track and report on efforts to mainstream gender on an annual basis. To make optimum use of this

¹³ In the current Programme of Work (POW) for 2022-2023 (UNEP/EA.5/3/Add.1), references to gender in the results frameworks is limited to a footnote that reads "Will be disaggregated by gender to the extent possible." The Executive Direction and Management includes 'Outcome 4: UNEP has implemented the United Nations System-wide Action Plan on Gender Equality and the Empowerment of Women with an overall target of 82% by December 2023'. While this is a laudable goal, in the view of the evaluation, gender mainstreaming should go beyond tracking incremental achievement of UN-SWAP self-reporting and the numbers of UNEP projects assessed for gender equality impact.

¹⁴ The evaluation notes that other UN agencies, such as UN Habitat, have experience with such groups and may be able to share best practice insights and learning. Equally, it may be beneficial to involve successful gender mainstreaming practitioners from outside the environmental sector. The composition of such an Advisory Group would be best determined by UNEP senior management.

instrument, the SMT should require all key managers to become familiar with the UN-SWAP methodology and actively engage in formulating their individual responses and rating their progress (with GSU providing technical guidance and support, as required). Efforts should also be undertaken to engage more proactively with staff (in Town Halls and similar venues) so that there is organization-wide awareness of progress towards meeting the December 2023 MTS goal, which aims to reach the UN-SWAP aggregate score of 82% from the 2020 score of 47%.

29. **Optimize the application of the Gender Marker:** The GSU should ensure that staff, in particular Sub-programme Coordinators, project managers/implementers are familiar with the Gender Marker and understand UNEP commitments in this area. To ensure that the Marker is a meaningful exercise, the guidelines for the Gender Marker should be expanded into concise practical guidance on incorporating gender equality results in project log frame design, budgeting, reporting, monitoring and evaluation in the programme cycle¹⁵. Gender equality results that are to be achieved by the project, should be incorporated at the design stage of projects. This step will help justify the Gender Marker being proposed for the project. Relevant indicators and data collection plans to capture gender, sex and race disaggregated data should also be outlined at the design stage which will encourage consideration of how gender intersects with other identity factors. Progress towards the achievement of these results should be assessed during project implementation, particularly when periodic monitoring activities are undertaken. Gender results can then be meaningfully evaluated during mid and terminal stages of the project. This guidance should be part of all capacity building initiatives on gender mainstreaming.

30. **Communication Strategy to ensure transparency in initiatives vis-a-vis Gender Parity:** Senior Management should take steps to ensure transparent communication on appointees such as sharing the credentials of the women selected for senior posts (which would help decrease a perception that women were being selected because of the pressure to achieve parity). Furthermore, steps should be taken to address and report on gender parity in the General Service Staff (GS) cadre of staff. The communication strategy should disseminate information to staff at Headquarters and Regional, Sub-regional, and Country offices and include UNEP's gender parity targets, commitments and recruitment policies adopted to achieve them. The updated Gender Parity Strategy should be shared and discussed in forums such as Town Halls but also in more informal sessions like the discussions on racism that have taken place recently.

Financial Management

31. **Establish financial benchmarks and a tracking system for gender allocations linked to Gender Marker:** The SMT, in coordination with the GSU, should also establish a financial benchmark for resources spent on GEWE, including at the sub-programme level. The financial benchmark should combine financial contributions to address specific gender equality issues, with contributions towards the integration of gender in other environmental issues. Additionally, it should separately track UNEP's own expenditure and UNEP's transfers to partners for project implementation.

32. The Corporate Services Division should put in place a financial tracking system to quantify funds allocated for the promotion of GEWE. This tracking system should be linked to the Gender Marker to systematically track gender related allocations across projects with explicit gender components. The system should also be able to track investments on gender

¹⁵ The evaluation notes a suggestion to consider the value of a project, i.e. the Corporate Programme for Support and Delivery', for incorporating UNEP's commitments and intentions with regard to gender equality and mainstreaming.

mainstreaming across all areas of the organization.

33. **Consult and share experiences with other UN agencies:** To establish the financial goals, UNEP should consult other UN agencies with experience in this area, including UNICEF, UNDP, UNFPA, ILO, WTO and WMO.

Efficiency

34. **Strengthening the Gender Architecture:** UNEP should consider the following measures to strengthen the gender architecture which involves appointing Gender Advisers at the sub-programme level, a clear role for the GSU and a revitalizing of the Gender Focal Point function as a strong network with the objective of setting up a community of practice on gender:

(a) **Gender Advisers for each of the thematic Sub-programmes:** The SMT should appoint dedicated gender advisers to each sub-programme to provide access to gender expertise in specific fields and to build the capacity of managers and project developers to mainstream gender in their portfolios. These advisers should be senior experts/consultants¹⁶ with technical subject-matter expertise and be equally proficient in GEWE.

(b) **Strategic Planning Framework for gender results:** The GSU, with the involvement of all technical units, should develop a strategic planning framework spelling out the results that the Unit should achieve and the rationale of how these results have been prioritized. This planning framework should set out the role of the Unit with respect to the gender architecture, including the coordination role of the GFPs, and the communication modalities with the rest of the gender architecture. The interface between the GSU and the sub-programme level Gender Advisers should be clearly established.

(c) **Revitalizing the GFP function:** The GSU should ensure that all GFPs receive updated Terms of Reference (TORs) that clearly articulate the gender specific results that they need to achieve and provide them with resources and support to carry out their mandate. Gender specific results should be linked to the monitoring, reporting and evaluation of their performance. The Unit should also develop a workplan to strengthen the GFP network, review the duration of the role which is currently limited to 2 years, assess their gender specific capacity needs and increase its focus on sharing knowledge and experiences. As a first step the GSU needs to organize monthly calls to facilitate the transferring of experiences between GFPs in different Sub-programmes and Regional, Sub-regional and Country offices.

Monitoring, Reporting and Evaluation

35. **Monitoring and reporting impact in terms of gender results:** Once the new Integrating Planning, Management and Reporting Solution System (IPMR system) is fully operational, Programme Performance Support Unit (PPSU), Policy and Programme Division with support from the GSU should ensure that monitoring and reporting move away from describing activities and compiling statistics and is tied to higher level gender results.

36. **Update the Guidance Note on Gender and integrate it as part of the overall guidance to evaluation consultants:** The Evaluation Office should compile a compendium of lessons

¹⁶ The evaluation notes that rather than individual advisers, the provision of accessible, sector-specific gender expertise could also be provided by an advisory group within each thematic sub-programme.

learned on gender interventions that help describe the six-point satisfaction scale of the Evaluation Matrix. It should also consider making a gender recommendation mandatory, and provide guidance on the need to provide narrative descriptions (together with illustrative examples) on the GEWE change assessed during evaluations.

37. **Assessment information for MTS/ PoWs and beyond:** Outcome 4 of the Executive Management in the PoW 2022-2023¹⁷, stipulates that the “number of UNEP projects assessed for gender quality impact” will be an indicator of the degree of implementation of Resolution 4/17 on promoting gender equality and human rights and empowerment of women and girls in environmental governance. The evaluation recommends that this reporting should go beyond numbers of evaluations and consider providing fuller accounts of gender results captured in evaluations for use in lesson learning and reporting. These could be showcased in the annual Progress Reports and presented to the SMT and CPR as appropriate. There may also be application in terms of UNEP’s inputs to Common Country Analyses (CCA) and to UN agencies and UN Sustainable Development Cooperation Frameworks.

Sustainability

38. **Revisit the use of gender goals in ePAS.** UNEP should review the guidance to incorporate gender goals at the ePAS level and identify relevant tasks for the year at hand for each staff member that will help strengthen gender mainstreaming. Managers should be accountable for this process and ensure that relevant gender related responsibilities are incorporated in the ePAS and relevant TORs for consultants. The Human Resources section should track this data and provide periodic feedback to managers and updates to the SMT on these gender goals and progress to make this exercise a meaningful contribution at the individual staff level to the challenge of ‘getting gender right’ articulated in the MTS.

¹⁷ UNEP/EA.5/3/Add.1, p.32

II. INTRODUCTION

A. Context

39. UNEP is the UN system's designated entity for addressing environmental issues at the global and regional levels. Its mandate is to coordinate the development of environmental policy consensus by keeping the global environment under review and bringing emerging issues to the attention of governments and the international community for action. UNEP is also responsible for driving the UN system's GEWE mandate within its environmental assessments and analyses, norms, guidelines, and methods. UNEP's efforts are aimed at ensuring added value for beneficiaries of its programmes, attention to SDGs and contribution to UN reform initiatives at all levels.

40. This evaluation is the first independent evaluation of the implementation of UNEP's Policy and Strategy for gender mainstreaming during the period 2015-2020. The GPS stipulated that the implementation of the policy and strategy should be evaluated at least once during the period of the plan using independent consultants managed by the UNEP Evaluation Office. This exercise would be timed "so that lessons learned can be factored into the design of the MTS for the next cycle".¹⁸ Independent evaluation of the gender mainstreaming strategy is also a requirement of one of the evaluation performance indicators in the UN-SWAP for GEWE. The SWAP stipulates that organizations aiming to reach the "Exceeds Requirement" category should conduct "at least one evaluation to assess corporate performance on gender mainstreaming or the equivalent every 5-8 years".¹⁹

B. Purpose of the Evaluation

41. The purpose of this Evaluation is to assess:

- (a) UNEP's progress in mainstreaming gender at the institutional level and throughout UNEP activities, and
- (b) UNEP's programmatic efforts in promoting GEWE in terms of access to, and control over, environmental resources.

42. The evaluation of the implementation of the GPS focuses on its implementation mechanisms including guidance provided by the GSU, tools that have been developed and the resources made available to operationalize the strategy. This evaluation assesses the priority accorded throughout the organization to implement the GPS, the resources provided to support mainstreaming of gender in programmatic work and efforts to develop technical capacity among UNEP staff in terms of mainstreaming gender into programme design, implementation, monitoring, evaluation and lessons learned. It also identifies the type and effectiveness of gender results in UNEP's programmatic interventions. Attention to promoting gender parity in the organization is also evaluated.

43. The findings are expected to feed into the formulation of the next GPS, inform strategic decision-making, particularly during the implementation of the current Medium-Term Strategy (2022-2025) and the relevant Programmes of Work (PoWs) formulated during this period. Its findings and conclusions are also expected to contribute to organizational learning and help

¹⁸ Gender Equality and the Environment, Policy and Strategy (GPS), UNEP, 2014, p.41

¹⁹ UN-SWAP 2.0, Accountability Framework for mainstreaming Gender Equality and the Empowerment of Women in United Nation Entities, Framework and Technical Guidance, Version 2, December 2019, p. 58

fulfil UNEP's accountability needs.

C. Gender Mainstreaming in UNEP:1985-2015

44. UNEP has had a long history of attention to gender starting with its hosting of a special session at Third World Conference on Women in Nairobi 1985. UNEP was active at the UN Conference on Environment (UNCED) held in Rio de Janeiro in 1992 which highlighted the vital role of women in environmental management and recognized that their full participation is essential to achieve sustainable development (Principle 20 Rio de Janeiro Declaration). In 1996, shortly after the Fourth World Conference on Women was held in Beijing, UNEP appointed a staff member to develop the first gender principles and gender sensitivity guidelines. Thereafter, the first Gender Focal Point (GFP) was appointed in 1999.

45. **The first 'UNEP Gender Strategy' was developed in 2000** which responded to decision 20/9 of 5 February 1999 on the role of women and the environment and development. The development of the strategy was "guided by the results of the 1999 project on interagency policy affairs and gender, which aimed to identify the needs of, and constraints on, the implementation of efforts to integrate gender considerations in UNEP activities".²⁰ In 2004, UNEP hosted the first Women's Environment assembly where women environmentalists from 60 countries participated and developed a "Manifesto on Women and the Environment". UNEP also produced two publications highlighting the link between women and the environment.²¹

46. The next significant gender activity was spurred by the 2004 Bali Strategic Plan of Action for Technology Support and Capacity Building where UNEP was "requested to formulate and integrate specific gender mainstreaming strategies, including education for women, in relevant policies and to promote the participation of women in environmental decision-making". In 2005, the UNEP Governing Council adopted decision 23/11 and "invited Governments to promote methods of work conducive to women's participation in environmental decision-making at all levels with the aim of achieving broad gender balance and actively to involve all stakeholders in their gender-equality and environment related activities." It also requested that the ED, "subject to the availability of extrabudgetary resources, to explore options for the development of an action plan."

47. **The second UNEP 'Gender Plan of Action' (GePA) was published in September 2006.** It contained a framework for integrating a gender perspective within UNEP and in its programmes for the period 2006-2010. In 2007, the UNEP Governing Council adopted Decision 24/7 and urged the ED to implement the Gender Plan of Action and invited governments to make voluntary contributions to facilitate the implementation of the Plan. The Council also called for the development of a monitoring and evaluation mechanism.

48. While a Gender Adviser was recruited in 2007 and a Gender Policy was drafted and presented to the SMT, it was not finalized or published. The July 2012 "Review of Gender Mainstreaming" explains that "The development of the gender policy started in 2006, but it was only finalized in 2008 when the GePA was already in operation. Consequently, the SMT decided not to pass the policy for approval by the UNEP Governing Council. The finalized policy was therefore not published." In effect, UNEP did not have an official Gender Policy. And GC decision 23/11 provided the key policy framework governing the GePA.

²⁰ Review of Gender Mainstreaming in UNEP, Franklina Mantilla, Evaluation Office, July 2012, p. 9 and 10.

²¹ "Women and Environment" and "Our Planet – Women Health and Environment".

49. In 2011, the ED requested the Evaluation Office to undertake a review of the implementation of the UNEP GePA during the period 2006-2011. This “Review of Gender Mainstreaming in UNEP” provides a comprehensive assessment of the effectiveness of the GePA. The following extract summarizes the overall conclusion:

“The evaluation findings suggest that UNEP has sought to mainstream gender into the core business processes of the organization. However, its efforts are not uniform in strength across the organization.

Mechanisms for gender mainstreaming have been put in place in some of the core areas of UNEP’s work, but these are not yet robust enough to ensure compliance and a meaningful integration of gender perspectives into operational or programmatic areas of work.

The low level of resource allocation from core funds and external funds mobilization, low awareness level of staff regarding the GePA, insufficient commitment by management and staff to promote meaningful gender mainstreaming, and inadequate mechanisms for ensuring results suggest that gender mainstreaming in UNEP is not yet sustainable.”

50. The review concludes with four strategic recommendations, nine institutional recommendations and six operational recommendations. The first of these is:

“...pursue the development of a corporate Gender Policy and Strategy by the end of 2012. The lack of a gender policy somehow reflects a limited institutional commitment to gender mainstreaming and weakens the very foundation for accountability within the organization. It should have i) a clear vision statement, well explained gender mainstreaming concepts as applied to UNEP work and a definition on how UNEP understands gender equality and equity within the environmental sector; ii) a results-based gender mainstreaming framework with strategic and operational objectives and results (both institutional and development results) orientation; and iii) operational and institutional priorities linked to UNEP programmatic or thematic priorities”.

51. An internal group of gender experts was appointed by the ED to examine the findings with particular attention to be paid to the UN-SWAP requirements that had been inaugurated by the United Nations Entity for Gender Equality and Women’s Empowerment (UN Women) in 2012 and recommend actions.

52. **The third ‘UNEP Policy and Strategy for Gender Equality and the Environment’ was completed in December 2014.** It was signed off by the ED in February 2015 and developed as an adjunct of UNEP’s Medium-Term Strategy, 2014-17 (MTS) and was to be implemented, monitored, and reported jointly with it. The GPS was based on system-wide standards set by the Rio+20 outcome document “The Future We Want” and the UN-SWAP endorsed by the Chief Executives Board. The foreword from the ED also conveyed the intention that the GPS and the MTS would be “progressively integrated during this and coming strategic planning periods, until we have a single gender-responsive MTS and corresponding Programme of Work”.²²

53. The 2015 GPS provided UNEP with a framework for addressing gender equality and women’s empowerment in a coherent and coordinated manner in its policies and programmes. It was intended to be implemented over a period of four years (i.e., 2014-2017). It is understood that the 2015 GPS continues to direct UNEP’s gender response until a new strategy is published.

²² UNEP GPS, p.6

D. Gender Mainstreaming in UNEP: 2015-2020

54. During the period 2015-2020, UNEP's annual Progress Reports have contained inputs on the implementation of the GPS. In March 2019, some 12 years after the previous decision by the Governing Council, the fourth United Nations Environment Assembly (UNEA) adopted Resolution UNEP/EA.4/Res.17 Promoting gender equality and the human rights and empowerment of women and girls in environmental governance. This Resolution mandated the UNEP ED to:

".. report at the fifth session of UNEA 5, on the implementation of UNEP's Policy and Strategy on Gender Equality and the Environment 2014-2017, including in UNEP's planning instruments, investment frameworks and the networks and sector- wide programs, based on the information gathered from Parties and stakeholders."

55. Accordingly, in February 2021, the ED presented a report to the fifth session of UNEA on the "Progress in the implementation of resolution 4/17 on the promotion of gender equality and the human rights and empowerment of women and girls in environmental governance: Report of the ED (UNEP/EA.5/12)". The fifth session of UNEA took note of the report and decided to review it at the eighth Annual Subcommittee meeting of the Committee of Permanent Representatives in 2021 and defer taking action thereon until the resumed meeting of the fifth session of the Environment Assembly in February and March 2022. The evaluation understands that Member States did not offer any comments, facilitate discussions or propose a new resolution at the sessions in 2022.

III. SCOPE, OBJECTIVES and METHODS

A. Scope and Objectives

56. The evaluation questions involve assessments of:
- the overall quality of the GPS, including: (a) reflection on the strengths and weaknesses of its design, and (b) recommendations for developing a TOC for the future.
 - consistency with the MTS and other institutional policies and standard operating procedures.
 - UNEP's programmatic performance against the objectives and expected results of the GPS to promote equality and in terms of access to and control over, environment resources.
 - the extent to which UNEP has delivered on the Gender Implementation Plan and extent to which resources to enable the implementation of the plan were made available and were sufficient.
 - the effectiveness of the Gender-Marker system in (a) strengthening UNEP's incorporation of gender equality objectives within project designs and (b) achieving gender equality results in its environment work.
 - extent to which the Gender Architecture set out in the policy has been established and used effectively by UNEP.
 - trends with respect to gender parity staffing during the period 2015-2020.
 - UNEP's role within the broader UN system to promote and support gender equality in environmental contexts, and the effectiveness of its engagement with partners.
 - UNEP's responsiveness to, and progress in delivery against SDG 5: Achieve gender equality and empower all women and girls.
57. The following evaluation criteria frame the assessment of the GPS:
- i. Strategic Relevance
 - ii. Effectiveness
 - iii. Financial Management
 - iv. Efficiency
 - v. Monitoring, Reporting and Accountability
 - vi. Sustainability
58. An evaluation matrix (Annex 2) details the questions relevant to each of the above areas of inquiry.

B. Evaluation Process and Methods

59. The UNEP Evaluation Office advertised the vacancy through the normal UN systems and mobilised an interview panel to review the applications and select a team of 2 consultants, preferably with experience of evaluating the gender work of other UN agencies. The interview panel comprised the Evaluation Manager assigned this evaluation, the Head Gender and Safeguards Unit and a second member of the Evaluation Office who had previously managed the Gender Policy Review for UN Habitat. All three position holders were women. Five applicants were shortlisted based on their cvs (2 men; 3 women). Following reviews of their past work, an interview and the collection of references, 2 experienced consultants were selected (both were women). An Evaluation Reference Group of 11 people was created in order to ensure that people with relevant technical experience were consulted

throughout the evaluation process (see Annex II). Members were selected based on the roles they hold and the final composition was proactively adjusted to increase the number of men to 4.

60. The evaluation was conducted during the period August 2021-March 2022. The Inception Phase involved review of key documents (as noted in Annex VI), introductory briefings by the Evaluation Office and 14 interviews with UNEP staff, partners and donors. An Inception Report was presented to the Evaluation Reference Group and finalized taking into consideration feedback from its members (See Annex II for List of ERG Members). This was followed by Data Collection and Analysis including further interviews, the circulation of two surveys and conducting of focus groups. A power point presentation of preliminary findings was held at a meeting with the Evaluation Office and other UNEP staff, including the Director of the Policy and Programme Division and the head of the GSU, in January 2022. Reporting writing and presentation of drafts and finalization took place between February and March 2022. The table below provides specifics of the process and methods used:

Table 1. Evaluation process and methods

METHOD	DESCRIPTION
Desk review of documents and secondary materials	Review of background documents including UNEP MTS and PoWs related to gender mainstreaming, UNEP policies, UN-SWAP reports as well as evaluation reports on gender in other UN entities and other relevant publications and documents
Semi-structured Interviews	14 at inception stage 32 individual interviews during data collection stage
Focus Groups	3 with Gender Focal Points and Regional Presence staff
Two Surveys	-Perception Survey targeting mid and senior level UNEP staff with 44% response rate (58 responses to 133 emails) ²³ -Gender Focal Point Survey with 33% response rate (18 respondents to 54 emails)

C. Limitations and risks

61. The Inception Report highlighted several limitations and risks. Prominent among these was the widespread lack of gender specific expected accomplishments in most Sub-programmes.²⁴ This affected the availability of gender analyses, data and gender performance information in projects and programme reports. To address this limitation and identify gender results in programmes, it was decided to use data from evaluation reports prepared by external consultants managed by the Evaluation Office. Focus was placed on those reports produced during the 2018-2020 period when guidance on how to assess gender was updated and systematized by the Evaluation Office. This database of reports contained specific ratings of the criteria “responsiveness to human rights and gender equity” which provided a credible representation of the type of gender attention and results found in UNEP projects and programmes.

²³ Not all questions were answered by the 58 respondents to the perception survey and the 18 respondents to the focal point survey.

²⁴ The GPS stipulated that “In compliance with UN Secretariat requirements, each Sub-Programme of the Strategic Framework 2016-2017 will be required to integrate gender language into at least one expected accomplishment. For the Strategic Framework 2018-2019 each Sub-Programme will be required to include at least one fully-fledged gender equality expected accomplishment in its Results Framework and incorporate gender language into others”. p. 35

62. Another critical limitation was the absence of budgetary information in terms of resources allocated and delivered to support GEWE activities under UNEP programmes and projects. While the Gender Marker, which was introduced in 2015, provides a notional idea of the expected level of resources for gender activities at the design stage, this information is not tracked so it is impossible to identify how much has been devoted to gender related activities. It also proved difficult to get consistent and accurate data on the level of spending on gender across the board in UNEP. This has a notable impact particularly when trying to assess the efficiency of GEWE efforts.

63. Most of the documentation reviewed for this evaluation was selected by the GSU and provided over a prolonged period of time. The documentation was provided in several batches and was often unsorted and duplicative thereby making it difficult and time consuming to identify the most relevant documents for analysis.

64. Finally, due to COVID-19 restrictions the evaluation was undertaken remotely and some respondents were working from home in less-than-optimal situations. This had an impact on the timing of interviews which were extended over a long period of time. Furthermore, remote interviews limited group learning dynamics that in-person focus groups can offer. While all efforts were made to conduct interviews during working hours, the global reach of the evaluation meant that in some instances these had to be conducted during non-working hours.

IV. EVALUATION FINDINGS

A. Strategic Relevance

Finding 1: UNEP has had three Gender Plans set in place since 2000. All contained promising statements and ambitious objectives followed by inadequate leadership and priority attention from senior management. This led to waning momentum in delivery together with a critical lack of shared understanding and visibility of gender issues across the organization. In short, during the past 20 years, UNEP has yet to fully commit to ensuring that gender is a key area of strategic relevance and programme excellence.

65. **Promising starts and lack of follow through:** As the lead organization to coordinate environmental matters within the UN system, UNEP has a critical mandate to drive the achievement of the system's gender equality mandate in its environmental assessments and analyses, norms, guidelines and methods. However, the history of gender mainstreaming in UNEP has been a story of promising starts followed by inconsistent leadership and senior management attention to the issue. This is reflected in the intermittent attention to the implementation of the GPS during the period 2015-2020 and a serious under-resourcing of efforts to build technical capacity and promote gender programming in UNEP. When asked to rate UNEP's track record as the lead agency to drive the achievement of the gender equality mandate in its environmental assessments and analyses, of the 42 respondents who provided a rating, 17 (40%) indicated it was 'acceptable', 13 (30%) responded that it was 'poor', and 8 (19%) indicating it was 'good' and 2 (5%) rating it as 'very good'.

66. Most staff interviewed and surveyed for this evaluation were aware of the GPS and welcomed it as a statement of policy to establish GEWE as a UNEP priority. As one survey respondent put it, "*It is a starting point and set out a framework but is now out of date. It could also benefit from more concrete guidance on exactly how we should be working on gender*". There was also acknowledgement that the policy was "*overdue when it was released... but better later than never.*"²⁵

67. **No common understanding:** The evaluation found that there are multiple views regarding the role of gender mainstreaming in UNEP. At one end there is ambivalence as to whether addressing gender was a key priority in an organization devoted to science, norm setting and policy advice. At the other, there is a view that that gender was "*part of our DNA*", particularly when considering its relevance to the SDGs and the opportunity presented by UN Reform to 'deliver as one' at the country and regional levels. Still other interviewees saw UNEP's efforts to ensure gender parity on the panels they organized and collecting gender disaggregated of workshop attendees as marking progress in GEWE.

68. **Lack of actionable guidance:** The absence of a shared corporate understanding about GEWE was often coupled with an indication of the need for actionable guidance on the approaches and techniques required to 'engender' UNEP sub-programmes. To quote one survey respondent, "Many staff question why this is important in their niche areas of technical environment work but inherently realise its importance. More examples of gendered effects of the technical areas of UNEP's work would be helpful." Given the nature and technical complexity of UNEP sub-programmes, there was no 'one size fits all' approach that can be

²⁵ "A UNEP draft Gender Policy was developed over 2006-2008 and presented to the Senior Management Team in July 2008. The draft policy was, however, not finalized nor published". Terms of Reference for the Independent Evaluation of UNEP's Policy and Strategy for Gender Equality and the Environment, 2015-2020, p.

adopted and gender approaches and guidance will need to be tailored to the requirements of each of UNEP's seven sub-programmes. This will pose a significant challenge for the new Gender Strategy.

69. **Critical opportunity for UNEP:** As to the strategic relevance of gender for UNEP at this specific juncture, interviewees point to the critical opportunity that UNEP has to refresh its approach. Three factors are key entry points for this rethinking: first, the new MTS with its focus on the triple planetary crises of climate, nature, and pollution was seen as highly relevant to gender – as one interviewee put it *“if you work in any of those three areas you will be supporting, directly or indirectly, the issue of gender”*. Secondly, the consultative and participatory nature of the formulation of the MTS with its commitment to ‘getting gender right’²⁶, has laid the foundation for recalibration of the UNEP approach to gender. Third, the increased impetus towards working collaboratively with UN System agencies, and country teams has resulted in an increased demand for UNEP's technical expertise and support from Resident Coordinators and UN system partners and Member States at the national and regional levels.

Finding 2: The absence of a strong gender focus in UNEP's main strategic framework, the Medium-Term Strategy, has hindered the integration of gender in UNEP's programmatic work and contributed to the perception that gender is not a core component of its work.

70. According to UNEP's GPS, the GPS and the MTS should be implemented, monitored and reported on jointly. Both documents should be progressively integrated *“until we have a single gender-responsive MTS and corresponding Programme of Work.”*²⁷ The MTS documents corresponding to the period under review (MTS 2014-2017 and MTS 2018-2021) recognize gender equality as an operating principle that should guide the implementation of the MTSs and PoWs. For example, the MTS 2018-2021 reiterates UNEP's responsibility *“to model good practice and drive the achievement of gender equality and other rights-based frameworks in its environmental-related activities, including assessments and analyses, norms, guidelines and methods.”*²⁸

71. However, both documents lack high-level gender-related results and indicators. The lack of strategic focus on gender in the MTSs (2014-2017 and 2018-2021) has resulted in a limited integration of gender in UNEP's programmatic work as well as in operationalizing its business model. The evaluation team was informed that UNEP has already begun to put in place measures aimed at meeting the targets for gender equality and women's empowerment by 2025. The new MTS (2022 - 2025) highlights gender as central to UNEP's vision for Agenda 2030 and includes gender as part of the guiding principles and the actions and interventions underpinning the achievements of several sub-programmes. This is certainly a positive step forward and will require priority attention from the SMT and other key stakeholders.

Finding 3: The contribution of the GPS to advance evolving concepts and approaches to gender has been limited as many staff members in the organization continue to equate gender to achieving gender parity. As a result, tackling gender inequalities and

²⁶ The MTS 2022-2025 *“Getting gender right: increased responsiveness to gender equality and human rights. The focus will be on operationalizing gender and human rights dimensions and non-discrimination issues in programme and project design. UNEP will foster the widespread use of a gender lens to ensure that gender is fully embedded and integrated through associated principles. Linkages between gender indicators, gender disaggregated data and policy recommendations will be observed and applied, as will gender-informed feedback loops and reinforced monitoring frameworks. UNEP will also collect good practices that can be shared at the wider United Nations level”*. P.13

²⁷ GPS 2014 – 2017, page 6.

²⁸ UNEP MTS 2018-2021, page 21.

discrimination to achieve SDG 5 and “leave no one behind” continues to be a challenge.

72. Many staff members have a limited understanding of what gender mainstreaming means. Although expertise in this area may vary within the organization, the general sense among many of the people interviewed and surveyed is that there is not a clear understanding of what gender mainstreaming means in relation to their portfolios. Some staff tend to equate gender mainstreaming with gender parity and moving beyond counting numbers continues to be challenging. In the next gender policy and subsequent strategic documents, UNEP should reflect on the needs of all persons including gender-diverse and transgender persons.

73. For example, 22 (50%) of 44 respondents to the perception survey and 11 (68.75%) of 16 GFPs did not think that there was a shared understanding of what gender mainstreaming means among managers and staff at UNEP.

74. The GPS was informed by the Rio+20 outcome document and the Millennium Development Goals, but it was not designed in alignment with the SDGs. The MTS 2018-2021 includes an overview of SDGs targeted by UNEP sub-programmes, but only one out of the seven sub-programmes, Environment Under Review, includes a target on SDG 5 on gender equality. Consequently, not many projects integrate SDG 5. In a recent report to UNEA, the ED pointed out: “An analysis of UNEP projects implemented in the 2018–2019 biennium reveals that, of the 104 projects implemented, only 14 contributed to the achievement of Sustainable Development Goal 5.”²⁹ In addition, several respondents stressed that it was difficult to track whether any work had been done on SDG 5. While projects must identify what SDG the particular work is connected to, SDGs are not linked to the results framework or the project expenditure. As a result, not much reporting is done on this.

B. Effectiveness

Finding 4: The GPS was both ambitious and detailed. While it commanded senior management attention in the immediate years following its launch and an Implementation Plan was prepared for the 2014-2017 period, there is no evidence that this plan was finalized and used as a monitoring instrument. The Gender Steering Board (GSB), that was to meet every six months, met just three times during five years and the Gender Implementation Committee (GIC) was convened a total of four times during 2016-2017. The evaluation finds that the GPS ceased to be of operational relevance within the first two years after its launch. Reporting to the UN Women’s SWAP on an annual basis seems to have become a substitute to tracking GPS implementation in a systematic manner.

75. **The formulation of the GPS document can be considered the most visible uptake of the recommendations of the 2012 GePA review:** The formulation of the GPS (2014-2017) had a long gestation period. It was developed in 2013 with a consultative process that took place during 2014 and submitted to the SMT for approval in early 2015. It is a comprehensive document which articulates UNEP’s policy statement on Gender and Environment together with a vision, goal, objectives and guiding principles. The GPS also commits to put in place institutional arrangements, gender parity at all levels and provide programmatic technical assistance so that “policies, plans and programmes achieve clearly articulated, time-bound and measurable gender equality and women’s empowerment results in each of UNEP’s sub-

²⁹ Progress in the implementation of resolution 4/17 on promoting gender equality and the human rights and empowerment of women and girls in environmental governance, Report of the Executive Director, UNEP/EA.5/12, page 9.

programme areas, identified based on gender analysis, assessed against clearly defined baseline data disaggregated by sex and age³⁰.

76. **Follow-up on 2012 review recommendations is difficult to ascertain:** To answer the evaluation question on the implementation of the recommendations, the evaluation researched the status of this report within UNEP. Three documents were provided. The first was a "Management Response" from July 2012 which was notated as a 'draft for discussion'. The finalized version was not available. The second document was a power point presentation of the conclusions of the Gender Task Team dated August 2013, which summarised what UNEP has done so far, and made recommendations based on its analysis of the review report. The third document was an 'Implementation Plan for Recommendations for Review of the Gender Mainstreaming Recommendations' prepared by the GSU which contains a list of 21 recommendations, 6 of which were marked closed and 15 that remained open.

77. **Imbalance in presentation and structure of the GPS:** The evaluation finds that as detailed as the GPS is, as a strategic document there is an imbalance in its presentation. Most strikingly there is disproportionate priority focusing on the "Business Model for Gender Mainstreaming" instead of making programmatic results the focus of GPS.³¹ As one UNEP staffer noted *"the balance was not quite right- the gender policy's focus was on internal staffing issues when the focus should have been more on the programming side and incentivizing and capacitating teams to take gender considerations on board and going beyond baseline analyses to actually having projects that were transformative"*. A staff member who had recently volunteered to be GFP had requested further information on the duties and been given copies of the GPS and the UN-SWAP documents, and noted, *"to be honest, I did not refer to either of these documents because they were quite hefty and what we needed was a kind of translation between these documents and what was expected of a focal point in terms of actionable tasks... that kind of guidance was lacking"*.

78. **Lacked a results-based framework:** The 2012 Review had flagged the critical need for a results-based framework and the GPS stipulated that "Each sub-programme will undertake gender analysis of its thematic priorities and integrate gender language into at least one accomplishment" (paragraph 143). As noted in paragraph 142 of the GPS, "to facilitate preparations for the next planning cycle the GSSU will be included as a full member of the preparatory process for the next MTS from the earliest point of its inception and throughout". There is limited evidence that these plans at sub-programme level were realised organization-wide in the 2014-17 or 2018-2021 MTS development processes, and the evaluation finds this a critical lapse in the implementation of the GPS.³²

79. **Not a 'living' document:** While the GPS had been prepared by 2013, the GSU indicated that implementation began in earnest only in late 2015. The original end date was 2017 and there was no formal extension of the GPS. When queried, the GSU indicated that the reason was that the GPS *"continued to be relevant"* and that no SMT decision was taken to extend the GPS duration. Such a lack of attention to formally updating and extending the GPS mirrors the approach paid to the previous GePA (the 2012 review notes that more than a year had elapsed from the end of the GePA). It also underscores the lack of accountability in terms of

³⁰ GPS, para 14.

³¹ Gender Strategies formulated in HABITAT, FAO and UNDP for example all put priority on programmatic issues and see institutional arrangements as buttressing the implementation of the programmatic strategies and standards (in the case of FAO).

³² UNEP clarified that "the Head of the GSU has always been involved in the development of the MTS and POW since 2008". (In 2015, the GSU was known as the Gender and Social Safeguards Unit – GSSU).

attention to the GPS implementation which reinforces the status of the GPS as an internal document that lacked priority, relevance, and attention.

80. **Programmatic results - a few “islands of promise/success”:** The absence of a results-based framework and a reporting system with expected accomplishments and indicators has been a major obstacle in terms of identifying gender results that can be attributed to the impact of the GPS. This was highlighted in the Inception Report for this evaluation. It was agreed that to address this gap, the evaluation would use evaluation reports that included assessment of the gender and human rights coverage. In 2018, the Evaluation Office instituted a stand-alone evaluation criterion against which evaluation consultants assessed³³ the ‘responsiveness to human rights and gender equality’ a ratings system to address the “responsiveness to human rights and gender equality” by evaluation consultants. While 20% of the projects got ‘satisfactory’ ratings, 31% were rated ‘moderately satisfactory’. Only 3 projects were rated as ‘highly satisfactory’. It is noted that as terminal evaluations are carried out at the end or project operational completion there is often at least a 5-year lag between project design and project evaluation. The evaluation has drawn on these highly rated evaluations to assess the type of gender results as summarised in the following paragraphs. (See also paragraphs under the Evaluation section and Annex 4 which provides an assessment of these evaluations using the five-point ‘Gender Results Effectiveness Scale’³⁴).

81. In terms of gender results, the project **“Promoting Peace over Natural Resources in Darfur and Kordofan”** has recorded genuine integration of women at all levels of the project. They have been involved in peace forums to ensure reduced conflicts over natural resource use, managed savings groups and funds and contributed to decision-making on selling and purchasing animals and livestock.

82. The **“Expanding Forest Stewardship Council (FSC) Certification at landscape level through incorporating additional eco-system services”** used participatory processes at the local level. In Nepal it was successful in terms of ensuring the participation of the most marginalized communities (Dalits) and women who were trained in local community forestry groups and participated in assemblies to endorse forest management plans. The project involved pilot-testing of complex technical approaches to forest stewardship and involved multiple stakeholders. In Chile, women are managing companies and organisations in FSC Chile and the pilot areas in that country.

83. The **Access and Benefit sharing (ABS) Guatemala: Access to and Benefit Sharing and Protection of Traditional Knowledge to Promote Biodiversity Conservation and Sustainable Use** evaluation highlights the role of women in the preparation of ‘Genetic Resources’ and ‘Traditional Knowledge’ catalogues in two rural municipalities and notes that women are generally responsible for the botanical gardens where medicinal plants are cultivated for use by families. Women teachers have also in the pilot effort to introduce “Traditional Knowledge” in primary schools.

84. Gender has also been featured in joint programmes in which UNEP has been a key participant. Prominent among these is the Joint **UNDP-UNEP Poverty and Environment Initiative (PEI)** global programme active in 25 countries during 2013-2018. This programme

³³ The Evaluation Office assesses performance against a six-point scale labelled Highly Unsatisfactory, Unsatisfactory, Moderately Unsatisfactory, Moderately Satisfactory, Satisfactory and Highly Satisfactory.

³⁴ The ‘Gender Results Effective Scale’ (GRES) five-point scale: Gender Negative, Gender Blind, Gender Targeted, Gender Responsive and Gender Transformative.

evolved over 13 years to mainstream poverty-environment linkages into national, sectoral and subnational plans. The last phase saw an emphasis on including gender issues and undertook a range of initiatives involving UN Women, UNEP and UNDP gender and poverty specialists.

85. The PEI terminal evaluation catalogues a host of varied activities such as publications, handbooks, training material, seminars and supported policy level interventions. Prominent among these many outputs are a publication on “The Cost of the Gender Gap in Agricultural Productivity” in Malawi, Tanzania and Uganda. Six other African countries have requested that similar research be done on the of the gender gap in agricultural productivity in their specific contexts. A toolkit for secondary school schools using research from the project has also been prepared. Support has been provided to Indonesia’s Ministry of Finance to assess the responsiveness of climate related budgets to gender inequality and poverty. The 2019 evaluation concluded that while ground-breaking work has been done to address the marginalisation of environmental issues, “the gender assessments and studies supported by the PEI project typically revealed low levels of awareness and inadequate structures and capacity to integrate gender equality in the context of the poverty-environment nexus in development plans and budgets”.³⁵

86. Another joint project that was frequently mentioned in interviews was the joint **UNEP and UN Women EmPower project** which targets Bangladesh, Cambodia and Vietnam to address the nexus between gender and climate change. This programme is to be evaluated in 2022 and therefore not included in this evaluation report.

Finding 5: UNEP has consistently reported on its performance in terms of the UN-SWAP during the period 2015-2020. The evaluation finds that annual UN-SWAP reporting has in effect eclipsed reporting on the implementation of the GPS itself. UN-SWAP aggregate results have been on the low side since 2018. UN-SWAP scorecards have not been consistently shared internally within UNEP nor used as an instrument for assessing results and analysing areas that required attention and self-correction, which is a missed opportunity.

87. The GPS was designed to take account of the UN-SWAP introduced in 2012 by UN Women, which added strength to its relevance. Annual letters from UN Women highlighted areas of UNEP leadership and innovation. For example, the 2015 letter notes progress in making the online “I know gender” course available to all staff and welcomes the introduction of the Gender Marker. The 2018 letter notes that the ED had joined the Gender Champions and UNEP was awarded a Certificate of Achievement for notable progress in meeting or exceeding UN-SWAP 1.0 requirements.

88. The chart below provides details of the UN-SWAP ratings for the period 2015-2017 which documents high ratings during the UN-SWAP 1.0 period and lower ratings when UN-SWAP 2.0 was applied from 2018 through 2020.

³⁵ Final Programme Evaluation of Joint UNDP UN Environment Poverty Environment Initiative (PEI) 2013-2018, Final Report, 12 April 2019, p.36,

UNEP's SWAP PI Scores Over 6 Years

Scoring range



Year	2015	2016	2017	2018	2019	2020
policy and plan	4	4	4	2	3	4
Gender responsive performance management	3	3	3	3	4	3
Leadership (SWAP 2.0, 2018)				3	3	4
Strategic planning	4	4	4	2	1	2
Monitoring and reporting	4	4	4	1	2	2
Programmatic Gender-related SDG results (SWAP 2.0, 2018)				1	3	3
Evaluation	1	2	2	2	3	2
Gender responsive auditing	3	3	3	4	4	4
Programme review	4	4	4			
Resource tracking	2	2	2	2	2	2
Resource allocation	2	2	2	2	1	2
Gender architecture	4	3	4	3	3	3
Organizational culture	2	2	4	1	2	2
Equal representation of women (SWAP 2.0, 2018)				2	2	2
Capacity assessment	2	3	3	1	1	2
Capacity development	4	4	4	2	3	3
Knowledge generation and communication	4	4	4	2	2	4
Coherence	4	4	3	2	2	2

Source: UNEP SWAP Reports 2015-2020

Created with Datawrapper

Table 2: UNEP's SWAP PI Scores Over 6

89. The UN-SWAP 2.0 released in 2018 updated the scorecard to promote alignment with the SDG indicators and focused on evidence of results and financial and resource allocations. The results of these changes in the UN-SWAP methodology are reflected in the following table which provides aggregate ratings for 'Meets' and 'Exceeds' in UNEP ratings.

Table 3: UNEP Aggregate Ratings for 'Meets' and 'Exceeds' Requirements

UN-SWAP 1.0			UN-SWAP 2.0 (changed methodology)		
2015	2016	2017	2018	2019	2020
71%	78%	86%	40%	47%	47%

90. The trend line above provides a snapshot of the challenges in terms of consistency in annual reporting when new indicators are introduced. Quality assurance and credibility concerns are also challenges associated with self-reporting³⁶. One interviewee noted that “for many years ...UNEP’s assessment of itself with gender was quite positive. That trend continued for quite a while until in recent years when things have changed.” Another interviewee noted, with reference to the 2019 and 2020 UN SWAP, that when benchmarked against other agencies “UNEP is at the very bottom” even when compared to other UN Secretariat entities.

91. **UN-SWAP results not shared within UNEP:** The evaluation also found little evidence of sharing of the UN-SWAP results within the organization. The exercise was centrally managed with little systematic input from staff who were part of the ‘Gender Architecture.’ Reporting to and discussions of the UN-SWAP in the SMT did not happen on a regular basis during the period 2015-2020. GFPs confirmed³⁷ that they had not been involved directly in contributing to the UN-SWAP. Other senior staff who were interviewed indicated little or no knowledge of the UN-SWAP process and the score card introduced in 2018 as an annual exercise.

92. Since 2020 there has been increased senior management attention to improving UN-SWAP reporting rates and this is reflected in the steady improvement in the ‘Leadership’ dimension which met the “exceeds” criteria in 2020. The priority being accorded to improvement in UN-SWAP is also seen in the MTS which has set a goal that UN-SWAP ratings should achieve at 82% aggregate rating, by the end of 2023.³⁸

Finding 6: The establishment and implementation of the Gender Marker have contributed to strengthen the integration of gender in project proposals and raise awareness among project managers. However, this has not translated into the systematic mainstreaming of gender in UNEP’s programmatic work. The evidence reviewed indicates several obstacles preventing the Gender Marker from achieving this goal.

93. The Gender Marker was introduced in UNEP as a requirement of the GPS (paragraph 103-104) and the UN-SWAP to ensure that projects fulfil minimum standards on gender

³⁶ The Joint Inspection Unit observed in JIU/REP/2019/2 notes the following: “The measures implemented, the policies developed and practices followed are adequate to indicate that quality assurance has been taken seriously within most reporting entities. Yet, the fact that the system-wide Action Plan is based on self-assessment and self-reporting is important when considering credibility, and reporting must not simply be a bureaucratic exercise but report the real situation of each reporting entity...” (page iv). The only UN-SWAP indicator that is independently verified by an external consultant is in “Evaluation”.

³⁷ In response to the survey question put to GFPs, ‘Do you agree that you have contributed to the Annual SWAP reporting process?’ the median response was between ‘disagree’ and ‘strongly disagree’.

³⁸ Examples of this increased attention by the SMT are seen in (1) memo circulated by the Director of PPD providing an update of the UN-SWAP implementation; (2) Annex 2 of the SMT report for 2020; and (3) Priority 6 of the SMT workplan labelled “Demonstrate gender equality and the empowerment of women systematically across UNEP interventions”.

mainstreaming. UNEP piloted the Gender Marker in 2015 and started its formal implementation in January 2016.

94. The Gender Marker introduces a coding system³⁹ that assesses if, and how, gender considerations are reflected in the context analysis, implementation, logical framework and budget of a project document. Project proponents assign a coding to their project, which is later reviewed by the GSU at the Project Review Committee (PRC). The GSU also provides suggestions and recommendations to improve the coding. To attain a better Gender Marker a revised project document must be submitted to GSU before it is approved by Project Review Committee.⁴⁰

95. According to UNEP’s statistics, there has been a considerable improvement with “full compliance rates increased from 4.8 per cent in 2015 to 30.8 per cent in 2017 before declining slightly to 28.1 per cent in 2019.”⁴¹ More recent statistics from the GSU for 2020, report an increase in the number of well mainstreamed projects and a decrease in partially mainstreamed projects (see graph below). The evaluation team was informed that the review of the final projects of 2020 shows that 76% of the projects met the Gender Marker code of 2a.⁴² Additionally, in November 2020, UNEP SMT recommended that by December 2021 all projects have a Gender Marker code of 2.⁴³

Percentage of UNEP Projects Distribution by Gender Code

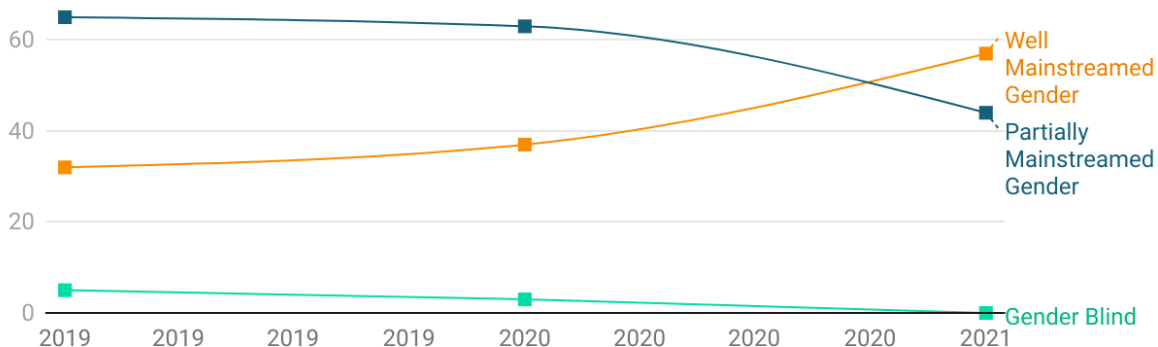


Figure 1: Percentage of UNEP Project Distribution by Gender Code

³⁹ The marker categories are:

0: gender blind: Gender relevance is evident but not at all reflected in the project document

1: gender partially mainstreamed: Gender is reflected in the context, implementation, log frame, or the budget

2a. Gender well mainstreamed throughout: Gender is reflected in the context, implementation, log frame, and the budget

2b. Targeted action on gender (to advance gender equity): [includes where]¹ the principal purpose of the project is to advance gender equality

n/a: Gender is not considered applicable: A gender analysis reveals that the project does not have direct interactions with and/or impacts on people, therefore, gender is considered not applicable.

⁴⁰ The overall performance of UNEP for the Gender Marker is monitored and translated into a corporate indicator, “percentage of new projects that receive a Gender Marker code of 2a or 2b”, to be reported in UNEP annual report and at meetings with the Committee of Permanent Representatives and major donors. Progress in the implementation of resolution 4/17 on promoting gender equality and the human rights and empowerment of women and girls in environmental governance, Report of the Executive Director, UNEP/EA.5/12, para 13.

⁴¹ UNEP/EA.5/12

⁴² Gender marker code 2a represents a project design in which gender is well mainstreamed: reflected in the context, implementation, logframe, and the budget.

⁴³ UNEP/EA.5/12, para 38.

96. Nonetheless, the usefulness of the Gender Marker in mainstreaming gender in project design received a mixed review from the different respondents interviewed by the evaluation team. While some respondents noted that the development and implementation of the Gender Marker has contributed to strengthening gender mainstreaming in project designs, others view the Gender Marker as a 'tick the box' exercise and did not find it sufficiently meaningful. For example, according to some respondents, many staff still feel that by simply including a percentage of women in workshops or other activities, projects can get a pass. Another interviewee stressed that *"the Project Review Committee needs to be empowered not to approve projects that did not have a gender dimension."*

97. Still, several respondents noted that even if the Gender Marker has not achieved its intended goal to incorporate gender equality in project design effectively, it has nevertheless contributed to increase awareness and help project managers think about how gender impacts their particular portfolio. *"Having a gender team that looks at projects that assesses them with a gender lens is a strength. I think that without the gender unit, you would get a lot less focus on that. Some people might say yes, it's a check the mark kind of thing, which it could be for some, but for others it forces them to actually go through that process and go through some level of deep thinking to see how their work can impact gender. It requires project managers to rethink the work that has been done."*

98. A couple of respondents were not at all familiar with the Gender Marker or had only recently learned about it, which indicates the need to increase outreach and circulate relevant information more widely among staff.

99. The evidence reviewed, including interviews with staff at headquarters and in regional presences provide some qualitative information about the main obstacles hindering the effectiveness of the gender marker, including:

100. **The implementation of the gender marker is for the most part voluntary.** The GSU provides recommendations to strengthen gender in project proposals but there has been no mechanism in place to ensure that those recommendations are implemented. UNEP's ED has committed to ensure that 70% of all new projects approved by UNEP have a Gender Marker code of at least 2 rating (i.e., gender is reflected in the context analysis, implementation, log frame, and the budget) by December 2021. This commitment is indeed a driver for the implementation of the Gender Marker.

101. The evaluation team was informed that the GSU has been involved in PRC since 2014 and gets involved when the PRC report has been sent to the proponents and their gender integration needs to be enhanced (that is when the Gender Marker code was 1⁴⁴ at the PRC stage). Through these collaborations, gender is mainstreamed in projects to meet a Gender Marker code of 2a. While the Gender Marker was made mandatory, interviewees indicated that the application of the Gender Marker system remains mostly voluntary and the accountability for it rests with the respective sub-programmes and the GSU has no mandate or authority to enforce the Gender Marker.

102. Additionally, for projects financed through the GEF there is no consultation or revision to enhance the Gender Marker. *"If the check indicates the project should remain coded with a Gender Marker of 1, there is no consultation with the proponents to enhance their projects because they are already final."* GCF projects mostly meet the Gender Marker code of 2a as GCF gender requirements are more stringent.

⁴⁴ Gender marker code 1 represents a project design in which gender is reflected in the context, implementation, logframe, or the budget

103. **Gender mainstreaming in projects' log frames and budgets is still falling behind.** According to many respondents, gender mainstreaming in the projects' contextual analysis is improving, but to ensure gender related results, it is essential to fully integrate gender in project's logical frameworks and budgets. *"Here it is when [the Gender Marker] can become a tick in the box exercise, where you say, let's add one or two gender training workshops to make the point."* The two last reviews of the Multilateral Organisation Performance Assessment Network (MOPAN) have highlighted UNEP's shortcomings delivering gender results at the project level.⁴⁵

104. The lack of gender integration in projects' log frames and budgets have a direct impact on UNEP's capability to monitor and evaluate gender results. To be meaningful, the Gender Marker needs to be seen as the first step of a larger process in the project and programme life cycle where the Marker is tracked in terms of budget allocation, reporting, monitoring, review and evaluation. As one interviewee put it *"UNEP needs to invest more in support to project implementation throughout the life cycle of the project. Currently it's all very heavily focused on the initial parts. Also, if UNEP is really going to be taking gender and safeguards seriously, we need to be looking beyond two professionals.... Every project review committee that we hold, has to have the gender and safeguards advisers reviewing the project documents."* The data provided by the GSU indicates that during 2020 there were 59 PRC meetings and 43 Concept Review Committee (CRC) Meetings attended by the GSU staff - which is a heavy load for a single GSU staff member who is sometimes assisted by an intern or colleague.

105. **Staff's capacity to implement the Gender Marker is limited.** For the most part, staff lack sufficient knowledge to mainstream gender into project design and to move beyond counting numbers in gender disaggregated targets and indicators. A significant number of respondents noted that there is not a good understanding of what gender means in highly technical and normative and standard setting projects and stressed the need for more operational assistance and specific guidance on how to mainstream gender into their portfolios. *"I have not seen the lessons we have learned as an organization in streaming gender and picking out the good practices or examples that we can emulate in the next cycle"* stressed one respondent.

106. As the perception survey reveals, more efforts are needed to build the capacities of staff to mainstream gender into their work. 24 (54.5%) of 44 respondents indicated the need to strengthen their capacities to understand and better apply a gender lens in their work and 38 out of 48 (79%) respondents indicated that they had not participated in the two-day Gender and Results-Based Management (RBM) training.

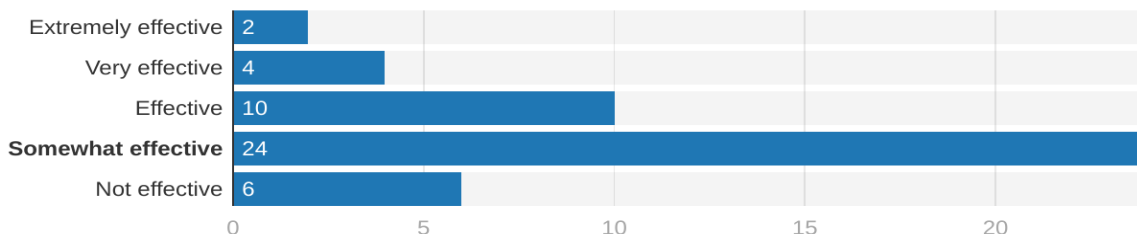
107. For example, in 2015 the GSU produced Guidelines for the UNEP Gender Marker and in 2016, the Unit developed the Gender Marker Two-Pager Series. This Series offers practical examples showcasing good practices on the implementation of the Gender Marker in different components of projects developed by several sub-programmes. This sharing of good practices, however, seems to have been discontinued since then.

108. Integrating gender specific examples and best practices like those highlighted in the Gender Marker series can help project managers to look at gender as an integral element of project design and move away from the perception of gender as an afterthought. The Perception Survey provided information (figure 2) on the effectiveness of the products and supports from the Gender and Safeguards Unit. More than half (52% or 24 of the total of 46

⁴⁵ MOPAN Assessment Report, United Nations Environment Programme (UNEP), 2020 Assessment Cycle, November 2021. See also report from 2016.

respondents) rated products and support as “somewhat effective”, 10 respondents (21%) said that they were ‘effective’ and 6 (13%) said they were “very effective” or extremely effective”.

Response to Perception of the Effectiveness of the Products and Support from the Gender & Safeguards Unit



Source: Perception Survey, 2020

Figure 2. Response to Perception of the Effectiveness of the Products and Support from the Gender & Safeguards Unit

109. To influence project design, **the involvement of the GSU should be mandatory during the planning stage of the Concept Review Committee process.** However, submitting a concept note for review through the CRC process is a voluntary step in the project development process, so it is up to the project proponents to submit their concept note for review. According to the information reviewed, in 2020 and 2021, the GSU reviewed 100% of the concept notes that were submitted to the CRC. A respondent highlighted the positive effects of engaging the GSU in dialogue with project managers when new projects are being designed, and before they reach the PRC stage. While at this stage there is no gender coding, the GSU’s observations and comments of potential pitfalls and gender-sensitive opportunities can help shape the project design.

Finding 7: There has been notable success in promoting gender parity, particularly within the senior professional staff levels of the organization. A 2018 “Roadmap for Gender Parity” and consistent attention from senior management has contributed to this success. However, the evaluation found some unease among the staff surveyed and interviewed that this gain came at the cost of diminished career prospects for men. There has been little attention in terms of briefing staff on the push for parity. Another pervasive downside of the parity gains was that many staff interviewed equated parity gains as progress in terms of gender results.

110. Achieving a 50/50 gender balance at all levels of staff, representation of women from developing countries and the principle of equitable geographical representation have been the cornerstone of GEWE within the UN system since 2001⁴⁶. The Chief Executives Board made this approach a central pillar of its System Wide Policy on Gender Equality in 2006 which led to the formulation of the UN-SWAP for gender mainstreaming in 2012.⁴⁷ The GPS makes specific reference to targets to achieve a corporate goal of “45 per cent female staff at all levels P4 and above and at least 30 per cent male staff at G7 and below by the end of 2017.”⁴⁸ A Gender Parity Implementation Plan with actions and targets through 2028, was formulated in 2018.⁴⁹

⁴⁶ ECOSOC Resolution 2009/12; General Assembly Resolution S-32, 60/1 and 64/141

⁴⁷ The System-wide Policy on Gender Equality and the Empowerment of Women: focusing on results and impacts. CEB/2006/2

⁴⁸ GPS, p.30

⁴⁹ UNEP Gender Parity Implementation Plan.

111. In 2017, UNEP reporting to the SWAP noted that the overall gender distribution of UNEP staff was 58% female and 42% male. By June 2020, gender distribution was reported as 61% female and 39% male. In terms of progress on Gender Parity at the Professional Level, at the end of 2021, UNEP reported that it had met or exceeded the Gender Parity targets at the P2 through P4 levels and then at D1 to USG levels. Parity has yet to be achieved at the P4 and P5 levels.⁵⁰ The chart below provides details of the 2020 data for both the Professional and General Service levels.

Table 4: Distribution of staff at UNEP by Gender

Secretariat												
Gender	USG	ASG	D-2	D-1	P-5	P-4	P-3	P-2	Professional and above	NPO	GS	Grand total
Female	1	1	3	14	43	78	99	57	296	3	259	558
Male		1	1	26	57	96	58	24	263	3	92	358
Multilateral Environmental Agreements												
Gender	USG	ASG	D-2	D-1	P-5	P-4	P-3	P-2	Professional and above	NPO	GS	Grand total
Female		1	2	5	16	29	28	14	95	0	111	206
Male			2	5	21	24	21	15	88	0	36	124
TOTAL	1	3	8	50	137	227	206	110	742	6	498	1246

Note: USG=Under-Secretary-General; ASG=Assistant Secretary-General; D=Director; P=Professional; NPO=National Professional Officer; GS=General Service

Source: CPR Quarterly Report April-June 2020

112. Gender parity issues have received consistent attention by successive EDs given the mandate from the Secretary General and the annual compact reporting to the SG. Surveys indicated that 33 (75%) of 44 respondents at senior and mid-level staff agreed and the majority of those interviewed, agreed that gender parity at all staff levels was a key priority and contributes to progress in ensuring equality. However, most of those respondents who provided explanations for their response were critical of the process that has been adopted, as seen from the following extracts:

“Current imperatives on addressing gender balance at the P5 and D1 levels are disenfranchising excellent male staff who deserve promotions”;

“Priority to female candidates is not clear. There should be clear directions on who should be favoured because it does currently come at the expense of male colleagues”

“Parity is important, but not at all costs”;

“The way it is being done is poor”;

“It should be done gradually and not at the expense of existing staff”;

“Agree with the objective, but not necessarily to the way it is achieved”;

“This [policy] has to apply for men and women at ALL levels. It appears that it does not apply to the G-level staff and that is a contradiction”;

“No action is being taken to address the imbalance in GS (where most staff are women)”.

⁵⁰ UNEP /EA.5/26, Progress in the implementation of paragraph 18 of decision 5/2 pertaining to the application of equitable geographical distribution in the recruitment strategy of the United Nations Environment Programme, 1 February 2022. Table 6, pgs. 7 and 8.

113. The need to promote transparency and create a better organizational culture on GEWE came up repeatedly during interviews. One male interviewee described the current impression in terms of gender parity in this manner: *“You have a challenge understanding exactly what they mean when somebody new is coming and they tell you we have tried to balance navigating the 50/50 male and female ... it makes you feel like gender is focused on a ‘male understands a female’ perspective when gender is supposed to be across the board”*.

114. Interviewees also felt that systematic initiatives to promote a more engaged organizational culture in terms of gender mainstreaming was crucial and would need to go beyond on-line courses, sharing information in Town Hall Meetings and ‘broadcast’ emails. References were made to the recent efforts to discuss racism and that a similar type of initiative should be promoted for talking about gender within UNEP and that organizational gender mainstreaming initiatives should be benchmarked from other organizations.

115. In addition, it was noted that since ‘gender parity’ has been achieved at the senior levels, the time was now ripe to ‘think forward’ and invest in building the capacities of junior women with mentoring programmes for leadership within UNEP. As one interviewee succinctly put it *“the culture does not change as fast as the numbers change.”*

C. Financial Management

Finding 8: Financial gender resource tracking and allocation have been persistent areas of weakness within UNEP.⁵¹ UNEP developed a financial tracking mechanism for gender equality and women's empowerment in 2016, but has not finalized it, or trained financial management officers on how to use it. This has prevented projects, sub-programmes and the overall organization from quantifying its investments in gender mainstreaming. The lack of a tracking mechanism has also weakened accountability for the implementation of the GPS.

116. In 2018, the financial resource mechanism was shelved to be reviewed again in 2019 with a view of integrating it into a corporate-wide resource tracker, which was to be undertaken in 2020. However, this is still pending as initiatives to include gender budgets information into the next generation of UMOJA are currently under way.

117. Additionally, UNEP has not used the Gender Marker as originally established in the GPS, to quantify “the disbursement of funds that promote gender equality and women’s empowerment [...] by project, by sub-programme and for the organization as a whole.” While Gender Markers have provided an opportunity to quantify resources allocated to gender across all areas in other UN agencies, UNEP does not have Gender Marker data on sub-programmes’ contributions for the period 2015-2020. For example, Gender Markers for 2020 indicate that of 59 projects, 30 did not have a Gender Targeted Budget.

118. To place this finding in context, tracking expenditure for gender equality and the empowerment of women continues to be an area of weakness across the UN System; less than 40% of entities meet or exceed this requirement.⁵² Also, markers have not been part of the UN financial tracking mechanism, UMOJA. The lack of connection between the two

⁵¹ Letter from UN Women to UNEP regarding UN-SWAP 2019, 15 October 2020.

⁵² UN-SWAP 2.0 Summary, Analysis and Key Insights from 2020. Available at <https://www.unwomen.org/sites/default/files/Headquarters/Attachments/Sections/How%20We%20Work/UNSystemCoordination/UN-SWAP/Results/2020/2020-system-wide-SWAP-2-reporting-results-en.pdf>.

systems has been a major challenge to tracking financial expenditure on gender across the UN System, as UN entities were compelled to do the financial analysis from gender makers as a separate exercise.

119. In terms of building staff's capacities, the SMT recommended that by the last quarter of 2021 all finance management officers should receive training on tracking financial resources spent on gender equality and women's empowerment. The evaluation team was informed that UNEP has postponed the financial tracking training to mid-2022, pending the recommendations of this evaluation of UNEP's GPS and the development of the new gender policy.

Finding 9: The GPS has set a benchmark = "not less than 1 per cent of programme and operations funds to gender mainstreaming actions and ... at least 1 per cent of project funds"⁵³, but this has not yet been realised. UNEP has over several years allocated funds to the GSU to support the implementation of the GPS. The evaluation team, however, has not received the necessary information to assess whether the financial allocations have been sufficient to implement its work programme.

120. The UNEP Policy and Strategy for Gender Equality and the Environment requests that "All Divisions, Regional Offices and MEA Secretariats will allocate not less than 1% of programme and operations funds to gender mainstreaming actions and, where appropriate, at least 1% of project funds." The GPS also establishes that by the end of 2015 the Office of Donor Coordination and Resource Mobilization will have developed a gender-related resource mobilization strategy to ensure that UNEP's action is well-targeted to national and donor requirements for progress towards gender equality and the empowerment of women, so that "UNEP can tap the considerable gender-related resources that are available." To date, UNEP has not realized this financial benchmark for implementation of its gender equality and women's empowerment mandate, nor developed a gender-related resource mobilization strategy.

121. Additionally, the majority of respondents to the surveys drew attention to the limited human and financial resources available for gender mainstreaming in UNEP. For example, 14 (93%) of the 15 GFPs that responded indicated that they did not think that the GSU had sufficient access to funding or human resources and 26 (56.5%) of 46 respondents to the perception survey said that they think the GSU does not have access to sufficient funding. Furthermore, the evaluation team was informed that the allocation of funds for gender mainstreaming in 2020 was reduced because of COVID 19. Also, a face-to-face meeting of the GFPs to be held in Nairobi in 2018 did not take place due to lack of funds to support the meeting.

122. The GSU is located within UNEP's Policy and Program Division (PPD) and is headed by the Senior Gender Adviser, who reports to the Division Director's Office. Currently, the GSU consists of six full time-staff, which includes, the Senior Gender Adviser, (head of the unit), a newly created Programme Officer position, the Safeguards Adviser,⁵⁴ two Junior Professional Officers (one appointed to support the gender mainstreaming work of the Asia Pacific regional office and another one to support the GSU in Nairobi) and a UN Volunteer employed in the gender unit since 2019. The only two positions dedicated to gender placed under the Regular Budget are the Senior Gender Adviser and the Programme Officer. Moreover, the position of

⁵³ GPS, paragraph 105.

⁵⁴ In 2013, the gender unit was expanded to include the safeguards mandate and an adviser was appointed to lead the development of a safeguard framework.

gender programme officer was vacant for a relatively extended period of time.⁵⁵

123. In terms of financial resources, UNEP has for many years allocated funds (from the Environment Fund) to the GSU to support its activities and operations. The Unit has also received funding from other donors. For example, in 2018-2019 PPD allocated to GSU from Norway and SIDA US\$ 150,000. The evaluation team, however, has not received the necessary information to assess whether the financial allocations have been adequate for the GSU to implement its work programme for the period under review.

124. However, financial resource allocation has been repeatedly highlighted under the UN-SWAP as one of UNEP's areas requiring improvement. According to the information reviewed, discussions were to be held in 2021 with the Policy and Programme Division to look into a financial benchmark being included in the 2022-24 UNEP PoW. The evaluation team did not receive any further information on the status of the financial benchmark.

D. Efficiency

Finding 10: Overall, the evaluation finds that the organizational arrangements and commitments have not been adequate to support the implementation of the GPS. The evaluation team found evidence of the contribution of the GSU and the GFPs to advancing gender mainstreaming in UNEP's projects, however, the support of the gender architecture to UNEP's mandate on gender equality and the empowerment of women has not been consistent or systematic over the period 2015-2020.

"When I look at what was planned, what actually happened seems to be a lot less. So my first comment on the architecture would be that it didn't really come out as the plan was." (UNEP Interviewee)

125. The gender architecture spelled out in the GPS comprises "a steering board, an implementing committee and a cross-organizational team of thematic and technical Gender Coordinators and Gender Focal teams, all coordinated by the UNEP Gender and Social Safeguards Unit."⁵⁶

126. The Gender Steering Board (GSB) is the main oversight mechanism assessing progress in the implementation of the GPS. The GPS establishes that the SMT chaired by the ED or the Deputy Executive Director should meet at least twice a year as the GSB.⁵⁷ The Gender Implementation Committee (GIC) is chaired by Senior Gender Adviser and comprises all Gender Coordinators, the UNEP GFP for Women and the GSU.⁵⁸

127. The evaluation team found little evidence of the work of the GSB or GIC during the period under review. For example, 94% of respondents to the perception survey were not aware of the deliberations of the GSB. According to the evidence reviewed, the GSB only met three times during the period 2015-2020. Similarly, the GIC met twice a year up until July 2018. No meetings were held from mid-2018 to 2020.

⁵⁵ The evaluation team was unable to determine the exact period of time.

⁵⁶ GPS 2014 – 2017, p. 25. The name was later changed to the Gender and Safeguards Unit (GSU).

⁵⁷ GPS 2014 – 2017, p.25.

⁵⁸GPS 2014-2017, p.25.

Gender Architecture in the Gender Policy and Strategy Document

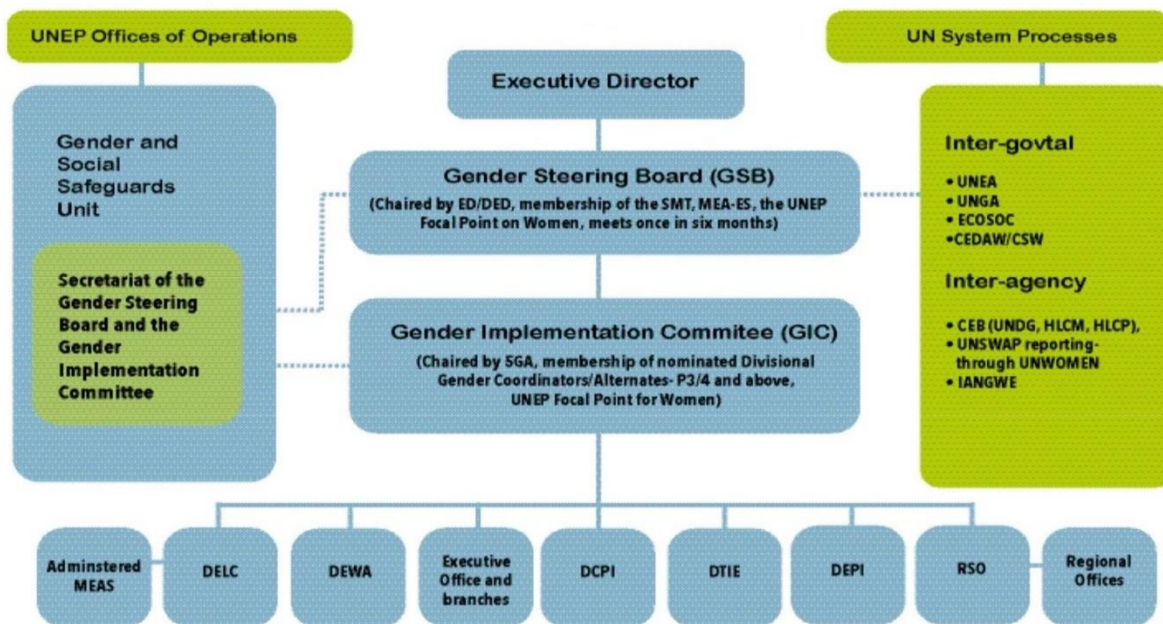


Figure 3. Gender Architecture in the Gender Policy and Strategy document

128. The GPS also established as key members of the gender architecture, a Focal Point for Women to provide support to the ED to achieve gender balance in the organization as well as a Senior Gender Adviser to head the GSU.⁵⁹ Currently, both roles are being carried out by the head of the GSU. In practice, UNEP's gender architecture has been reduced to the GSU, which according to many respondents is understaffed, and a limited number of isolated GFPs and gender advisers working within Sub-programmes and Regional Offices.

129. Additionally, the GPS lacked an explicit theory of change outlining how UNEP was to implement the gender mandate set out in the policy. UNEP's Gender Implementation Plan 2014 – 2017, the main framework for the implementation of UNEP's Policy and Strategy for Gender Equality and the Environment (as well as the UN-SWAP), details activities and outputs, but does not include results at outcome level. There is no other implementation plan covering the rest of the period under review.

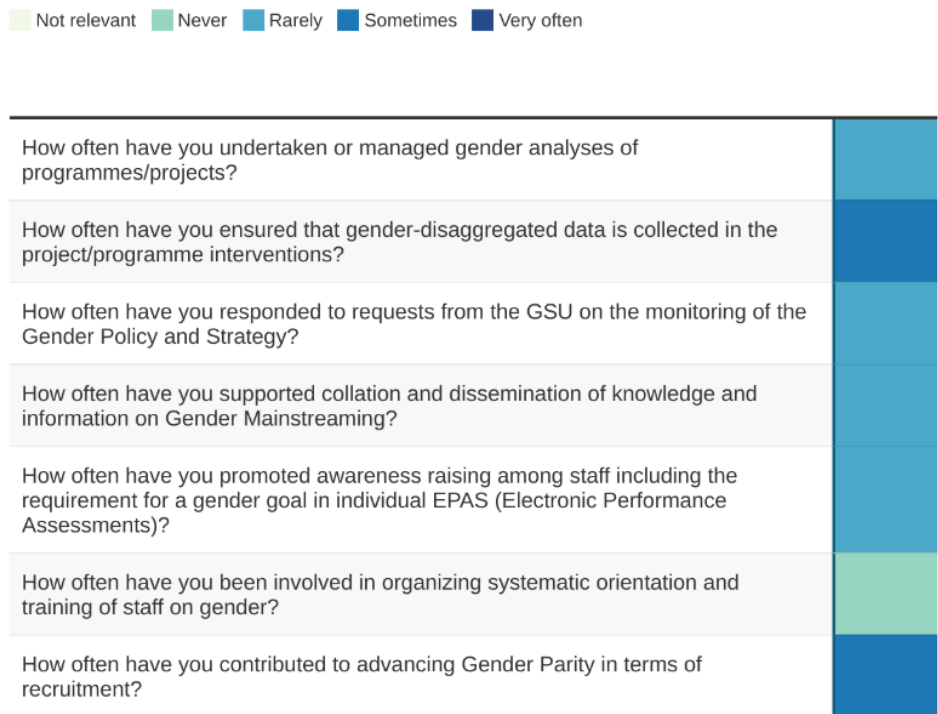
130. The evaluation team was told that the 2014 – 2017 implementation plan was extended until 2020, however, there are no documents explaining the nature and scope of the extension. UNEP used the reporting on the UN-SWAP as a way of updating the progress made in addressing gender equality and the environment and the Divisions and Regional Offices were encouraged to develop their own gender action plans.

131. Neither the GPS nor the implementation plan provide adequate direction concerning the functioning of the gender architecture. The overall conclusion is that the absence of a theory of change, results and indicators in the GPS and implementation plan has led to a lack of clarity as to the role of the GSU and the role of gender coordinators/GFPs and more

⁵⁹ GPS 2014 – 2017, pgs, 25 and 26.

generally the responsibilities of all categories of staff in achieving gender equality and women’s empowerment in UNEP programmes. For example, 56% (25 of the total of 44) of respondents to the perception survey do not believe the ePAS mechanism reflects specific gender accomplishments for each member of staff with corresponding performance indicators. The graphic below records responses from the same survey and provides information on the frequency with which staff perform certain gender related tasks (see figure 4 and footnote).⁶⁰

Gender Mainstreaming Responses from the Perception Survey



Source: Perception Survey, 2021

Figure 4. Gender Mainstreaming Responses from the Perception Survey

The Gender and Safeguards Unit (GSU)

132. The GPS assigned a wide coordination and technical support function to the GSU. The Unit oversees the implementation of the GPS; serving as the focal point for gender issues at the corporate level; providing policy advisory services in corporate policy development; and being responsible for providing technical expertise on gender mainstreaming and women’s empowerment issues to all the divisions, regional offices and UNEP administered Multilateral Environment Agreements (MEA).

⁶⁰ Staff are ‘sometimes’ involved in (a) ensuring that gender disaggregated data is collected in project/programme interventions; and (b) contributed to advancing Gender Parity in terms of recruitment. Respondents have ‘rarely’ been involved in (a) undertaking/managing gender analyses of programme/projects; (b) responded to requests from the GSU on monitoring the GSP; (c) supported collation and dissemination of knowledge and information on gender mainstreaming; (d) promoted awareness-raising among staff for a gender goal in individual e-Pas. They have ‘never’ been involved in organizing systematic orientation and training of staff on gender._

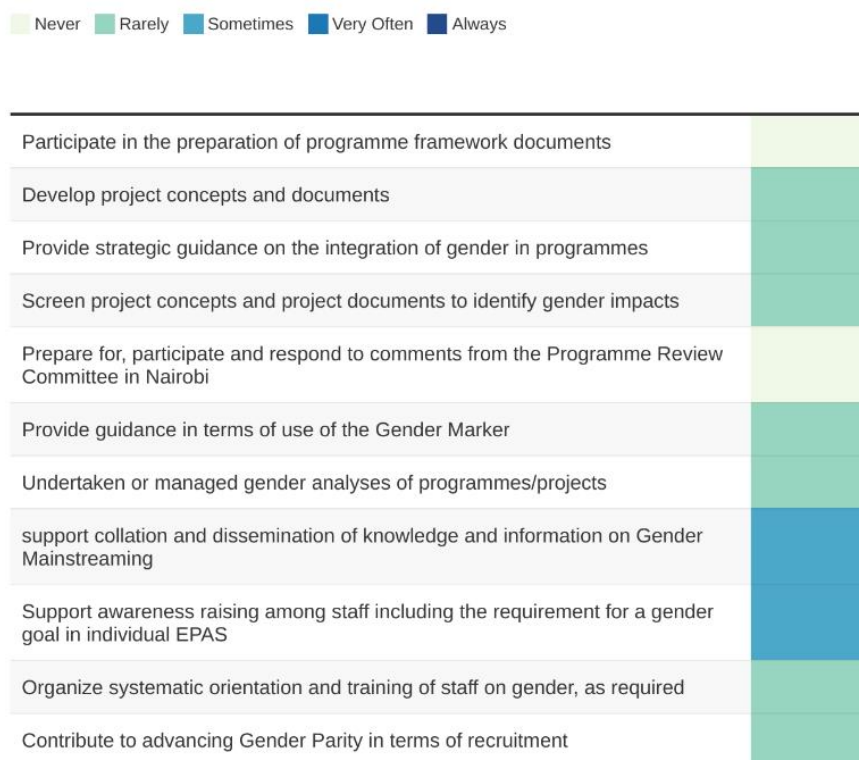
133. The GSU has contributed to the establishment of institutional processes to mainstream gender into UNEP's work. Many respondents noted the Unit's key role in providing technical support to mainstream gender into projects in the PRC (the role of the GSU is further analysed under the implementation of the Gender Marker in the 'Effectiveness' and 'Sustainability' sections). The evaluation team, however, did not find evidence of a sustained strategic engagement to mainstream gender at the corporate level, supporting Divisions and Sub-programmes, or amongst regional presences as established in the GPS. Many respondents stressed that to mainstream gender, UNEP needs a fully resourced gender unit with a high profile and greater capacity to engage the wider organization in a conversation about gender priorities and emerging issues, as well as best practices on gender and the environment. This may involve locating the GSU in the Deputy Executive Office (at the same level as those advising the Executive Director on Corporate strategic directions) or ensuring a direct reporting line to the Deputy Executive Office.⁶¹

The GFPs/ Gender Coordinators

134. Figure 5 below provides information on frequency with which Gender Focal Points reported they undertook tasks described in the GPS. Collation and dissemination of knowledge and information on gender mainstreaming and supporting awareness-raising (including the requirement for a gender goal in individual e-PAS processes), were two tasks they 'sometimes' undertook. They were 'rarely' involved in developing project concepts or managed gender analyses or organized training and never participated in preparation of programme framework documents or prepared for, participated or responded to comments from the Programme Review Committee in Nairobi. The evaluation team found some concrete examples of how some of the current GFPs have been a useful mechanism to mainstream gender in the work of the organisation. For example, the gender coordinator in the Economy Division has developed a monthly gender mainstreaming newsletter sharing information showcasing the work that is being done around the Division as well as other materials and news to help the staff better understand gender issues and how they can be mainstreamed into their work. Other examples include developing a gender guidance and work plan for a division; providing policy and programming advice; reviewing publications to mainstream gender considerations; advising staff on possible gender related ePAS goals to include in their work-plans; and strengthening collaboration with other UN agencies working on gender.

⁶¹ See additional options provided in the institutional recommendations of the 2012 Mantilla Review, page 6.

Frequency at which surveyed Gender Focal Points Reported they undertake tasks as described in the GPS



Source: Gender Focal Point Survey, 2021

Figure 5. Frequency at which surveyed Gender Focal Points reported they undertake tasks as described in the GPS

135. However, overall, these examples seem to be driven by the personal interest of GFPs rather than a coordinated effort supported by the GSU. GFPs in their current form have not been an effective mechanism for mainstreaming gender in the work of the organisation. The evaluation team found that for the GFPs to be effective there needs to be more clarity about their role, training support and a strategic prioritisation of their activities as individuals and as part of a network.

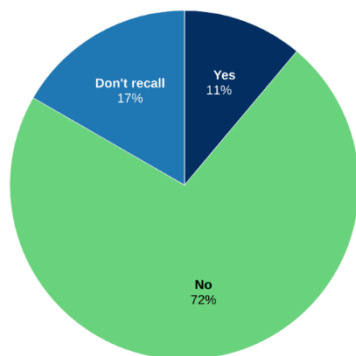
136. Additionally, it is unclear who the GFPs are. The list of GFPs originally given to the evaluation team had to be reconfirmed in several instances. A substantial number of GFPs included in the original list provided to evaluators were not aware that they have been assigned this role or that they were supposed to continue playing this role. Some staff did not know whether they have a GFP in the sub-programmes where they work.

137. This was also apparent in terms of responses to the Focal Point Survey where the survey was sent to 54 Focal Points/Gender Coordinators but responses were received from only 18 of the recipients. One of the weaknesses of the GPS was that the Focal Points/Coordinators were positions that were to be rotational every two years (Annex IV, p 47). Without careful nurturing this network seemed to have collapsed after the first two years of the launch of the GPS.

138. The evidence reviewed, including interviews with relevant stakeholders and surveys, reveal a number of challenges preventing GFPs from effectively mainstreaming gender in

UNEP's work.

Gender Focal Point response to whether they were given a copy of the ToR upon appointment



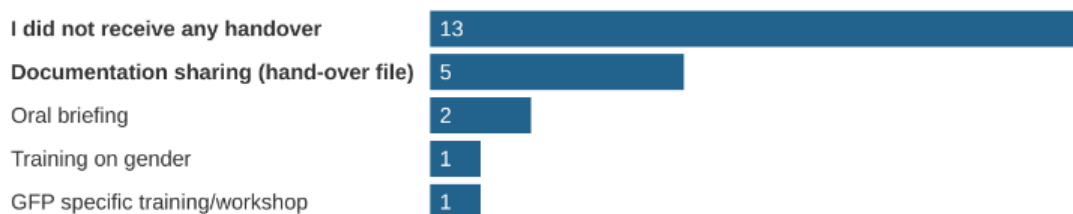
Source: Gender Focal Point Survey, 2021

Figure 6. Response of Surveyed Gender Focal Points to whether they were given a copy of the ToR upon appointment.

139. **Lack of clarity about their role.** The majority of interviewees stressed that their role is not sufficiently clear. A gender related goal is often included in GFP's workplans and ePAS mechanism, but as noted in the Figure 6 above, the majority of GFPs, 13 of the 18 respondents (72%) had not received a TOR describing their responsibilities with clear deliverables for their functions.⁶² At present "they do what they think they should be doing or what is requested of them," a respondent noted. This lack of clarity impacts the ability to carry out their work. For example, an interviewee noted that she has been told not to spend too much time on a gender specific task as "this was not her main work." Spelling out the GFP's role clearly in their TORs and their workplans will also enhance their accountability in relation to gender mainstreaming.

140. **Demands on the GFPs' time are high.** The GPS establishes that GFP should dedicate 20% of their time to gender mainstreaming responsibilities and managers should ensure that these responsibilities are integrated in the work plans of GFPs and not seen as an "add on" to their regular job. In practice, however, the role of GFPs is not integrated in their positions but added to their full-time jobs. "This role takes up to 30% of your job. But on the other hand, nobody else takes the other 30% from their regular job."

Response of Surveyed Gender Focal Points to What Kind of Hand-over they Received from their Predecessors



Source: Gender Focal Point Survey, 2021

Figure 7. Response of Surveyed Gender Focal Points to what kind of Hand-over they received from their predecessors.

⁶² Two respondents (11%) had received TORs and 3 (17%) did not recall if they had received TORs or not.

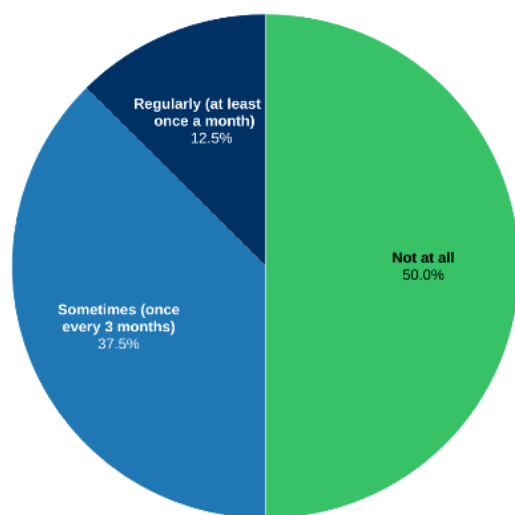
141. **Lack of adequate guidance and training to carry out their functions.** All GFPs interviewed noted lack of guidance as a major impediment to carry out their functions. The majority of GFPs do not receive any induction or other support from the GSU as it is stipulated in the GPS. Several GFPs have taken the initiative to set up a meeting to solicit guidance from the GSU, but the support seems to have been limited to the sharing of information on the GPS and the UN-SWAP. *“They don’t clarify what they expect from us.”* The lack of guidance was also revealed in the answers of the GFPs to the survey. As noted in Figure 7 above, 13 (72%) respondents didn’t receive any handover while 5 (28%) received documentation/ file.

142. Lack of training opportunities was also cited as a major impediment to carry out their role. Most GFPs do not receive any additional training. Several interviewees noted that they have benefitted from gender specific trainings, but this seems to be an ad hoc effort supported by managers in some divisions rather than an organizational initiative to equip GFPs for their functions. 77% of the GFPs that responded to the survey question indicated they needed to strengthen their capacities to carry out their tasks. Strengthening training and capacity building were top suggestions to improve GEWE in UNEP.

143. **Lack of coordination and communication** has prevented the GFPs from evolving into a more interrelated structure. The GPS tasks the GSU with the coordination of the Gender Coordinators/GFPs “to maximize their shared learning and mutual support.” According to the evidence reviewed and presented in Figure 8 below , half (50%) of the 16 respondents (8) GFPs have not met at all, 6 (37.5%) have met once every 3 months and 2 (12.5%) have met regularly.

Response of Surveyed Gender Focal Points to How Often they are in Contact with other Gender Focal Coordinators or Focal Points in their region or otherwise

■ Not at all ■ Sometimes (once every 3 months) ■ Regularly (at least once a month)



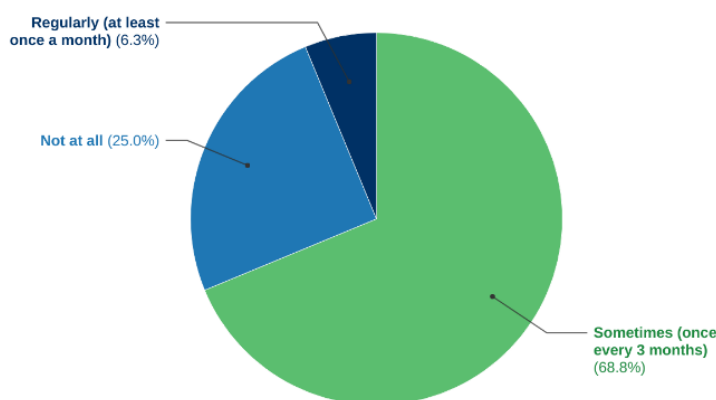
Source: Gender Focal Point Survey, 2021

Figure 8. Response of Surveyed Gender Focal Points to how often they are in contact with other Gender Focal Coordinators or Focal Points in their region or otherwise

“There is no way for me to contact other gender focal points because I don't know who they are and there is no central communication hub. There is so much that can be done to make this a better and more coordinated network of gender experts that is moving in the same direction but I feel there is no will or imagination on how to do things better.”

144. Additionally, their communication with the GSU has been very limited. As noted in Figure 9, of the 16 respondents, 1 GFP (6.3%) has been in touch regularly, 11 (68.8%) sometimes or once every 3 months and 4 (25%) not at all. As a result, GFPs do not have a mechanism to share information and expertise. Lack of coordination has hampered GFPs from disseminating information and generating knowledge about gender initiatives and best practices taking place in and outside the organization.

Response of Surveyed Gender Focal Points to How Often they Contact the Gender & Safeguards Unit (GSU)



Source: Gender Focal Point Survey, 2021

Figure 9. Response of Surveyed Gender Focal Points to how often they contact the Gender & Safeguards Unit (GSU)

145. **GFPs within different divisions are fairly junior and lack capacity to influence decision making to prioritize gender in relevant aspects of the division’s work.** According to the GPS, GFPs should be at the level of P3 or above, however, some offices do not have staff above P2 level available to take on this role.

146. UNEP has also five gender advisers/experts placed in Regional Offices (Africa, Asia Pacific and South Africa) in Divisions (a Gender, Climate and Security Adviser in the Conflict and Disaster Management Branch) and a Gender Adviser at the CBD secretariat. The evaluation team was informed that these gender advisers/experts are also part of the gender architecture. However, the evidence reviewed indicates that there is insufficient coordination between the work of the GSU and the work of the gender experts and a mechanism to strengthen communication is needed to ensure a more cohesive architecture.

Finding 11: Sub-programmes have implemented a number of projects highlighting the nexus between gender and environment. These important contributions to gender mainstreaming in UNEP’s work, however, seem to be driven by donor requirements and staff’s personal commitment to this issue rather than a strategic prioritisation process led by Sub-programme Coordinators.

“Work on gender is being very much determined by personalities, you know, when you’ve got a project team that has someone who is either confident or committed to gender work, you can see very good stories, but they’re very few and far between. And they don’t seem to be the result of a chain of action in UNEP.”

147. Under the GPS Sub-programme Coordinators need “to include at least one fully-fledged gender equality Expected Accomplishment in its Results Framework, drawing on the gender analysis and with corresponding specific indicator or indicators.”⁶³ During the period under review, the evaluation team found some evidence of gender being mainstreamed at the project level (concrete examples can be found in the section on ‘Effectiveness’). PoWs also include general references to the integration of gender perspectives and the use of gender-sensitive indicators in sub-programmes’ contextual analysis and strategies, but most sub-programmes have not included gender Expected Accomplishments or indicators in their PoW. The two exceptions are outlined below.

Sub-Programme 6: Resource Efficiency

	Expected accomplishments	Indicators of achievement
PoW 2018–2019	(c) Public and private sectors increasingly aware of and support the adoption of sustainable lifestyles and sustainable consumption patterns	(ii) Increase in the number of countries that implement campaigns, awareness-raising, advocacy and educational initiatives that promote sustainable lifestyles, consumption and production, including gender equality
PoW 2020–2021	(c) Public and private sectors are increasingly aware of and support the adoption of sustainable lifestyles and sustainable consumption patterns	(ii) The number of public and private sector partners that implement campaigns, awareness raising, advocacy and educational initiatives and consumer information tools that promote sustainable consumption and production and lifestyles, including gender equality, with UNEP support

Sub-Programme 7: Environment Under Review

PoW 2014–2015	Expected accomplishments	Indicators of achievement
	Outputs under expected accomplishment (a) include the establishment of national, regional and global platforms and synthesis of environmental information through assessments and atlases. For example, a gender and environment outlook would use social science information as well as gender-sensitive indicators to review gender-environment links and guide policy actions towards gender equality.	

⁶³ GPS 2014 – 2017, para 144.

PoW 2017	2016–	<p>(c) The capacity of countries to generate, access, analyse, use and communicate environmental information and knowledge, including data related to gender aspects, is enhanced</p>	<p>(c) (i) Increase in the number of countries that take the lead in generating, analysing, managing and using environmental information in comparable formats and with a focus on gender-sensitive tools, and making the information and knowledge available to the public and policy makers, as a result of UNEP intervention</p> <p>Performance measures (Number of countries making available environmentally relevant gender disaggregated data)</p>
PoW 2019	2018–	<p>Governments and other stakeholders use quality open environmental data, analyses and participatory processes that strengthen the science-policy interface to generate evidence-based environmental assessments, identify emerging issues and foster policy action</p>	<p>(iv) Increase in the number of indicators to measure the environmental dimension of sustainable development made through UNEP Live that are disaggregated by vulnerable groups, especially by gender, geography and age</p> <p>(v) Increased number of people belonging to different major groups and stakeholders acknowledging the relevance and usefulness of data and environmental information made available by UNEP</p> <p>Unit of measure:</p> <p>(a) Number of women and men from major groups and stakeholders that have been involved in the generation of environmental information made available by UNEP (disaggregated by sex)</p> <p>(b) Number of women and men from major groups and stakeholders that have used environmental information made available by UNEP for environmental assessment, early warning on emerging issues and/or facilitation of policy action (disaggregated by sex)</p>

PoW 2020–2021	Governments and other stakeholders use quality open environmental data, analyses and participatory processes that strengthen the science-policy interface to generate evidence-based environmental assessments, identify emerging issues and foster policy action	(iv) The indicators to measure the environmental dimension of sustainable development made through Environment Live that are disaggregated by vulnerable groups, especially by gender, geography and age
		Unit of measure:
		(a) Number of environmental indicators disaggregated by sex
		(b) Number of environmental indicators disaggregated by age

148. Respondents highlighted as factors driving gender mainstreaming in their programmatic work: 1) personal commitment and belief that gender is a critical element in environmental issues; 2) leadership commitment; and 3) resource mobilization, as mainstreaming gender is an important requirement for many donors.

149. Respondents also noted a number of obstacles to gender mainstreaming in the work of sub-programmes, including:

150. **Gender considerations are perceived as being optional, not obligatory.** A respondent noted that the perception is that *“you could get away with doing nothing on gender.”* The focus on sub-programmes tends to be on having one or two gender focused projects or outputs instead of understanding gender work as a cross-cutting issue in all deliverables.

151. **Outsourcing the work to consultants that lack local knowledge to understand gender specificities** is another key challenge to gender mainstreaming in programmatic work. GCF & GEF forms include specific requests for gender mainstreaming and often these parts of the projects are being developed by a consultant.

152. A respondent noted that some of the Member States implementing the projects have complained about the consultant’s lack of understanding of national contexts. UNEP needs to work with a roster of consultants to design and develop projects within short deadlines. While consultants may be very well experienced in GEF formats and requirements, they do not always engage in wide stakeholder consultations at the national level due to short timeframes to develop projects. *“If you are not coming from a sector that you understand, you may miss the gender specific issues when you design the project.”*

153. **The majority of staff stressed the difficulty of mainstreaming gender in highly technical normative work.** These obstacles are apparent, for example, when working with Ministries of Environment about their limits for trading a particular chemical based on their treaty obligations; or when providing training to port officials dealing the illegal trade in wildlife on how to spot containers going out with ivory and how to stop and detect this trade. Respondents emphasised their lack of expertise to mainstream gender in this sort of work.

154. In contrast, staff tends to find it easier to identify opportunities to mainstream gender in projects addressing the needs of local populations. An example provided to illustrate this was the workstream on poverty and environment within the Environmental Governance Sub-programme, where there is a significant emphasis on gender as this work addresses people

on the lower end of the social economic ladder, many of whom are women who are doing subsistence farming, who are living off the ecosystems, and who are in many ways dependent on the environment.

155. Overall, Sub-programme Coordinators need to ensure that gender mainstreaming is a fundamental component of the strategic prioritisation process. Coordinators also need to strengthen the stakeholder analysis in sub-programmes to identify how best to engage with different groups as well as to make a distinction about the impact that UNEP's programmatic work can have on specific stakeholders' groups.

Finding 12: UNEP's Regional, Sub-regional and Country offices have supported the implementation of the GPS through the implementation of a selected number of gender-responsive projects, their participation in UN interagency work and their work with Ministries of Environment and other government institutions. Despite this progress, more needs to be done to ensure that Regional, Sub-regional and Country offices have the necessary support from the GSU and the Sub-programmes to integrate gender more systematically in their portfolio.

156. For the most part, regional and sub-regional presences do not develop their own strategic priorities, but rather contribute to the global priorities developed by Sub-programmes and Divisions leading UNEP's thematic work. Regional and sub-regional presences do not have official workplans as their work should contribute to the implementation of global projects. Accordingly, the prioritization of gender is constrained by that of the sub-programmes. For example, the absence of gender in the results and indicators in the MTS 2018-2021 is also reflected in the lack of gender in regional priorities, trends and emerging issues included in annex 1 of the same document.

157. Respondents stressed that resources for Regional Offices are allocated through the Divisions, but they do not receive allocation of resources to integrate gender in their work. While Regional Offices have been able to mobilize extra budgetary resources for their initiatives in the past, this is being increasingly discouraged to ensure a more coherent approach to fundraising as an organization. Weak coordination between regional presences and the GSU has also contributed to the lack of prioritization of gender in the work of regional and sub-regional presences.

158. An area where some regional presences have contributed to integration of gender is through participation in UN interagency work and issue-based coalitions. For example, the two GFPs in the West Asia Office have engaged with other agencies in the newly formed gender-based coalition, a regional collaborative platform that meets every quarter and agrees on priorities for the region. In Latin America, the UN gender interagency group decided to focus on identifying best practices as well as gender technical expertise in the region. UNEP has worked with UN Women and UNDP in the publication *From Words to Action: Projects with Innovative Solutions to Promote Nature Conservation, Climate Action and Gender Equality*. This publication showcases initiatives in the region implementing environmental and climate projects that promote gender equality and the economic empowerment of women to generate dialogue and reflection in this area.⁶⁴ In addition to the report, the agencies involved have organized webinars and capacity building activities and side events.

159. At the country level, the evaluation team heard of similar examples of interagency collaboration. In Jordan, UNEP is working with UN Women to build the capacity of

⁶⁴ See <https://lac.unwomen.org/en/digiteca/publicaciones/2020/06/de-las-palabras-a-la-accion-soluciones-innovadoras-naturaleza-accion-climatica-e-igualdad-de-genero>.

governmental institutions on collecting disaggregated data in relation to access to water and access to loans for green investments.

160. Regional Offices have also worked with Ministries of Environment and other government institutions on gender mainstreaming. For example, in Latin America UNEP's Regional Office worked with women environmental ministers to include gender perspectives in the Buenos Aires Declaration issued at the twenty-first Forum of Ministers of Environment of Latin America and the Caribbean in October 2018⁶⁵ and more in the more recent XXII Forum of Ministers of Environment of Latin America and the Caribbean that took place in 2021.⁶⁶

E. Monitoring, Reporting, Evaluation and Audit

Finding 13: The integration of gender in monitoring and reporting has not received adequate attention in the work of the sub-programmes. The limited integration of gender in project logframes has prevented the current monitoring mechanism to adequately capture gender results. Consequently, gender information has not been systematically collected and reported to be able to support decision making.

*"Despite progress in gender integration in programme and project management, reporting on gender and demonstrating impact at scale must be improved. Project results and reporting must be enhanced to monitor gender integration during project management, in line with design standards, as well as to increase reporting on gender outcomes."*⁶⁷ (UNEP Interviewee)

161. UNEP tracks its results through the performance information management system (PIMS) where project managers report on their projects twice a year, in June and in December. The PIMS system captures results against outcomes, outputs and indicators included in sub-programmes' PoW and projects log-frames.

162. Under the PIMS system project teams report on the milestones and the outcomes and outputs, so gender is only captured if it is included in the project's log frame. As discussed under the 'Efficiency' and 'Financial Management' sections, mainstreaming gender in project log frames has been a key challenge identified in the implementation of the Gender Marker. While gender mainstreaming in the projects' contextual analysis is improving, including gender in projects' log frames and budgets is still falling behind. Thus, even if gender is mainstreamed in project activities, if it is not included in outputs and indicators, it does not come through in the PIMS system.

163. As seen in the Biennial Evaluation Synthesis report of 2018-2019, the effect of this gap has become evident during project and programme evaluations.⁶⁸ The report notes that there is a lack of evidence in terms of how UNEP programmes are measuring deeper aspects of gender results in terms of empowerment or equality: projects and programmes are

⁶⁵ See La XXI Reunión del Foro de Ministros de Medio Ambiente de América Latina y el Caribe tuvo lugar en Buenos Aires, Argentina, del 9 al 12 de octubre de 2018: <https://www.unep.org/es/events/evento-de-onu-medio-ambiente/xxi-reunion-del-foro-de-ministros-de-medio-ambiente-de-america>.

⁶⁶ See: <https://www.unep.org/events/unep-event/xxii-forum-ministers-environment-latin-america-and-caribbean>.

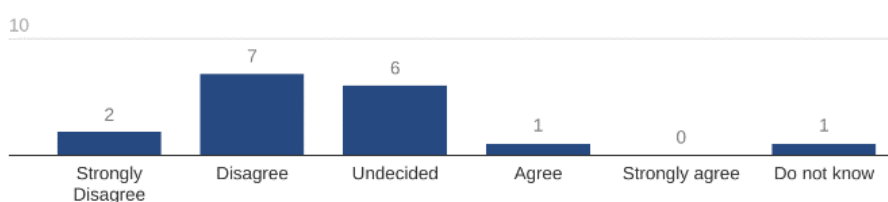
⁶⁷ UNEP/EA.5/12, para 51.

⁶⁸ The Biennial Evaluation Synthesis report for 2018-2019 notes that "the weak performance in this area (responsiveness to gender and human rights) is extremely evident. In the forty-nine evaluated projects that had ratings for this sub-category, none received a 'Satisfactory' rating and only 8% (i.e. 4 projects) received a 'Highly Satisfactory' rating. Most projects were assessed as performing at the 'Moderately Unsatisfactory' level (33%) followed by the 'Moderately Satisfactory' level (24%)."p.30

“generally more able to provide quantitative, rather than qualitative, data on gender”.⁶⁹ More generally, while project documents may reflect lessons learned for other/previous initiatives, they do not often concretely reflect ‘gender learning’ from those initiatives.

164. In 2018, the Programme Performance Support Unit, Policy and Programme Division added a gender action field in the PIMS system to capture gender activities that may not be included in log frames. A gender action was defined as “any activity, product or service the project has undertaken or produced during the reporting period for which evidence is available.” The inclusion of a gender dedicated field was an attempt “to allow project managers space to identify specific gender successes that were happening within their project,” that may not have been foreseen in the log frame and that were not being reported at the output and outcome level.

Response of Surveyed Gender Focal Points to the extent to which they agree that Gender is adequately addressed during the monitoring of projects.



Source: Gender Focal Point Survey, 2021

Figure 10. Response of Surveyed Gender Focal Points to the Extent to which they agree that Gender is Adequately Addressed during the monitoring of projects.

165. To promote the implementation of the gender action field among project teams, the Programme Performance Support Unit organized a virtual training workshop with the GSU and disseminated information in mailings across GFPs. Information on the gender field was also included in training on project monitoring and reporting for divisions and regional offices. The goal was to generate attention about the possibility to report on gender, “*but many people took it as additional work.*” According to several interviewees, this effort had a very limited success as reporting under the gender field is not mandatory and thus far it “*has had a poor pickup by project managers.*” Also see relevant answers from the GFP Survey on the subject in figure 10 above where of the 17 respondents, 9 (52%) either ‘strongly disagreed’ or ‘disagreed’ that gender was adequately addressed during monitoring of projects, 6 (35%) were ‘undecided’, 1 respondent ‘agreed’ it was adequately covered and 1 marked ‘do not know’.

166. Additionally, even for those teams that include information on gender, the Programme Performance Support Unit has limited capacity in terms of staff and expertise to be able to analyse this data and feed it into decision making.

167. The PIMS system is old and is currently being phased out. UNEP is currently transitioning to a new monitoring and reporting system—the Integrating Planning, Management and Reporting Solution System (IPMR system), which is part of UMOJA extension two. The new system tags gender specifically and enables monitoring the resources spent on different SDGs, including SDG 5 on gender. IPMR is already being implemented, but the reporting component is not fully operational yet, so UNEP is now “*sort of riding on two*”

⁶⁹ Biennial Evaluation Synthesis report, p70.

wheels” (UNEP Interviewee) until the new system becomes fully operational at the end of next year. The new system will not only enable staff to better monitor and report on gender advances, it will also help UNEP identify gaps on gender budgeting. The evaluation team was informed that the IPMR system will be fully operational in 2022.

168. In terms of reporting, UNEP produces annual and biannual programme performance reports and, since 2018, quarterly reports for the Committee of Permanent Representatives (CPR). These reports address gender, including through a brief dedicated section. The reporting, however, focuses on consolidating statistics from the Gender Marker, the UN-SWAP and gender parity. The amount of space and detailed breakdown granted to gender parity contrast with the limited information provided on mainstreaming gender in programmatic work, which for the most part is limited to describing some isolated projects (such as EmPower) and activities, including those carried out jointly with other UN agencies, as well as the listing of publications.

169. This reporting, however, is not tied to high-level programmatic results related to gender mainstreaming. Thus, it is challenging to determine from this reporting what impact has been achieved at the programmatic level.

Finding 14: The Evaluation Office has put in place appropriate arrangements in line with UNEG Guidance to assess GEWE for UN-SWAP reporting. This has ensured systematic and credible UN-SWAP reporting during the period 2015-2020. This reporting has also been enhanced during the period 2018-2020 as a result of updated guidance to consultants in terms of assessing project ‘responsiveness to human rights and gender equality’.

170. **Evaluation reporting to UN-SWAP:** In accordance with UN Evaluation Group (UNEG) guidance, the UNEP Evaluation Office has recruited an independent consultant to undertake the UN-SWAP assessment of reports produced annually. It is noteworthy that while all other ratings on UN-SWAP are self-reported, the evaluation rating is not. The same independent consultant has undertaken the SWAP assessments from 2016 through 2020 and the evaluation finds that this practice has helped both the credibility and consistency of SWAP evaluation assessments. The table summarizes the ‘Oversight’ ratings for evaluation in terms of UN-SWAP during 2015-2020.

SWAP: UNEP Evaluation Ratings 2015-2020

Year	Missing	Approaches	Meets	Exceeds
2015	X			
2016		X		
2017		X		
2018		X		
2019			X	
2020		X		

Source: SWAP reports 2015-2020

Table 5. SWAP: UNEP Evaluation Ratings 2015-2020

171. The following paragraphs summarize the issues raised on an annual basis and tracks the increased attention to assessing GEWE in UNEP evaluations.

172. **In 2015, UNEP was marked as “missing” SWAP requirements**, and “the overall unsatisfactory rating can be largely attributed to the fact that projects evaluated had no Gender Equality and the Empowerment of Women (GEEW) element in their design from the onset”. The report noted that “Planned efforts to provide increasing guidance to evaluation consultants should also lead to more comprehensive observations and the preparation of an increasing number of lessons and recommendations to support better design, implementation and evaluation”.

173. **In 2016, the rating rose to “approaches requirements”**. Scoring improved but the evaluation indicated that there was little inhouse capacity or resource allocation to ensure that the effects of UNEP interventions on gender relations match UNEP’s policy and strategic commitments on GEEW mainstreaming Gender.

174. **For 2017 and 2018 the rating remained at “approaches requirement”**. Of the 25 reports reviewed, “none referred to social transformation or changes in empowerment level. Only 5 evaluation reports touched on dynamics of power, how to avoid gender bias, or privileging one group over another”. Evaluators found that gender assessments were more prevalent in projects that focused on livelihoods than in technical projects. One suggestion to deal with this problem was for technical projects where there was little attention to gender, evaluators could consider assessing the role of women in project management. The application of the Evaluation Office guidance had resulted in some cases where evaluators “took the lack of gender indicators as an opportunity to suggest gender indicators or provide gender considerations in the reconstructed theory of change so that future phases of the project could include gender in its results framework”.

175. **2019 saw the ratings rise to 6.53 “meets requirements”, the highest during the review period**. While this was an improvement from the 2018 rating of 5.16, it was still low. While the revised guidance had changed in the way evaluations were conducted the evaluation concluded that the Evaluation Office “will now have to find ways to deepen some of the analysis in the evaluations so the reporting on gender captures some of the sociological impacts, unanticipated effects, and how project activities affect differentiated groups”.⁷⁰

176. **For 2020, the evaluation indicator was recorded once more as “approaches requirements.”** Several factors were cited to explain this decrease such as the type of evaluation (more evaluations of multi-country institutional programmes or protocols), and the rigour with which evaluations were rated (given that a large proportion of evaluations were of GEF projects that include gender analysis at the design stage). A lack of gender analysis continued to be a persistent weakness. Furthermore, since many were multi-country evaluations, these involved many stakeholders representing indigenous and other gender-related situations which had posed problems in triangulating and representing marginalized voices.

177. It was recommended that in this type of complex evaluation, the Evaluation Office should help evaluators to identify marginalized constituencies and provide details on how they are to be represented. For projects that did not meet gender responsiveness criteria, it was recommended that evaluators should pay attention to the “Communication and Public Awareness” and the “Country Ownership and Driven-ness” criteria as a means to assess the role of women.

⁷⁰ E. Hasan report 2019 report p. 2

Finding 15: The introduction of ‘theories of change’ and a focus on gender recommendations have helped reinforce gender and human rights responsiveness as a cross-cutting issue in evaluations. However, these tools are ratings-oriented and the reports themselves provide limited narrative information on the type of gender change in projects. Guidance is lacking on how to undertake deeper analysis of the sociological aspects of gender empowerment. There is also no guidance on how to evaluate gender in technical and normative programmes. There is also little evidence of systematic sharing and feedback of lessons learned on GEWE for use by programme designers, managers and evaluators to help improve programme design, implementation, monitoring and evaluation across UNEP programming.

178. **Methodology and tools to assess GEWE in evaluation reports:** The GPS foresees a key role for Evaluation within the oversight arrangements. It envisages “a default position of gender expertise in all project evaluations” and outlines procedures for clear explanations for those projects that did not require gender expertise.⁷¹ There is no record that these procedures have been systematically followed. The Evaluation Office explained that there often was no budget available to ensure that a gender expert was on every evaluation team.

179. However, modifications were made by the Evaluation Office’s approach to assessing gender. Prior to 2018, gender equality had been assessed by the Evaluation Office as a part of the ‘Strategic Relevance’ criteria in its project evaluation assessment template, the results of which are reported in the Biennial Evaluation Synthesis report presented to the CPR. In 2018, the UN-SWAP 2.0 guidance was issued by UN Women which reiterated three specific criteria for evaluations, namely: (1) GEWE is integrated in the evaluation scope of analysis and evaluation indicators are designed in a way that ensures GEWE related data will be collected; (2) A gender-responsive methodology, methods and tools, and data analysis techniques are selected; and (3) The evaluation findings, conclusions and recommendation reflect a gender analysis. UNEP updated its guidance and introduced ‘Responsiveness to Human Rights and Gender Equality’ as a separate sub-category under ‘Factors Affecting Performance and Cross-Cutting Issues’ in its performance ratings template.

180. The Evaluation Office has also put together what is described as a “suite of support tools, templates and guidance notes” to support the use of the ‘Evaluation Criteria Ratings Matrix’ and ‘Evaluation Criteria Ratings Table’ which assess project performance in 9 evaluation criteria⁷² on a six-point satisfaction scale (which ranges from Highly Unsatisfactory to Highly Satisfactory). It has addressed the issue of GEWE by putting in place the separate “Gender Methods Note for consultants”⁷³ in 2018. Modifications have also been introduced covering the development of a ‘theory of change’ for each evaluation and there is recent emphasis that evaluation reports should include a recommendation on Gender on a mandatory basis.

181. The ‘Gender Methods Note’ is comprehensive and contains “tips for UNEP evaluation

⁷¹ GPS para. 95. Each evaluation undertaken by UNEP during the planning period will be designed and implemented in accordance with the UNEG Gender Norms and Standards and the UNEG Guidance on Integration of Human Rights and Gender Equality in Evaluations, and monitored accordingly.

The terms of reference for each evaluation will specify the gender equality considerations to be assessed by the evaluation team and will define the gender expertise to be included in the evaluation team.

GPS 96. The default assumption will be that such expertise is required for each project in all sub-programme areas that has any socio-economic content or implications, and it will be the responsibility of project managers, in consultation with Gender Coordinators and the GSSU, to provide the Gender Steering Board with a clear explanation for those projects for which he/she believes that gender expertise on the evaluation team would not be required.

⁷² (1) Strategic relevance, (2) Quality of Project Design, (3) Nature of External Context, (4) Effectiveness, (5) Financial Management, (6) Efficiency, (7) Monitoring and Reporting, (8) Sustainability, (9) Factors Affecting Performance and Cross-Cutting Issues

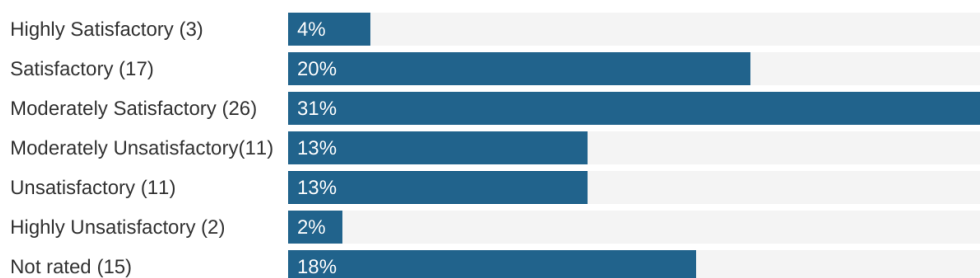
⁷³ Evaluation Office of UNEP, Gender Methods Note for Consultant, Last revised 28.02.21, p. 4

consultants on assessing whether gender aspects have been considered across the life of the project (design, implementation, monitoring reporting and evaluation). However, there is no clear linkage or cross-referencing between the three instruments and it is not easy to understand how the 'Gender Methods Note' dovetails with the Evaluation Matrix and Ratings Table. The Ratings Table must be included in each report with a satisfaction rating in terms of 'responsiveness to human rights and gender equality'. However, there are very few narrative references to help contextualise these ratings in terms of the type of gender change or results that have been assessed and validated by the evaluation exercise.

182. Feedback from a sample of consultants who have used these instruments indicates that while the Evaluation Office has improved reference documents in the last few years, it has not given consultants the practical tools to apply them. Suggestions have been made to develop a centralized "gender glossary" to address the lack of common understanding of what gender mainstreaming is among evaluation consultants. While the Gender Methods Note provides references to on-line training, UNEP specific training on assessing gender evaluation was requested together with the compilation of lessons-learned and instructive examples of projects where gender has been a feature. Low-cost initiatives like an online platform to help consultants exchange views on their work and share challenges, have also been suggested.⁷⁴

183. Figure 11 summarizes the ratings provided by consultants on 'Responsiveness to human rights and gender equality' contained in 85 evaluation reports that used the updated Evaluation Office guidance (62 in 2018-2019 and 23 in 2020.) While some 54% of the projects rated got satisfactory ratings, 46% were rated in the unsatisfactory/not rated categories. Only 3 of project evaluation reports have received 'highly satisfactory' ratings.

Percentage of Ratings of the Responsiveness to Human Rights and Gender Equity Criterion in Evaluation reports in 2018-2020



Total number of reports: 85. Source: Evaluation reports 2018-2020

Figure 11. Percentage of Ratings of the Responsiveness to Human Rights and Gender Equity Criterion in Evaluation Reports 2018-2020

184. In order to get a deeper understanding of the type of gender changes captured in the reports with high satisfaction ratings, this evaluation analysed the 'highly satisfactory' reports using the 'Gender Results Effectiveness Scale' (GRES) approach contained in UNEP Guidance on Institutional Gender Mainstreaming' of April 2018.⁷⁵ The results of this analysis are annexed (see Annex 4) and provide examples that GEWE change is happening in circumstances where gender analysis was part of the original design, as well as during efforts taken during implementation. The latter has occurred when project strategies and executing

⁷⁴ UN Environment, Internal Report on the UN-SWAP 2.0 Assessment, E. Hasan, January 2020






⁷⁵ https://issuu.com/ieounwomen/docs/uneg_gendermainstreaming_final

agents analyse needs of stakeholders and engage in participatory processes to ensure their buy-in and involvement in activities. The three reports provide illustrative examples of gender targeted, responsive and transformative efforts.

185. **External assessment of UNEP evaluation response to Gender and Human Rights:** UN Women provides its assessment of the work UNEP’s evaluation unit on an annual basis and while the Help Desk does engage in clarification on some self-reported indicators, the entity offers no independent verification or validation of the UNEP reporting. Nor does it actively rate or benchmark agencies in a comparative manner. This was seen as a limitation by UNEP staff who believe this type of benchmarking would help in the sharing of lessons.

186. The UN Office of Internal Oversight Services (OIOS) independently reviews evaluations produced by the UNEP Evaluation Office, on a biennial basis. It randomly selects UNEP reports and rates the quality of these products. Both OIOS reports produced during the 2016-2020 period,⁷⁶ highlighted the need to improve evaluation report quality to ensure greater integration of gender and human rights considerations. Specifics of the information extracted from the OIOS report are summarized below:

United Nations Evaluation Dashboard (OIOS): UNEP ratings 2016- 2019

	11 Report quality (% good/very good)		67%	▲
	12 Recommendations (% good/very good)		75%	▲
	13 Gender (% meets UN-SWAP criteria)		8%	▼
	14 Human rights (% satisfactorily/fully integrated)		8%	▼

2018-2019


	11. Report Quality (% good/very good)	64%	▼
	12. Recommendations (% good/very good)	45%	▼
	13. Gender (% that meets UN-SWAP criteria)	18%	■
	14. Human Rights (% satisfactorily/fully integrated)	9%	■
	15. SDG's (% referencing SDGs)	45%	NA

Figure 12. United Nations Evaluation Dashboard (OIOS): UNEP ratings 2016-2019

Finding 16: The evaluation did not assess the relevance of gender equality findings as presented in annual audit reports as these are not prepared by UNEP but by OIOS. Self-reporting to the annual UN-SWAP process reports indicates that Audit has rated its contribution as either ‘Meets’ or “Exceeds” UN-SWAP criteria.

187. **Audits:** The Internal Audit Division (IAD) of the Office of Oversight Services of the UN Secretariat has oversight responsibilities for UNEP and conducts all audits. Since this evaluation is of gender mainstreaming and programme activities that are the direct responsibility of UNEP, it was agreed at the Inception Stage that assessing IAD audits was outside the scope of this evaluation. It is understood that IAD consults with GFPs in the offices on an annual basis to identify risks and identify topics which “consider the gender

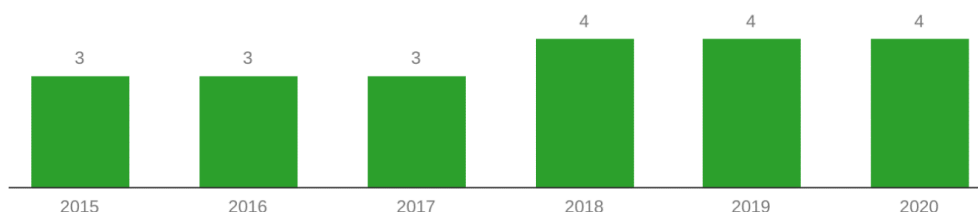
⁷⁶ United Nations Evaluation Dashboard. 1556656075-1_IED-19-002.pdf, Assignment No: IED: IED-19-002, ied_21_011.pdf. Assignment No: IED-21-011

perspective and develop gender-responsive audit methods as part of the IAD audit procedures”.

188. As seen in the table below UN-SWAP reporting indicates that audits have ‘met’ criteria for 2015 through 2017 and IAD/OIOS has selected the ‘exceeded’ criteria during the period 2018-2020. The Joint Inspection Unit 2019 review of UN-SWAP notes that “Improvement in this strategic area is due to the engagement of system-wide professional inter-agency networks such as the United Nations Evaluation Group and the Representatives of Internal Audit Services of the United Nations System Organizations.”⁷⁷

UN SWAP Ratings for Gender Responsive Auditing 2015-2020

1= Missing, 2=Approaches, 3= Meets, 4=Exceeds



Source: SWAP reports 2015-2020

Figure 13. UN SWAP Ratings for Gender Responsive Auditing 2015-2020

189. **Gender Audit:** The ED has indicated that she is supporting the conduct of a Gender Audit of UNEP in 2021 to discover the gaps in numbers and perceptions and set targets and evaluate progress in advancing gender equality in programmes and operations.

190. While 24, over half (57%), of 42 respondents to the perception survey were aware of this pledge, only 26 (62%) of the respondents were aware of the Gender Audit being conducted by the GSU. The evaluation understands that this could be explained by the fact that as of December 2021, three sub-entities had been invited to participate. The Barcelona Convention Secretariat has expressed interest in conducting a Gender Audit. Documentation has been shared and information exchanged and it is expected that in 2022 a workshop will be held to launch the Gender Audit in the Barcelona Convention Secretariat. One staff member of the GSU has been trained on the audit methodology developed by ILO.

F. Sustainability

Finding 17: While the GPS has promoted visibility of gender mainstreaming in key publications, these results have not contributed to a body of knowledge on how to ‘do gender right’ within a UNEP context. Capacity building efforts in formal training have not met with success and are generally seen as ‘tick the box’ mandatory requirements.

What has been appreciated has been the hands-on, capacity building support provided by GSU at Programme Review Meetings with respect to the use of the Gender Marker. But follow-up support in gender advice was lacking at the implementation and monitoring stages. Furthermore, any future gender capacity building and training would need to be

⁷⁷ Review of the United Nations System-wide Action Plan on Gender Equality and the Empowerment of Women JIU/REP/2019/2, p.6

tailor-made to the needs of UNEP's programmatic priorities. As regards sustaining the attention to gender in UNEP, cautious optimism was expressed with regard to senior leadership's commitment to promote a culture where gender mainstreaming is everyone's business.

191. **Knowledge Generation and Communication:** The GPS included several initiatives to promote knowledge generation and communication. The UNEP Communication Plan would include issues related to gender for internal and public dissemination and a UNEP Publications Policy was to be produced.

192. The most prominent among the publications was the 2016 flagship "Global Gender and Environment Outlook" (GGEO), a collaborative project which drew on the work from scientists, civil society organisations, non-governmental organisations and UN organisations and described critical challenges in terms of the social dimensions of the environment. Other publications referenced in the report of the ED (UNEP/EA.5/12, December 2020)⁷⁸ were "Gender Equality and the Environment: A guide to UNEP's Work" which contains 15 accounts of projects with a gender mainstreaming focus and the "Gender and Environment Kit". Fifty nine percent of respondents to the perception survey indicated that they had not referenced the GGEO or the 'Environment Support Kit' and half of the Focal Point Survey respondents indicated that they had not used either publication. One interviewee noted that *"UNEP is very much publications focused and certain people see the publication of a report or policy as a result in itself, and that is a problem"* - in 2021, for instance, there were some 280 publications produced.

193. Since 2015, the GSU has reviewed "more than 300 publications" to ensure gender sensitivity. This review process has been a sizable responsibility for a small unit such as GSU. Although the feedback has been welcomed by those involved in the publications section as comprehensive and helpful, publications are sent to GSU at the final stage and therefore often too late in the process for the feedback to be taken on board. A digital publishing system is being introduced to address this issue so that people will have to read the publications policy and guidance prior to starting to prepare a publication. Annual publications plans have also been introduced and the Deputy Executive Director chairs the publications committee (GSU is a member). These efforts to streamline the process are expected to reduce the demands on GSU, with their involvement being required for about 10 major 'flagship' publications per year. In this way it is hoped that inputs on gender could be provided earlier and be more meaningful.

194. There has been an improvement in the diversity in authorship and reviewer-ship with the gender ratio getting better in recent years (e.g. GEO 6⁷⁹, published in 2019). Attention has also been paid to ensuring that there is gender balance when media launch events are being organised. Panel membership has been getting close attention with the Deputy Executive Director rejecting proposals on panel composition if gender balance is not achieved.

195. **Capacity development, training and 'getting gender right':** The GPS envisaged undertaking gender mainstreaming "Capacity assessments" to develop a "Capacity Development Plan"⁸⁰. There is no evidence that this plan was produced (though the evaluation understands an effort was undertaken in 2021). A self-paced on-line gender training course

⁷⁸ UNEP/EA.5/12, p. 3

⁷⁹ GEO-6: authorship, 38% women; advisory board, 46% women; review editors, 57% women (*Summary of Geographic and Gender Balance, provided by the GEO team*)

⁸⁰ The evaluation team notes receiving late information that the Regional Office of Asia and Pacific developed, and are implementing, the 'UNEP ROAP Gender Equality and Human Rights Capacity Building Plan 2021-23.

has been in place since 2014 and 292 of 1,246 UNEP staff have completed the three modules over the past six years.⁸¹ The majority of respondents 47 (96%) to the perception survey indicated that they had completed the course. Workshops lasting 2.5 days on Gender and Results Based Management have apparently reached over 600 staff⁸². Only 10 out of 48 respondents to the perception survey indicated they had participated in this training.

196. Overall, interviewees provided mixed reviews of the usefulness of these training initiatives and most comments were negative. One interviewee noted that the current course on Inspira was at *"an infant school level"* and another that the courses are taken because they are mandatory so it is a 'tick the box' exercise that led to *"no real understanding of how to integrate gender into the day to day work."* It was repeatedly stressed that on-line training was too generic and even though less costly, of limited value.

197. When asked what was needed to address the capacity gap in terms of gender, all respondents indicated that what was required was a tailor-made training approach that focused on how to get gender right when undertaking gender analysis, project implementation and monitoring at the operational level in the sub-programme areas. If gender was not in the log frame, in the workplan and budget from the start, then it was invisible and gender results would be hard to identify. UNEP was also considered decades behind in terms of addressing the needs of disabled and other marginalised groups and this needed attention in the context of the "leave no one behind" agenda of the UN.

198. One critical entry point to promote hands-on capacity building was seen at the Concept and PRC stages when the Gender Marker was being considered. Several interviewees described the excellent contribution of the GSU staff who went the extra mile and worked with project proponents during and even after the PRC meeting. Another provided an example of the process to promote UNEP's response to updated GEF gender requirements. The GSU representative *"attended every meeting, worked with every task manager issuing written comments and making sure there was some low hanging fruit and easy wins. Everybody was not expected to get 'threes'."* There was a grace period and target setting after which there would be no submission of Gender Marker zeros to the GEF Secretariat. *"It is a clever team and pretty soon, they tried to shine, and they were getting twos and threes all the time knowing that you got excellent marks if you had a budget allocation, a situation analysis, gender sensitive indicators and gender mentioned in the Terms of Reference of the project co-ordinator, the monitoring plan and terms of reference of the inception workshops."* The feedback from the GEF Secretariat was also helpful – *"sometimes we got positive comments such as 'good job' - even we had not figured out how to work effectively on gender issues in a chemicals and waste project, because it's a gender imbalanced sector but it turns out there are women's mining associations to work with"*.

199. Frequent mention was also made of the need to provide support during project implementation itself. Gender capacity support was critically needed by the project teams who are recruited on shorter-term assignments to deliver the projects and who face gender concerns in the course of project implementation. That type of "help desk" support and capacity development are not available across UNEP. It was observed that *"if UNEP is really going to take gender and safeguards seriously, it needs to be looking beyond two professionals"* as being responsible for this type of hands-on support.

200. **Staff accountability for achieving gender mainstreaming results:** The GPS is seen as having a "a strong accountability framework that provides the necessary institutional

⁸¹ UNEP/EA.5/12, p.2.

⁸² UNEP/EA.5/12, p. 2

arrangements and enabling conditions for gender mainstreaming in UNEP programmes and operations”.⁸³ Performance requirements of senior managers are also detailed in paragraph 11 of the GPS as follows: “The performance requirements of senior managers will be reflected in the compacts with the ED, cascading to all staff members as appropriate, and will be reflected in at least one specific gender accomplishment for each member of staff, with corresponding performance indicators, monitored annually through the ePAS mechanism.” The principal oversight mechanism was the SMT which was to sit bi-annually as the GSB and monitor the implementation of the GPS, “issuing recognition for good performance and guidance for improvement. Where necessary the GSB will issue sanctions for poor performance”. (Paragraph 77). As noted elsewhere in this report, such oversight was inconsistent as the GSB met only 3 times, after which monitoring of the GPS slipped off the SMT agenda.

201. Staff observed that there has been a lack of consistency and coherence in terms of the implementation of the GPS overall and in particular with regard to the ePAS requirement. Some managers reported having incorporated gender goals into ePAS, while others have not. Those that did include gender goals abandoned the practice after a year or two as there was no feedback or guidance as to whether this effort was of any relevance. As one senior manager put it - *“we have these policies, then they get adopted and then there is a long period of silence ... and then it just becomes lip service”*.

202. The perception survey included a question on the application of the ePAS and 25 (56%) of 44 respondents indicated that the ePAS did not include a gender goal. Out of the 16 respondents to this question in the Focal Point Survey, only 1 of 16 indicated that the ePAS took account of gender. The following comments reveal varied views and understanding of the ePAS aspect of the GPS:

- *UNEP's HR needs to be empowered and resourced accordingly to make this happen*
- *If it would have, there would have been more progress*
- *All my supervisees have one*
- *Only for Programme Officers*
- *We have Gender accomplishment but not as corresponding indicators*
- *Not sure is it enforced*
- *Should be done but in practice is not*

203. In terms of promoting a culture that is more alert to the needs of gender mainstreaming, it was suggested that what was required was an *“internal project”* in UNEP where gender was seen as *“cross-cutting against every single deliverable that we do... it is not about having one or two gender focused projects or outputs within our broader programmes. This is about making sure that gender considerations are embedded throughout what we do”*.

204. **Commitment of Senior Leadership to ensure positive change in gender mainstreaming:** When asked if they were confident that Senior Management is committed to ensuring positive changes in attitudes and culture in the institution and UNEP programmes, 10, more than 50%, of the 16 Focal Points were extremely to somewhat confident and 36 (85%) of the 42 perception survey participants were extremely to somewhat confident.

⁸³ UNEP/EA.5/12, p.2

V. CONCLUSIONS

205. A number of strategic questions were included in the TOR for this Review:

a) To what extent is the implementation of the recommendations of the 2012 Review of the UNEP GePA evident in the 2015 Gender Policy and Strategy?

206. The recommendations of the 2012 Review of the UNEP GePA are well reflected in the 2015 GPS. However, for the most part, this has not translated into the implementations of the recommendations, as UNEP has yet to fully commit to ensuring that gender is a key area of strategic relevance in fulfilling its mandate. The three areas where UNEP has seen some progress include: 1) achieving gender parity; 2) strengthening guidance to assess gender and human rights responsiveness in evaluations; and, to a certain extent 3) integrating a gender perspective into project design. (See under Effectiveness.)

b) To what extent was the Gender Policy and Strategy aligned with MTS?

207. The MTS documents corresponding to the period under review (MTS 2014-2017 and MTS 2018-2021) recognize gender equality as an operating principle that should guide the implementation of the MTSs. However, both documents lack high-level gender-related results and indicators, which has resulted in a limited integration of gender in UNEP's programmatic work as well as in operationalizing its business model. (See under Strategic Relevance.)

c) To what extent was the 2015 Gender Policy and Strategy forward-looking in the face of evolving gender equality and women's empowerment concepts and approaches at international levels, including continued relevance in view of the SDGs' goals related to gender equality and women's empowerment?

208. The contribution of the GPS to advance evolving concepts and approaches to gender has been limited. Many staff continue to equate gender mainstreaming with gender parity and moving beyond counting numbers continues to be challenging. The MTS 2018-2021 includes an overview of SDGs targeted by UNEP sub-programmes, but only one out of the seven sub-programmes, Environment Under Review, includes a target on SDG 5 on gender equality. Consequently, not many projects integrate SDG 5 and the "leaving no one behind" agenda of the UN. (See under Strategic Relevance.)

d) To what extent, and in what ways, has the Policy and Strategy succeeded in: establishing effective knowledge management/learning mechanisms to disseminate experiences and successes in addressing gender equality; ensuring all staff's accountability for achieving gender mainstreaming results; secured the resources needed and developed the necessary capacities and partnerships to support the realization of UNEP's gender-related goals?

209. The GPS has promoted the visibility of gender in key publications, but this has not contributed to the development of an effective learning management mechanism to 'do gender right' within UNEP. For the most part capacity building efforts in formal training tend to be perceived as a 'tick the box' exercise. Future capacity building efforts should be tailor-made to the needs of UNEP's programmatic priorities.

210. In terms of staff accountability for achieving gender mainstreaming results, there has been a lack of consistency and coherence in terms of the implementation of the GPS overall and in particular about the ePAS requirement. (See under Sustainability).

e) To what extent have UNEP interventions and partnerships contributed to:

- i. improving the understanding of the relationship between gender and the environment and identifying lessons learned on gender-related aspects of environmental issues;**
- ii. increasing women's participation in environmental rehabilitation and protection efforts; and**
- iii. promoting equal participation of women and men in policy formulation, decision-making, implementation, monitoring and reporting for sustainable management of environmental resources?**

211. The absence of a results-based framework and a reporting system with expected accomplishments and indicators is a major obstacle to identify gender results in UNEP interventions and partnerships. To address this gap, the evaluation team used evaluation reports assessing gender and human rights coverage. According to the ratings provided in evaluation reports from 2018 to 2020, 20% of the projects got 'satisfactory' ratings, 31% were rated 'moderately satisfactory'. Only 3 projects were rated as 'highly satisfactory'. The effectiveness and evaluation sections provide a more detail account of these results. (See under Effectiveness and Evaluation).

f) In what ways, and to what extent, have UNEP's Regional, Sub-regional and Country offices supported the implementation of the Policy and Strategy? How could this engagement be strengthened going forwards?

212. UNEP's Regional, Sub-regional and Country offices have supported the implementation of the GPS through the implementation of a selected number of gender-responsive projects. However, more needs to be done to ensure that they have the necessary support from the GSU and the Sub-programmes to integrate gender systematically in their portfolio. Regional presences have contributed to the integration of gender through their participation in UN interagency work and their work with Ministries of Environment and other government institutions. (See under Efficiency).

g) In what ways, and to what extent, have Sub-programme Coordinators facilitated the implementation of the Policy and Strategy? How could this engagement be strengthened going forwards?

213. Sub-programmes have implemented a number of projects highlighting the nexus between gender and the environment. However, these key contributions are not driven by a systematic prioritisation process led by Sub-programme Coordinators. Obstacles to mainstream gender in the work of sub-programmes, include: 1) The perception that gender considerations are optional, not obligatory; 2) Outsourcing the work to consultants that lack local knowledge to understand gender specificities; and 3) The difficulty that many staff members have to mainstream gender in highly technical normative work.

214. Going forwards, Sub-programme Coordinators need to ensure that gender mainstreaming is a fundamental component of the strategic prioritisation process and to strengthen the stakeholder analysis in sub-programmes. (See under Efficiency).

VI. LESSONS

215. The following lessons were derived from the review process:

1. Though it played a critical step to introduce gender mainstreaming in UNEP, **the GPS has become largely symbolic of UNEP's unrealised ambitions in gender.** The overall lesson learned is that without senior management attention, resource allocation, results frameworks, monitoring systems, a functioning gender architecture, and a concerted effort at sensitizing and capacitating staff as to what mainstreaming gender entails within UNEP programmes, gender quickly became a forgotten priority.

2. Leadership that prioritises gender and **the overall 'tone at the top' is recognized across the UN system as a key ingredient to success in terms of gender mainstreaming.** Systematic attention to holding senior managers accountable to progress was critical to maintain a focus on gender efforts. The few meetings by the GSB, the GIC and the fact that many key documents were not finalized were early signals that the 'business model' was getting little attention in terms of the implementation strategy.

3. **Periodic reporting to the governing body** on the nature and type of gender programming is a crucial indicator of agency commitment. Reporting on gender parity advances and isolated examples of programmes working on gender in a few paragraphs in annual progress reports is not a substitute for systematic reporting to UNEA on an annual or biennial basis. This is particularly relevant to an agency which is charged with the mandate of driving the UN system's gender equality mandate within its environmental assessments and analyses, norms, guidelines, and methods.

4. The Gender and Safeguards Unit was the central hub responsible to spearhead the implementation of the GPS, develop training and capacity building, report to donors and the UN-SWAP, clear publications, organize key outreach efforts and introduce and manage the Gender Marker system. While the GPS envisaged an increase in resources to support the GSU, this support did not materialize in terms of adequate staff or funding. The lesson learned was **without sufficient capacity and an annually resourced plan of action which was monitored by the SMT, the GSU was unable to meet the ambitious expectations of the GPS.**

5. In terms of the **gender architecture**, UNEP's approach followed a standard structure (seen in many UN agencies), of a central unit, supported by Gender Coordinators and GFPs. Focal points were generally at a junior level of P2s and only expected to serve for only a two-year period which made the network inherently fragile. To succeed it would have required consistent attention and nurturing from the Gender and Safeguards Unit, which did not occur.

6. **Reporting to the UN-SWAP on an annual basis has limited effectiveness** unless it is seen as an instrument of relevance to headquarters, regional and country-level managers and involved annual internal stock-taking of the type of gender mainstreaming taking place within the organization.

7. The **most consistent gender messaging during 2015-2020 was in terms of Gender Parity** which speaks to the impact of senior level attention to this aspect of the GPS. This not been matched with attention to gender mainstreaming in UNEP's programme and outreach efforts. The lesson learned is that a **balance needs to be maintained between institutional and programme dimensions of mainstreaming if UNEP wants to 'get gender right' in the next iteration of the GPS.**

VII. RECOMMENDATIONS

Strategic Relevance

216. **'Getting Gender Right'**: The Executive Director (ED) should consider appointing a high-level, internal Task Force to undertake a time-bound exercise to foster organization-wide attention to gender mainstreaming in both programme and institutional domains. This exercise should be led by the Deputy Executive Director to devise an updated strategy involving a rethinking of UNEP's approach to Gender with particular focus on the opportunities presented by UN Reform efforts at the country and regional levels. This new thinking could involve revisiting the Theories of Change (TOC) in the Programmes of Work (PoW) to ensure that gender is incorporated as a critical driver and in indicator frameworks.⁸⁴ The GSU should serve as secretariat for this critical initiative given UNEP's goal to reach an overall target of an 82% aggregate goal in the UN-SWAP by December 2023.

217. Secondly, the Task Force should review the UNEP track record in terms of capacity assessment and formulate an updated capacity development strategy for implementation over the next four years.

218. Thirdly, annual UN-SWAP reporting should become an instrument for managers to periodically stock-take, report and plan for improvements so that reaching the MTS goal of an 82% aggregate score in the UN-SWAP self-assessment process is seen as an institutional challenge for all staff, UNEP wide (see 3 and 12 below).

219. Fourth, to address the institutional and corporate culture dimensions, the Task Force should explore successful efforts in other UN system agencies to mainstream gender and adapt practices that will resonate within UNEP.

220. **Appoint an External Gender Expert Advisory Group**: The ED should consider convening a group of independent external experts and gender champions to provide the SMT and the Task Force with guidance on key areas relating to the nexus between gender and the environment. (This group could involve senior gender specialists from the Global Environment Facility (GEF) and Green Climate Fund (GCF) given the relevance of these agencies' Gender Policies to UNEP programming.)

221. This group should meet on a periodic basis to provide feedback on key policy guidance, advise on UNEP's efforts to promote dialogue and awareness across the organisation in terms of the rationale underpinning gender mainstreaming efforts (such as gender parity). It could also advise on communication and messaging in terms of gender and support the capture of 'impact stories' that will demonstrate the benefits of operationalizing responsiveness to gender and human rights, both institutionally and programmatically.

Effectiveness

⁸⁴ In the current Programme of Work (POW) for 2022-2023 (UNEP/EA.5/3/Add.1), references to gender in the results frameworks is limited to a footnote that reads "Will be disaggregated by gender to the extent possible." The Executive Direction and Management includes 'Outcome 4: UNEP has implemented the United Nations System-wide Action Plan on Gender Equality and the Empowerment of Women with an overall target of 82% by December 2023'. While this is a laudable goal, in the view of the evaluation, gender mainstreaming should go beyond tracking incremental achievement of UN-SWAP self-reporting and the numbers of UNEP projects assessed for gender equality impact.

222. **Use UN-SWAP as an accountability and management instrument:** The UN-SWAP methodology is designed to actively involve all key functions of an organization to keep track, and report on, efforts to mainstream gender on an annual basis. To make optimum use of this instrument, the SMT should require all key managers to become familiar with the UN-SWAP methodology and actively engage in formulating their individual responses and rating their progress (with GSU providing guidance and support, as required). Efforts should also be undertaken to engage more proactively with staff (in Town Halls and similar venues) so that there is organization-wide awareness of progress towards meeting the December 2023 MTS goal, which aims to reach the UN-SWAP aggregate score of 82% from the 2020 score of 47%.

223. **Optimize the application of the Gender Marker:** The GSU should ensure that staff, in particular Sub-programme Coordinators, project managers/implementers are familiar with the Gender Marker and understand UNEP commitments in this area. To ensure that the marker is systematically integrated, the guidelines for the Gender Marker should be integrated into concise guidance on project log frame design, budgeting, reporting, monitoring and evaluation in the programme cycle. This guidance should be part of all capacity development initiatives on gender mainstreaming.

224. **Communication Strategy to ensure transparency in initiatives vis-a-vis Gender Parity:** Senior Management should take steps to ensure transparent communication on appointees such as sharing the credentials of the women selected for senior posts (which would help decrease a perception that women were being selected because of the pressure to achieve parity). Furthermore, steps should be taken to address and report on gender parity in the General Service Staff (GS) cadre of staff. The communication strategy should disseminate information to staff at Headquarters and Regional, Sub-regional, and Country offices and include UNEP's gender parity targets, commitments and recruitment policies adopted to achieve them. The updated Gender Parity Strategy should be shared and discussed in forums such as Town Halls but also in more informal sessions like the discussions on racism that have taken place recently.

Financial Management

225. **Establish financial benchmarks and a tracking system for gender allocations linked to Gender Marker:** The SMT, in coordination with the GSU, should also establish a financial benchmark for resources spent on GEWE, including at the sub-programme level. The financial benchmark should combine financial contributions to address specific gender equality issues, with contributions towards the integration of gender in other environmental issues. Additionally, it should separately track UNEP's own expenditure and UNEP's transfers to partners for project implementation.

226. The Corporate Services Division should put in place a financial tracking system to quantify funds allocated for the promotion of GEWE. This tracking system should be linked to the Gender Marker to systematically track gender related allocations across projects with explicit gender components. The system should also be able to track investments on gender mainstreaming across all areas of the organization.

227. **Benchmark against other UN agencies:** To establish the financial goals, UNEP should consult other UN agencies with experience in this area, including UNICEF, UNDP and UNFPA

Efficiency

228. **Strengthening the Gender Architecture:** UNEP should consider the following measures to strengthen the gender architecture which involves appointing Gender Advisers at the sub-programme level, a clear role for the GSU and a revitalizing of the Gender Focal Point function as a strong network with the objective of setting up a community of practice on gender:

(a) **Gender Advisers for each of the 7 Sub-programmes:** The SMT should appoint dedicated gender advisers to each sub-programme to build the capacity of managers and project developers to mainstream gender in their portfolios. These advisers should be senior experts/consultants with technical subject-matter expertise and be equally proficient in GEWE.

(b) **Strategic Planning Framework for gender results:** The GSU, with the involvement of all technical units, should develop a strategic planning framework spelling out the results that the Unit should achieve and the rationale of how these results have been prioritized. This planning framework should set out the role of the Unit with respect to the gender architecture, including the coordination role of the GFPs, and the communication modalities with the rest of the gender architecture. The interface between the GSU and the sub-programme level Gender Advisers should be clearly established.

(c) **Revitalizing the GFP function:** The GSU should ensure that all GFPs receive updated Terms of Reference (TORs) that clearly articulate the gender specific results that they need to achieve and provide them with resources and support to carry out their mandate. Gender specific results should be linked to the monitoring, reporting and evaluation of their performance. The Unit should also develop a workplan to strengthen the GFP network, assess their gender specific capacity needs and increase its focus on sharing knowledge and experiences. As a first step the GSU needs to organize monthly calls to facilitate the transferring of experiences between GFPs in different Sub-programmes and Regional, Sub-regional and Country offices.

Monitoring, Reporting and Evaluation

229. **Monitoring and reporting impact in terms of gender results:** Once the new Integrating Planning, Management and Reporting Solution System (IPMR system) is fully operational, Programme Performance Support Unit (PPSU), Policy and Programme Division with support from the GSU should ensure that monitoring and reporting move away from describing activities and compiling statistics and is tied to higher level gender results.

230. **Upgrading gender analysis and Gender Marker to ensure better project design, implementation monitoring and evaluation of gender results:** Meaningful evaluation that provides insight into the type and quality of gender results is highly dependent on the quality of the project design, implementation, and monitoring data. The monitoring function within the Policy and Programme Division should therefore explore options to work with GSU, the Coherence and Assurance Unit, Sub-programme Coordinators and the Evaluation Office to update templates to ensure that solid gender analysis is conducted, data is collected and a feedback loop of lessons learned from evaluations in terms of gender is established. Attention should also be paid to sensitizing and capacitating project designers and managers on how to ensure verifiable justification for selection of the Gender Marker. In addition, arrangements should be set in place to ensure that the marker is tracked during monitoring and at the mid-term and terminal stages of evaluation.

231. **Update the Guidance Note on Gender and integrate it as part of the overall guidance to evaluation consultants:** The Evaluation Office should compile a compendium of lessons learned on gender interventions that help describe the six-point satisfaction scale of the Matrix. It should also consider making a gender recommendation mandatory, and provide guidance on the need to provide narrative descriptions (together with illustrative examples) on the GEWE change assessed during evaluations.

232. **Assessment information for MTS/ PoWs and beyond:** Outcome 4 of the Executive Management in the PoW 2022-2023⁸⁵, stipulates that the “number of UNEP projects assessed for gender quality impact”⁸⁶ will be an indicator of the degree of implementation of Resolution 4/17 on promoting gender equality and human rights and empowerment of women and girls in environmental governance. The evaluation recommends that this reporting should go beyond numbers of evaluations and consider providing fuller accounts of gender results captured in evaluations for use in lesson learning and reporting. These could be showcased in the annual Progress Reports and presented to the SMT and CPR as appropriate. There may also be application in terms of UNEP’s inputs to Common Country Analyses (CCA) and to UN agencies and UN Sustainable Development Cooperation Frameworks.

Sustainability

233. **Revisit the use of gender goals in ePAS.** UNEP should review the guidance to incorporate gender goals at the ePAS level and identify relevant tasks for the year at hand for each staff member that will help strengthen gender mainstreaming. Managers should be accountable for this process and ensure that relevant gender related responsibilities are incorporated throughout the ePAS system and relevant TORs for consultants. The Human Resources section should track this data and provide periodic feedback to managers and updates to the SMT on these gender goals and progress to make this exercise a meaningful contribution at the individual staff level to the challenge of ‘getting gender right’ articulated in the MTS.

⁸⁵ UNEP/EA.5/3/Add.1, p.32

VIII. ANNEXES

Annex I: Independent Evaluation of the Implementation of UNEP's Policy and Strategy for Gender Equality and the Environment, 2015-2020, Terms of Reference

Independent Evaluation of the Implementation of UNEP's Policy and Strategy for Gender Equality and the Environment, 2015-2020

TERMS OF REFERENCE

General Information

Post Title: Consultant
Unit: Evaluation Office of UNEP (EOU)
Location: Desk-based
Duration: August 2021 – February 2021

1. Background

1. The United Nations Environment Programme (UNEP) is the United Nations system's designated entity for addressing environmental issues at the global and regional levels. Its mandate is to coordinate the development of environmental policy consensus by keeping the global environment under review and bringing emerging issues to the attention of governments and the international community for action. UNEP is responsible for driving the UN system's gender equality mandate within its environmental assessments and analyses, norms, guidelines, and methods.
2. The global mandate for attaining gender equality and women's empowerment is reflected in decisions taken by the UNEP Governing Council (GC) and from 2013⁸⁷ by the UN Environment Assembly (UNEA). Specifically, Decision 23/11 on Gender Equality and the Environment in 2005 required UNEP to renew its efforts to prioritize gender mainstreaming in all aspects of its environment and sustainable development work. Simultaneously, Decision 24/7 (2007) on committing resources toward the implementation of Decision 23/11 mandated the allocation of sufficient financial and human resources to this endeavour.
3. In September 2006, UNEP published its Gender Plan of Action (GePA), which outlined a framework for integrating a gender perspective within UNEP and in its activities over the period 2006–2010. In 2007, UNEP reported to the GC on progress on the implementation of GC Decision 23/11. The GC, in return, through its Decision 24/7, urged UNEP to pursue the implementation of the GePA and develop a monitoring and evaluation mechanism to ensure its effective implementation. The decision also invited governments to make voluntary financial contributions to implement the GePA. A UNEP draft Gender Policy was developed over 2006-2008 and presented to the Senior Management Team in July 2008. The draft policy was, however, not finalized nor published.
4. In 2011, the Executive Director requested the Evaluation Office to undertake a review of the implementation of the UNEP GePA during the period 2006-2011. The 2012 Review⁸⁸ of the UNEP GePA precipitated the establishment of a Task Force on Gender Equality and the Environment in 2013. This Task Force recommended inter-alia the development of a fully-fledged Policy on Gender and the Environment.
5. The **UNEP Policy and Strategy for Gender Equality and the Environment⁸⁹ (hereinafter the 2015 Gender Policy and Strategy)** was completed in December 2014 and was signed off by the Executive Director in February 2015. It was developed as an adjunct of UNEP's Medium-Term Strategy (MTS) and was to be implemented, monitored, and reported jointly with it. The Gender Policy and Strategy was based on system-wide standards set by the Rio+20 outcome document "The Future We Want" and the UN System-Wide Action Plan on Gender Equality (UN-SWAP⁹⁰) endorsed by the Chief Executives Board. The Gender Policy and Strategy provided UNEP with a framework for addressing gender equality and women's empowerment in a coherent and coordinated manner in its policies and programmes. It was intended to be implemented over a period of four years (i.e. 2016-2019). As UNEP has now drafted a new Gender Policy and Strategy for 2021-2025, it is understood that the 2015 Gender Policy and Strategy continued to direct UNEP's gender response up to the end of 2020.

⁸⁷ The UN Environmental Assembly was established in 2013.

⁸⁸ <https://wedocs.unep.org/handle/20.500.11822/270>

⁸⁹ <https://wedocs.unep.org/handle/20.500.11822/7655>

⁹⁰ In 2012, the United Nations Chief Executives Board for Coordination (CEB) adopted a systemwide Action Plan (UN-SWAP) on gender equality and women's empowerment, an accountability framework designed to measure, monitor and drive progress towards a common set of standards for the achievement of gender equality and the empowerment of women. It applies to all entities, departments, and offices of the UN system. Responsibility for coordinating the operationalization and tracking of this mechanism has been assigned to UN-Women.

6. In March 2019, the fourth UNEA adopted Resolution UNEP/EA.4/Res.17 *Promoting gender equality and the human rights and empowerment of women and girls in environmental governance*. It was the first-ever UNEA resolution that addressed Gender Equality and the Environment. This Resolution mandated the UNEP Executive Director to:

".. report at the fifth session of the United Nations Environment Assembly (UNEA 5), on the implementation of UNEP's Policy and Strategy on Gender Equality and the Environment 2014-2017, including in UNEP's planning instruments, investment frameworks and the networks and sector-wide programs, based on the information gathered from Parties and stakeholders.."

7. In response to the request mentioned above, in February 2021, the Executive Director presented its report to the fifth session of UNEA (UNEA 5) on the *"Progress in the implementation of resolution 4/17 on the promotion of gender equality and the human rights and empowerment of women and girls in environmental governance: Report of the Executive Director (UNEP/EA.5/12)"*⁹¹ The fifth session of UNEA took note of the report and decided to review it at the eighth Annual Subcommittee meeting of the Committee of Permanent Representatives⁹² in 2021 and defer taking action thereon until the resumed meeting of the fifth session of the Environment Assembly in February and March 2022.
8. This Evaluation also responds to the UN-SWAP recommendation to conduct an evaluation of corporate performance on gender mainstreaming every 5-8 years. The Evaluation would also respond to the recommendation from the UN Women (2015) *Evaluation of Corporate Gender Equality Evaluations in the United Nations System*.

2. UNEP Policy and Strategy for Gender Equality and the Environment (2015)

9. The 2015 Gender Policy and Strategy describes UNEP's strategic direction on gender and the environment for the 2014-2017 period. It describes the overarching programme and operational mechanisms that were to be put in place or strengthened and the broad areas of results that were planned to be achieved. The Policy and Strategy is described as *'an interim document towards the full inclusion of gender equality considerations into Medium Term Strategy for UNEP for the current and future programming cycles, in accordance with system-wide good practice'* (2015 Gender Policy and Strategy, p.12).
10. During the same four-year period UNEP was to put in place institutional arrangements, in accordance with the performance standards set out in the UN-SWAP, to achieve the following two outputs:
- **Programme:** Technical assistance provided to national, regional, and local partners and stakeholders so that their policies, plans, and programmes achieve clearly articulated, time-bound and measurable gender equality and women's empowerment results in each of UNEP's sub-programme areas. The assistance needs were to be identified based on gender analysis and the achievements assessed against clearly defined baseline data disaggregated by sex and age.
 - **Institutional:** Progress towards internal gender parity at all levels, and particularly at the P5 levels and above for women, and G7 levels and below for men, clearly demonstrated, according to the defined United Nations formula, as an objective indicator of organizational commitment to gender equality and women's rights, and of an organizational culture with the capacity to advance these ideals.
11. The operationalization of the 2015 Gender Policy and Strategy was intended to be supported by a Gender Implementation Plan and a Gender Architecture. The latter comprises a steering board, an implementing committee and a cross organizational team of thematic and technical Gender Coordinators and Gender Focal teams, all coordinated by the UNEP Gender and Safeguards Unit⁹³, as illustrated in Figure 1. The roles and responsibilities and full Terms of Reference for each body are briefly described in the Gender Policy and Strategy.

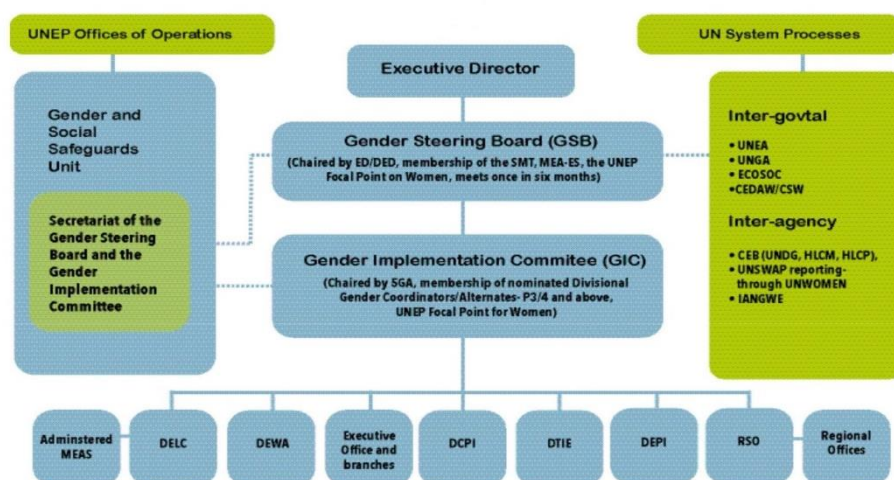
Figure 1: UNEP Gender Architecture⁹⁴

⁹¹ <https://wedocs.unep.org/bitstream/handle/20.500.11822/35135/Doc12EnglishK2002860.pdf?sequence=1&isAllowed=y>

⁹² The Committee of Permanent Representatives (CPR) is composed of all accredited Permanent Representatives to UN Environment Programme (UNEP) and was formally established as a subsidiary organ of the Governing Council (now the United Nations Environment Assembly) in May 1985 by Governing Council Decision 13/2.

⁹³ Formerly known as the Gender and Social Safeguards Unit.

⁹⁴ As per the 2015 Gender Policy and Strategy, a key member of the Gender Architecture is the Focal Point for Women, to be appointed in accordance with ST/SBGB/2008/12, to provide support to the Executive Director in fulfilling his/her responsibilities for the achievement of gender balance within the organization. The Focal Point for Women was to be in the Corporate Services Division (former Office for Operations) and she/he was to work in close cooperation with the Senior Gender Adviser. Currently, the Corporate Services Division Focal Point for Women on gender parity is the Head of the Human Resources Section.



Source: 2015 Gender Policy and Strategy

3. Purpose and scope of the Evaluation

12. The aim of this Evaluation is to assess UNEP's progress in mainstreaming gender at the institutional level and throughout UNEP activities, and UNEP's efforts so far in promoting equality among women and men in terms of access to, and control over, environmental resources.
13. The Evaluation will cover the implementation of the Gender Policy and Strategy during the period 2015 – 2020⁹⁵, primarily focusing on its implementation mechanisms, including the guidance provided by the Gender and Safeguards Unit⁹⁶, tools that have been developed and the resources that have been made available to operationalize the policy. The Evaluation will consider the resources that have been provided to support this work and the efforts that have been made to develop technical capacity among UNEP staff.
14. The Evaluation is to:
 - Reflect on the quality of the 2015 Gender Policy and Strategy and its consistency with the MTS and other institutional policies and standard operational procedures (e.g. reflected in other policies and Programme Manual etc.).
 - Assess the extent to which UNEP has established and utilized the Gender Architecture set out in the Policy and how this architecture has supported the achievement of the Gender Policy and Strategy objectives and thematic results.
 - Assess the extent to which UNEP has delivered on the Gender Implementation Plan and the extent to which resources to enable the implementation of the Plan were made available and were sufficient.
 - Assess UNEP's performance against the objectives of the Policy and the expected results.
 - Review trends in UNEP with respect to gender parity in staffing 2015-2020.
 - Reflect on the accuracy and utility of the annual reports provided as part of the UN-SWAP process.
 - Review the effectiveness of the Gender Marker system in a) strengthening UNEP's incorporation of gender equality objectives within project designs and b) achieving gender equality results in its environmental work.
 - Assess the extent and effectiveness of a) UNEP's role within the broader UN System to promote and support gender equality in environmental contexts and b) the effectiveness of UNEP's engagement with partners.
 - Assess UNEP's responsiveness to, and progress in delivery against, SDG 5: Achieve gender equality and empower all women and girls.
 - Provide useful evaluation findings for updating the draft UNEP Policy and Strategy for Gender Equality and the Environment (2021-2025) to support the UNEP Medium-Term Strategy (2022- 2025)' goal of increasing responsiveness to gender equality.
15. The Evaluation will focus on the following strategic questions:
 - b) To what extent is the implementation of the recommendations of the 2012 Review of the UNEP GePA evident in the 2015 Gender Policy and Strategy?
 - c) To what extent was the Gender Policy and Strategy aligned with MTS?

⁹⁵ The Gender Policy implementation period was extended to 2020, as the policy continued to provide the framework for integrating gender perspectives into programmes and projects developed under the UNEP medium-term strategy for 2018–2021.

⁹⁶ Formerly Known as Gender and Social Safeguards Unit.

- d) To what extent was the 2015 Gender Policy and Strategy forward-looking in the face of evolving gender equality and women's empowerment concepts and approaches at international levels, including continued relevance in view of the SDGs' goals related to gender equality and women's empowerment?
 - e) To what extent, and in what ways, has the Policy and Strategy succeeded in: establishing effective knowledge management/learning mechanisms to disseminate experiences and successes in addressing gender equality; ensuring all staff's accountability for achieving gender mainstreaming results; secured the resources needed and developed the necessary capacities and partnerships to support the realization of UNEP's gender-related goals?
 - f) To what extent have UNEP interventions and partnerships contributed to:
 - i. improving the understanding of the relationship between gender and the environment and identifying lessons learned on gender-related aspects of environmental issues;
 - ii. increasing women's participation in environmental rehabilitation and protection efforts; and
 - iii. promoting equal participation of women and men in policy formulation, decision-making, implementation, monitoring and reporting for sustainable management of environmental resources?
 - g) In what ways, and to what extent, have UNEP's Regional, Sub-regional and Country offices supported the implementation of the Policy and Strategy? How could this engagement be strengthened going forwards?
 - h) In what ways, and to what extent, have Sub-programme Coordinators facilitated the implementation of the Policy and Strategy? How could this engagement be strengthened going forwards?
16. It is anticipated that the Evaluation's evidence-based findings will inform strategic decision-making, contribute to organizational learning, and fulfil UNEP's accountability needs. Regarding the generation of knowledge on what works and what does not work to advance gender mainstreaming and parity in UNEP, this will include UNEP's efforts to strengthen gender equality in the implementation of environment-related SDGs. Concerning accountability, the Evaluation will assess and report on the Policy and Strategy's quality and results, its associated guidance, and activities to implement it. A management response to the Evaluation recommendations will be prepared, and the actions taken in response will be tracked over time.
17. The findings will also contribute to shaping the gender equality actions to be addressed by the upcoming Medium-Term Strategy 2022-2025.

4. Evaluation Approach

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

The **documentary review** will include: (1) a historical and current perspective on gender mainstreaming efforts in UNEP: UNEA resolutions, policies, strategies, plans, institutional arrangements and processes to mainstream gender throughout UNEP and its work; and (2) a meta-analysis of how gender issues are dealt with in UNEP interventions and partnerships initiated during the period covered by the Policy and Strategy, guided by the Evaluation questions spelled out in paragraph 15 above. The consultant will review UNEP planning, programming, and project documents (POWs, MTS, Sub-programme Strategies, and project design documents), specific gender-related project outputs, and project monitoring and evaluation reports. Annexes 1 to 3 of these TORs present a non-exhaustive list of documents, publications, and resources that the documentary review will include.

- A **perception survey** will be conducted to determine UNEP staff's perception and partners on gender sensitivity in UNEP's structure, processes, and interventions. It will be short and to the point (no longer than 15 minutes to complete) and designed to analyse data collected.
- **Interviews** (individual or group) with staff from UNEP (Senior Management Team members, Sub-programme Coordinators, Gender Coordinators and Focal Teams, Gender and Safeguards Unit, Project Managers, Fund Management Officers, etc.) partner institutions⁹⁷ will complement the information gathered during the desk review and survey. They will be essential to deepen the consultant's understanding of underlying reasons why things are as they are.

19. Evaluation findings and judgments will be based on **sound evidence and analysis**, clearly documented in the Evaluation report. Information will be triangulated (i.e. verified from different sources) as far as possible, and when verification is not possible, the single source will be mentioned (whilst anonymity is still protected). Analysis leading to evaluative judgements will be clearly spelled out.

5. Evaluation Criteria

20. The set of evaluation criteria for this Evaluation is as follows: Strategic Relevance; Coherence; Effectiveness; Efficiency; Sustainability and Likelihood of Impact.

6. Duties, responsibilities and Workplan

⁹⁷ Partners institutions such as UN Women, UN-REDD, Inter-Agency Network for Gender Equality and Women's Empowerment, Inter-Agency Network for Gender Equality and Women's Empowerment, CTCN and IUCN

21. The overall responsibility for managing the Evaluation will rest with the UNEP Evaluation Office (EOU) Office in collaboration with the Gender and Safeguards Unit.
22. The Evaluation, however, will be conducted by an experienced, independent consultant(s) selected by the UNEP Evaluation Office. The UNEP Senior Gender Adviser, heading the Gender and Safeguards Unit, Gender Coordinators and Focal Teams will be closely involved in the process, but their role will be purely consultative to avoid any conflict of interest.
23. Under the Evaluation Office's guidance and overall supervision, the consultant will perform the duties listed below. He/she will function as part of the core team of the Evaluation Office.

Tasks:

Inception phase of the Evaluation:

- preliminary desk review and introductory interviews with staff;
- develop the desk review and interview protocols;
- draft the survey protocols;
- plan the Evaluation schedule;
- prepare the Inception Report, incorporating comments until approved by the Evaluation Office.

Data collection and analysis phase of the Evaluation:

- conduct further desk review and in-depth interviews with UNEP staff and partners. Ensure independence of the Evaluation and confidentiality of the interviews;
- administer a perception survey and analyse its findings;
- regularly report back to the Evaluation Office on progress and inform of any possible problems or issues encountered.

Reporting phase:

- draft the Main Evaluation Report, ensuring that the Evaluation report is complete, coherent, and consistent with the UNEP Evaluation Office guidelines both in substance and style;
- liaise with the Evaluation Office on comments received and finalize the Main Evaluation Report, ensuring that comments are taken into account until approved by the Evaluation Office;
- prepare a Response to Comments annex for the main report, listing those comments not accepted by the Evaluation Consultant and indicating the reason for the rejection; and
- prepare a Brief (2-page summary of the evaluand and the key Evaluation findings and lessons)

Managing relations, including:

- maintain a positive relationship with Evaluation stakeholders, ensuring that the Evaluation process is as participatory as possible but at the same time maintains its independence; and
- communicate in a timely manner with the Evaluation Office on any issues requiring its attention and intervention.

24. The tentative schedule and deliverables for the Evaluation are presented below.

Milestone	Tentative Dates
Selection and contracting of Consultants	August 2021
Inception Report	October 2021
Data Collection (e-based survey and interviews, etc.)	November 2021
Preliminary Findings	December 2021
Draft report sent to Evaluation Office	December 2021
Draft report shared with UNEP staff and partners for comments	January 2021
Final Report	February 2021
Management Response by UNEP management	March 2022
Final Report, Management Response, and EOU Commentary presented to CPR	To be decided

7. Results and Contractual Arrangements

The Evaluation Consultant will be selected and recruited by the Evaluation Office of UNEP under an individual Special Service Agreement (SSA) on a "fees only" basis (see below). By signing the service contract with UNEP/UNON, the consultant certifies that they have not been associated with the design and implementation of the Gender Policy and Strategy in any way which may jeopardize their independence and impartiality towards UNEP's achievements and partner performance. In addition, they will not have any future interests (within six months after completion of the contract) with the UNEP's executing or implementing units. All consultants are required to sign the Code of Conduct Agreement Form.

Fees will be paid on an instalment basis, paid on acceptance and approval by the Evaluation Office of expected key deliverables. The schedule of payment is as follows:

Schedule of Payment:

Deliverable	Percentage Payment
Approved Inception Report	30%

Approved Draft Main Evaluation Report	30%
Approved Final Main Evaluation Report	40%

Fees only contracts: In the event that international travel is required, air tickets will be purchased by UNEP and 75% of the Daily Subsistence Allowance for each authorised travel mission will be paid up front. Local in-country travel, if deemed appropriate, will only be reimbursed where agreed in advance with the Evaluation Office and on the production of acceptable receipts. Terminal expenses and residual DSA entitlements (25%) will be paid after mission completion.

The consultant may be provided with access to UNEP's Programme Information Management System (PIMS), and if such access is granted, the consultants agree not to disclose information from that system to third parties beyond information required for, and included in, the Evaluation report.

In case the consultants are not able to provide the deliverables in accordance with these guidelines, and in line with the expected quality standards by the UNEP Evaluation Office, payment may be withheld at the discretion of the Director of the Evaluation Office until the consultants have improved the deliverables to meet UNEP's quality standards.

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

8. Travel

Not applicable – the assignment is home-based and only requires desk work.

9. Expected duration

August 2021 – February 2021

10. Required Skills and Experience

25. The Evaluation consultant should have the following skills and experience:

- Advanced university degree in Environmental Science/Studies, Business Administration, Planning, Management, Social Sciences, Political Science, Auditing or the equivalent combination of education and experience in a relevant field. A first-level university degree in combination with qualifying experience may be accepted in lieu of the advanced university degree.
- A minimum of eight (8) years of progressively responsible experience in the field of monitoring and evaluation, including evaluation work experience with the UN or other international agencies, is required.
- Understanding of, and experience on, gender and human rights issues and specifically of how they are addressed during the evaluation process is required.
- Experience in assessing gender mainstreaming initiatives within the UN-system and/or International Development agencies is an advantage.
- English and French are the working languages of the United Nations Secretariat. Fluency in oral and written English is required.

Annex II: Evaluation Reference Group Members

1. Mr. Nicolas Bertrand, Senior Advisor to the Executive Director, Executive Office, UNEP
2. Ms. Janet Macharia, Senior Gender Advisor and Head of the Gender and Safeguards Unit, Policy and Programme Division, UNEP
3. Ms. Kati Autere, Senior Programme Management Officer, Public Sector Partnerships & Resource Mobilisation, Corporate Services Division, UNEP
4. Ms. Annette Walgren, Programme Management Officer – Gender and Climate Change, Asia and the Pacific Office, UNEP
5. Ms. Silja Halle, Programme Management Officer, Disaster and Conflict Branch, Ecosystems Division, UNEP
6. Mr. Pierre Boileau, Head, Global Assessments Unit, Science Division, UNEP
7. Ms. Susanne Beck, Evaluation Manager, Evaluation Office, UNEP
8. Mr. Alexander Juras, Chief, Civil Society Unit, Governance Affairs Office, UNEP
9. M. Ersin Esen, Task Manager, GEF Biodiversity and Land Degradation Unit, Ecosystems Division, UNEP
10. Ms. Cate Owren, Senior Gender Programme Manager, IUCN
11. Ms. Sascha Gabizon, Executive Director of Women Engage for a Common Future (WECF) International

Annex III: List of Persons Interviewed

	Inception Phase	Data Collection Phase
UNEP Headquarters	Janet Macharia , Head, Gender and Safeguards Unit, Policy and Programme Division, UNEP	Arnold Kreilhuber , Deputy Division Director and Head, Environment Law Branch, UNEP
	Christine Botejue-Kyle , Head of Human Resources, Corporate Services Division, UNEP	Alexander Juras , Head, Civil Society Unit, Governance Affairs Office, UNEP
	Ebrahim Gora , Deputy Director, Policy and Programme Division, UNEP	Brennan Van Dyke , Head, Capacity Development & Innovation Branch, Science Division, UNEP
	Fadi Abou-Elias , Head of Programme and Budget Unit, Corporate Services Division, UNEP	Cecilia Lopez y Royo , Head of Policy Coordination Unit, Policy and Programme Division, UNEP
	Hemini Vrontamitis , Legal Officer, Green Climate Fund Coordination Unit, Corporate Services Division, UNEP	Kathleen Creavalle , Senior Budget Officer, Corporate Services Division, UNEP
	Ima Ebong , former HR Adviser, Human Resources, Corporate Services Division, UNEP	Kelly West , Deputy Director, Science Division (from 2021) Former head of UNEP's Global Environment Facility (GCF) Coordination Unit, UNEP
	James Ndale , Fund Management Officer, Corporate Services Division, UNEP	Michael Spilsbury , Director, Evaluation Office, UNEP
	Kati Autere , Senior Programme Management Officer, Public Sector Partnerships & Resource Mobilisation, Corporate Services Division, UNEP	Janet Wildish , Senior Evaluation Officer, Evaluation Office, UNEP
	Nicolas Bertrand , Senior Adviser to the Executive Director, Executive Office, UNEP	Rosemary Mukasa , Head of Programme Performance Support Unit, Policy and Programme Division, UNEP
	Niklas Hagelberg , Climate Change Coordinator, Policy and Programme Division, UNEP	Maria Elena Zuniga Barrientos , Head of Coherence and Assurance Unit, Policy and Programme Division, UNEP
	Raymond Brandes , Programme Management Officer, Gender and Safeguards Unit, Policy and Programme Division, UNEP	Marieta Sakalian , Senior Programme Officer Coordinator, Healthy and Productive Ecosystems Programme, Policy and Programme Division, UNEP
		Djaheezah Subratty , Senior Programme Officer Coordinator, Resource Efficiency Programme, Policy and Programme Division, UNEP
		Rula Qalyoubi , Senior Programme Officer Coordinator, "Environment Under Review" Programme, Policy and Programme Division, UNEP
		Stefan Smith , Senior Programme Officer Coordinator, Resilience to Disasters and Conflicts Programme, Policy and Programme Division, UNEP
	Yassin Ahmed , Senior Programme Officer Coordinator, Environmental Governance Programme, Policy and Programme Division, UNEP	

		<p>Jorge Laguna Celis, Former Director, Governance Affairs Office, UNEP</p> <p>Ligia Noronha, Assistant-Secretary-General, New York Office, UNEP</p> <p>(Focus Group 1)</p> <p>Dina Abdelhakim, Economy Division Gender Coordinator - Chemicals and Health Branch, Economy Division, UNEP</p> <p>Damaris Mungai, Gender Team Coordinator – Associate Programme Management Officer, Africa Office, UNEP</p> <p>Elli Sfyroeras, Gender Focal Point - Programme Management Assistant, Mediterranean Action Plan (MAP) Coordinating Unit, Barcelona Convention Secretariat, Ecosystems Division, UNEP</p> <p>Jacinta Okwaro, Gender Focal Point - Programme Management Officer/Gender Specialist, Poverty Environment Action (Former PEI), Ecosystems Division, UNEP</p> <p>Kazuhiko Seriu, former Gender Focal Point - Associate Programme Officer, Disasters and Conflicts Branch, Ecosystems Division, UNEP</p> <p>Reem Al-Qawas, Gender Focal Point - Administrative Officer, Law Division, UNEP</p> <p>Stephanie Egger HaySmith, Gender Focal Point - Communications & Public Information, Ozone Secretariat, UNEP</p> <p>Tanya McGregor, Gender Focal Point – Gender Programme Officer, CBD</p> <p>Anne Ogoti, Gender Focal Point – Administrative Assistant, Biodiversity and Land Branch, Ecosystems Division, UNEP</p> <p>(Focus Group 2)</p> <p>Marika Palosaari, Regional Sub-programme Coordinator for Resilience to Disaster and Conflicts, Europe Office, UNEP</p> <p>Adriana Zacarias, Former Regional Sub-programme Coordinator for Resource Efficiency, Latin America and the Caribbean Office, UNEP</p> <p>Ruihe Tu, Head of China Country Office, UNEP</p> <p>(Focus Group 3)</p> <p>Angele Luh-Sy, Head, West Africa Sub-regional Office, Africa Office, UNEP</p> <p>Cyrille-Lazare Siewe, Kenya Country Programme Coordinator</p>
--	--	--

		<p>Gustavo Manez, Regional Sub-programme Coordinator for Climate Change, Latin America Office, UNEP</p> <p>Jean Jacob Sahou, Regional Coordination for Development Officer, Africa Office, UNEP</p>
Regional Presence Office	<p>Annette Wallgren, Programme Management Officer, Gender & Climate Change Asia and the Pacific Office</p>	<p>Piedad Martin, Deputy Regional Director, Latin America and the Caribbean Office, UNEP</p> <p>Frank Turyatunga, Deputy Regional Director, Africa Office</p> <p>Abdul-Majeid Haddad, Deputy Regional Director, West Asia Office, UNEP</p> <p>Isabelle Louis, Deputy Regional Director, Asia and the Pacific Office</p> <p>Dolores Barrientos, Head of Mexico Country Office, UNEP</p> <p>Pierre Henri Boileau, Head, Global Assessments Unit, Science Division, UNEP</p> <p>Silja Halle, Programme Management Officer, Disaster and Conflict Branch Gender Coordinator</p> <p>Nicolien de Lange, Managing Publisher, Communication Division, UNEP</p>
External Partners	<p>Linda Kaseva, Inter-agency Coordination Specialist, UN Women</p>	<p>Cate Owren, Senior Gender Programme Manager, IUCN</p> <p>Angela Mwai, Chief, Gender and Youth, UN HABITAT</p> <p>Elizabeth Eggerts, UNDP Gender Coordinator for UNREDD, UNDP</p> <p>Fleur Newman, Gender Focal Point UNFCCC</p> <p>Sascha Gabizon, Executive Director of Women Engage for a Common Future (WECF) International</p> <p>Verania Chao (UNDP), Programme Specialist, Climate Change and Gender Equality and Inclusion, UNDP gender Team, UNDP</p> <p>Aparna Mehrotra, Director, UN Coordination Division UN WOMEN, Interagency Network on Gender Equality</p> <p>Priya Alvarez, UNWOMEN – SWAP Reporting, UN Women</p>
Member States	<p>Elisabeth Folkunger, Senior Programme Specialist, Unit for Global Cooperation on Environment, Swedish International Development Cooperation Agency (Sida)</p>	<p>Annemarie Van der Avort, MD8 – Environment and Climate – FPS Foreign Affairs, Foreign Trade and Development Cooperation, Belgium</p>

		<p>Ninna Katrine Holme Sanden, Head of Section/Green Diplomacy and Climate, Denmark</p> <p>Pascale Collas , Canada’s Focal Point for UNEP, Senior Policy Adviser, International Affairs Branch, Environment and Climate Change, Canada</p> <p>Salma Nims. Secretary-General, The Jordanian National Commission for Women, Jordan</p> <p>Maha AL-Ma'ayta, Director of Policies and International Cooperation, Ministry of Environment, Jordan</p> <p>Ana Elena Campos Jiménez. Consul General, DPR to UNEP / UN-Habitat, Ministry of Foreign Affairs and Worship, Costa Rica</p>
--	--	---

Annex IV: Evaluation Review Matrix/Analytical Framework

Independent Evaluation of the Implementation of UNEP's Policy and Strategy for Gender Equality and the Environment, 2015-2020

Evaluation Questions	Substantiating evidence	UN-SWAP Performance Indicators	Means of Verification and Data Sources
A. STRATEGIC RELEVANCE			
<p>Overarching Question 1:</p> <p>What has been the significance of UNEP's Gender Policy and Strategy in mainstreaming gender in the organization?</p>	<p>-Extent to which staff are knowledgeable about the P&S and find it valuable to guide their work</p>	<p>1.Strategic Planning gender related SDG</p> <p>6. Policy</p> <p>7. Leadership</p>	<p>Desk review</p> <ul style="list-style-type: none"> - UNEP's Policy and Strategy for Gender Equality and the Environment, 2015-2020 - UN-SWAP reports - Medium term strategies, programs of work and strategic frameworks <p>Semi-structured key informant interviews</p> <ul style="list-style-type: none"> - UNEP stakeholders - External stakeholders <p>Surveys</p>
<p>To what extent is the implementation of the recommendations of the 2012 Review of the UNEP GePA evident in the 2015 Gender Policy and Strategy?</p> <p>To what extent was the Gender Policy and Strategy aligned with MTS?</p> <p>To what extent was the 2015 Gender Policy and Strategy forward-looking in the face of evolving gender equality and women's empowerment concepts and approaches at international levels, including continued relevance in view of the SDGs' goals related to gender equality and women's empowerment?</p>	<p>- Findings of the 2012 Review of the UNEP GePA are addressed in the 2015 Gender Policy and Strategy</p> <p>- Extent to which strategic planning documents such as the MTS are guided by the Gender Policy and Strategy and integrate a gender dimension</p> <p>- Extent to which the Gender Policy and Strategy contributes to the implementation of the SDG goals related to gender equality and women's empowerment</p>		
B. EFFECTIVENESS			
<p>Overarching Question 2:</p> <p>To what extent and in what ways has UNEP delivered expected results in terms of the objectives of the Gender Policy and Strategy</p>	<p>- All Sub-Programmes undertake a gender analysis of thematic priorities</p>	<p>2. Reporting on Gender-related SDG results</p> <p>2aii. Systematic use of sex</p>	<p>Desk review</p> <ul style="list-style-type: none"> - Programmatic and project related documentation - Reports to the CPR - Performance reports - Report to donors

Evaluation Questions	Substantiating evidence	UN-SWAP Performance Indicators	Means of Verification and Data Sources
<p>and expected results of the Implementation Plan?</p> <p>To what extent have UNEP interventions and partnerships contributed to:</p> <p>i. improving the understanding of the relationship between gender and the environment;</p> <p>ii. identifying lessons learned on gender-related aspects of environmental issues;</p> <p>iii. increasing women's participation in environmental rehabilitation and protection efforts; and</p> <p>iv. promoting equal participation of people of all genders in policy formulation, decision-making, implementation, monitoring and reporting for sustainable management of environmental resources?</p>	<ul style="list-style-type: none"> - Subprogrammes include at least one gender equality Expected Accomplishment in its Results Framework with corresponding indicators - Subprogrammes reports on gender equality Expected Accomplishment - Examples of how the Gender Policy & Strategy have contributed to gender mainstreaming in programming - Sex and gender disaggregated data on women's participation in UNEP's programs - Increased partnerships effective for the promotion of gender equality 	<p>disaggregated data</p> <p>3. Programmatic Gender-related SDG results:</p>	<ul style="list-style-type: none"> - Evaluations - UNEP publications, fact sheets and guidelines - Gender parity reports - UN-SWAP reports <p>Semi-structured key informant interviews</p> <ul style="list-style-type: none"> - UNEP stakeholders - External stakeholders <p>Surveys</p>
<p>Has UNEP delivered the expected results in relation to gender parity?</p>	<ul style="list-style-type: none"> - Reports on progress towards gender parity produced - An internal oversight mechanism to monitor progress is in place - Measures regarding staff recruitment and promotion address gender imbalance - Gender competency is included in criteria/TOR for all decision-making positions 	<p>12. Equal Representation of Women</p>	

Evaluation Questions	Substantiating evidence	UN-SWAP Performance Indicators	Means of Verification and Data Sources
	<ul style="list-style-type: none"> - Sex and gender disaggregated data on employment trends produced - Policies, rules and regulations on work-life balance (maternity, paternity, adoption, family emergency leave, breast feeding, childcare and flexible work arrangements) are operationalized - A policy addressing sexual harassment is in place and in use 		
C. FINANCIAL MANAGEMENT			
<p>Overarching Question 3:</p> <p>Are UNEP’s investments sufficient to implement the gender policy and strategy (including in relation to dedicated staff and capacity building?)</p>	<ul style="list-style-type: none"> - A financial resource tracking mechanism is in place to quantify funds that promote gender equality and women’s empowerment by project, sub-programme and for the organization - Budget allocations to promote gender equality and women’s empowerment can be identified and are adequate 	<p>9. Financial Resource Tracking</p> <p>10. Financial Resource Allocation</p>	<p>Desk review</p> <ul style="list-style-type: none"> - Programs of work and financial reports - UN-SWAP reports <p>Semi-structured key informant interviews</p> <ul style="list-style-type: none"> - UNEP stakeholders
D. EFFICIENCY			
<p>Overarching Question 4:</p> <p>To what extent have UNEP’s organizational arrangements and political commitments been adequate to support the implementation of the Gender Policy and Strategy?</p>	<ul style="list-style-type: none"> - Reports from management assessing progress on the implementation of the P&S are produced - Gender relevant goals are included in staff and managers performance documents 	<p>8. Gender responsive Performance Management</p> <p>11. Gender Architecture</p> <p>13. Organizational Culture</p>	<p>Desk review</p> <ul style="list-style-type: none"> - Implementation plans and progress reports - Minutes from meetings and webinars - Terms of reference - UN-SWAP reports - Internal policies

Evaluation Questions	Substantiating evidence	UN-SWAP Performance Indicators	Means of Verification and Data Sources
	<ul style="list-style-type: none"> - Gender training for all levels of UNEP staff in place 	<ul style="list-style-type: none"> 14. Capacity assessment 15. Capacity development 	<p>Semi-structured key informant interviews</p> <ul style="list-style-type: none"> - UNEP stakeholders - External stakeholders
<p>In what ways, and to what extent, have UNEP's Regional, Sub-regional and Country offices supported the implementation of the Policy and Strategy? How could this engagement be strengthened going forwards?</p> <p>In what ways, and to what extent, have Sub-programme Coordinators facilitated the implementation of the Policy and Strategy? How could this engagement be strengthened going forwards?</p>	<ul style="list-style-type: none"> - A gender mainstreaming capacity assessment for Gender Coordinators and Focal Points produced - Capacity building of gender coordinators and gender focal points in place - Gender coordinators and gender focal points support the implementation of the P&S 		<p>Surveys (to gender coordinators and focal points and other staff)</p>
E. MONITORING AND REPORTING			
<p>Overarching Question 5:</p> <p>To what extent does UNEP meet the UNEG gender equality-related norms and standards and applies the UNEG Guidance on Integrating Humans Rights and Gender Equality in all phases of evaluation?</p> <p>To what extent are relevant gender equality findings systematically presented in annual reports of the internal audit departments?</p>	<ul style="list-style-type: none"> - Gender results from projects are reported to the GSB and shared with stakeholders - A gender equality evaluation framework is developed and used by the Evaluation office - Reports from divisions and regional offices assess gender equality impact of programs and activities - Internal audit departments undertake a targeted audit related to gender equality and the empowerment of women at least once every five years. - An evaluation to assess corporate performance on gender mainstreaming is 	<ul style="list-style-type: none"> 4. Evaluation 5. Audit 	<p>Desk review</p> <ul style="list-style-type: none"> - Reports from divisions and regional offices assess gender equality impact of programs and activities - Gender equality evaluation frameworks - Evaluation reports - Audit reports <p>- UN-SWAP reports</p> <p>Semi-structured key informant interviews</p> <ul style="list-style-type: none"> - UNEP stakeholders

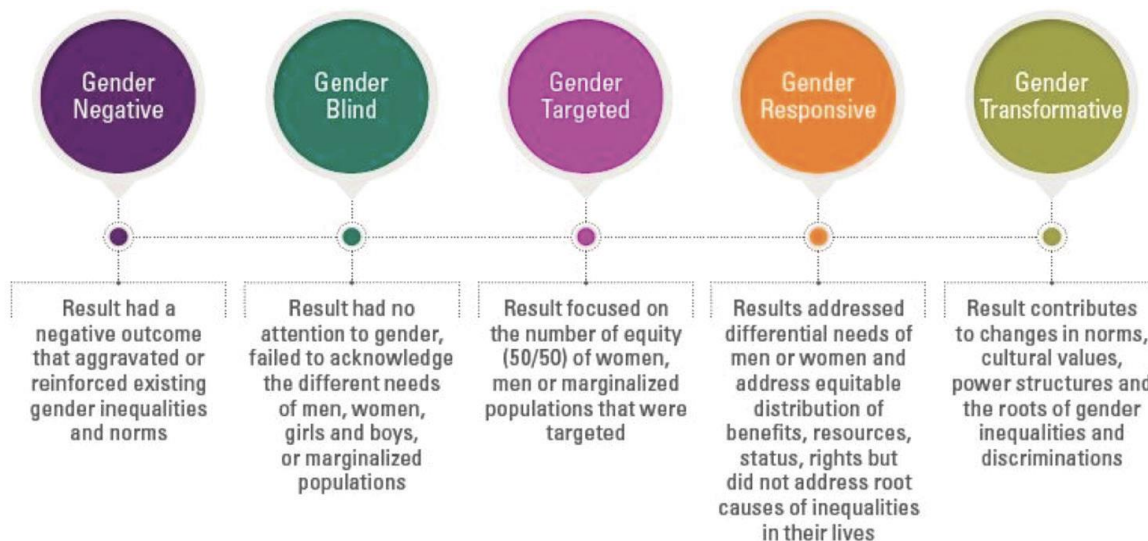
Evaluation Questions	Substantiating evidence	UN-SWAP Performance Indicators	Means of Verification and Data Sources
	conducted every 5 to 8 years (UN-SWAP)		
F. SUSTAINABILITY			
<p>Overarching Question 6:</p> <p>Are UNEP’s measures under the Gender Policy and Strategy sustainable?</p>	<p>Transformative changes in staff’s understanding of gender taking place</p> <p>Gender sensitization is reflected in programs and organizational culture</p>	<p>16. Knowledge and Communication</p> <p>17. Coherence</p>	<p>Desk review</p> <ul style="list-style-type: none"> - Capacity development plans - Training activity reports - Internal memos, guidelines and presentations -UN-SWAP reports <p>Semi-structured key informant interviews</p> <ul style="list-style-type: none"> - UNEP stakeholders - External stakeholders <p>Surveys</p>
<p>To what extent, and in what ways, has the Policy and Strategy succeeded in:</p> <ul style="list-style-type: none"> i. establishing effective knowledge management/learning mechanisms to disseminate experiences and successes in addressing gender equality; ii. ensuring all staff’s accountability for achieving gender mainstreaming results; iii. secured the resources needed and developed the necessary capacities and partnerships to support the realization of UNEP’s gender-related goals? 	<ul style="list-style-type: none"> - Managers and supervisors have guidance on their roles and responsibilities under the P&S - A capacity development plan addresses staff needs to fulfill UNEP’s gender goals -Internal production and exchange of information on gender equality and women’s empowerment related to UNEP’s sub-programme areas - Gender equality and women’s empowerment are an integral component of internal and public information dissemination - Staff’s active participation in inter- agency Communities of Practice (COP) on gender equality and women’s empowerment - UNEP’s active participation in the Annual SWAP Peer Review process 		

Annex V: Applying the Gender Results Effectiveness Scale to analyse evaluation reports

Applying the Gender Results and Effectiveness Scale (GRES) to analyse the Gender Results in evaluations that received the 'Highly Satisfactory' Rating for "responsiveness to human rights and gender equity"

To illustrate a possible approach to identifying, assessing and defining the type of gender results, the 'Gender Results and Effectiveness Scale' was used to dig more deeply into the gender change contained in three UNEP terminal evaluations. The "GRES" is one of the techniques discussed in the UNEG "Guidance on Evaluating Institutional Gender Mainstreaming" of April 2018. Using information from evaluations, a database is developed and coded using the GRES typology to categorize the quality of gender results.

The GRES Scale is as follows:



The UNEG Guide stresses that there is no "one-size fits all" approach. The interpretation of results has to be context-specific as results may be more modest in one country context but ground-breaking in terms of shift in social norms in another. While the GRES approach may not be applicable to UNEP projects at large, the exercise in analysing the following three evaluation reports aims to demonstrate that careful analysis by evaluators does yield information on the type of gender change that can go beyond basic headcounts.

The three evaluation reports were selected from the Evaluation Office 'Performance Ratings' Database as having either Satisfactory or Highly Satisfactory performance on gender responsiveness. This positive sample was used as performance ratings below Satisfactory on gender responsiveness do not provide 'information-rich' cases.

1. Promoting Peace over Natural Resources in Darfur and Kordofan- 2018

Objectives: The objective of this project was to reduce incidence of conflicts through improved natural resource management and strengthened institutions and mechanisms for dispute resolution. The strategy adopted was to: (1) improve infrastructure and equitable access to natural resource services; (2) strengthen village councils; (3) set up a participatory and equitable decision-making structure for the equitable use of national resources; and (3) develop knowledge products. The project duration was June 2014 to September 2018 with

European Union support of \$3.6 million. It was implemented with the support of two local community-based organizations.

Approval/Implementation Dates: Approved in 2015 and implemented between 2015 and 2018. Evaluation completed in 2019.

Implementation: All communities involved in the project witnessed reduction in violent conflicts over natural resources as management of natural resources improved with the formation of various inclusive and participatory committees, including peace forums. Trust-building and a stronger sense of ownership among community members, supported by local and state governments, contributed significantly to restoring peace. Integrated gender analysis at the design stage ensured inclusion of women at all levels of the project. Women were consulted and included in traditionally male-dominated areas such as agriculture, livestock, and livelihood-related work. Moreover, the Participatory Impact Assessments included both men and women in the process of defining their indicators of improved livelihood. During the implementation of the project, monitoring data was collected on the use of beneficiaries of infrastructure facilities, in project activities, training workshops, and committee meetings

The evaluation found that “Integrating women at all levels of the project was evident, despite cultural hurdles. Women were present in all committees, and even took the lead on the work of committees such as the saving and small loan funds. Some have demonstrated business and social entrepreneurship as they succeeded in generating income and developing new lines of production and markets. Inclusion of women in committees was achieved across all localities, with some varying cultural obstacles. Shyness, illiteracy and weak Arabic language skills were cited as factors that have affected women’s active engagement.” Some vocational training programs were reserved for male youth. Other vocational training was offered to all segments of the community including women, such as dressmaking, sewing, accessories making and food production.

Gender Results: Training of women focused on community organisation, managing water sources, basic financial issues and promotion of hygiene. They were also trained to produce fuel-efficient stoves or to purchase and distribute liquid petroleum gas stoves to reduce firewood consumption. “Women are in charge of bringing water. Now they spend less time and get water easier than before. They now express themselves and know their rights. She now knows that she can contribute,” said a PSC member. Women also managed saving groups and funds to support their and youth’s income generation. A focus group participant noted that “Culturally the man is the one in charge of major decisions such as selling or purchasing animals. The saving and investment funds helped women to make decisions and generate income without returning to men. This makes women more independent. Men are accepting these changes as they see the improvement. For example, when paying a child’s education cost from that income, the man is happy. The evaluation concluded that the success of this project in terms of engaging and empowering women deserves a focused study and dissemination of findings and lessons learned

<p>GRES Rating: Gender Responsive: this project has addressed the differential needs of men and women and address equitable distribution of benefits, resources, status, rights but did not address root causes of inequalities in their lives</p>

2. Access and Benefit Sharing (ABS) Guatemala: Access to and Benefit Sharing and Protection of Traditional Knowledge to Promote Biodiversity Conservation and Sustainable Use- 2019

Objective: to develop policy and legal frameworks and institutional mechanisms for access and benefit sharing (ABS), in order to strengthen biodiversity conservation, promote rural

development and support climate change adaptation. It had two strategies. The first was to promote the creation of standards for the access to Traditional Knowledge (TK) and Genetic Resources (GR) through the setting of an institutional and regulatory framework (Nagoya protocol) and, second, to strengthening the linkage between biological diversity and rural development, through pilot-experiences in two selected rural areas, municipalities of Rabinal (Dep. of Baja Verapaz) and of San Juan de la Laguna (Dep. of Sololà).

Approval/Implementation Dates: Approved in 2013 and implemented between 2014 and 2018. Evaluation completed in 2019.

Implementation: Overall, the project was assessed to have made progress in terms of conceptualizing, socializing and ensuring discussion of proposals to develop a National Policy and National Draft Law on ABS. However, this aspect of the project had faced challenges due to socio-political and institutional issues. The two pilot initiative to introduce “Traditional Knowledge” in primary schools and developing pedagogical guides have met with better success and are being used in the selected schools. Two catalogues/inventories of Genetic Resources and Traditional Knowledge have been produced but only one has been published due to opposition from some indigenous leaders and communities.

While the project was “essentially gender blind in its formulation”, the team manager requested the preparation of a paper titled: “Gender Mainstreaming: Project Analysis” which in the assessment of the evaluator, was a “remarkable effort in monitoring, analysing and reporting “Gender Mainstreaming” in project implementation. It covered gender Analysis on aspects such as project management, the composition of the team, the participation in policy formulation, in the educational pilot initiative, the protection of GR and TK in the pilot sites, in training activities and in the participation to Local Committees”.

Gender Results: The evaluator provided a favourable rating for “responsiveness to Gender and human rights” indicator based on women’s participation in the elaboration of the Genetic Resources and Traditional Knowledge catalogues which has been high (60-80% in Rabinal). (It was noted that that women are usually responsible for running the botanical gardens where medicinal plants are cultivated for the use of the family.) Women’s participation has also been high among the teachers of the Pilot-Schools (50%), in the outreach activities of the Pilot-Modules in the Communities (70%) and in the participation of elder people as trainers/facilitators at community level (60%). Furthermore, women have also been active in the discussion on ABS Policy and Draft Law.

Lessons learned: Gender disaggregated indicators can provide Project Teams with valuable elements for self-assessing their responsiveness to Human Rights and Gender Equity.

GRES Rating: Gender Targeted . The results focused on the number of equity (50/50) men or marginalized populations that were participated/targeted.

3. Expanding Forest Stewardship Council (FSC) Certification at landscape level through incorporating additional ecosystem services (ForCES) -2018

Objective: The Forest Stewardship certification incorporates expanded and enhanced global and national environmental standards, which are applied to emerging markets for biodiversity conservation and ecosystems services. This process was conceived as an initial step for upgrading successful models to improve ecosystem functions. The project strategy involved pilot testing the upgrading of successful models for FSC certification in four countries – Chile, Indonesia, Nepal and Vietnam. External financing was from the funded by GEF for \$ 2,880,000 (with additional co-funding of \$ 5,009,042) and was active from October 2011 to September 2017.

The evaluator notes that “there is a high degree of satisfaction among the main stakeholders with the products and services they obtained through the project, mainly technical assistance, training events and information material. One observation would be that due to the high technical level of most information and training material it was difficult for local stakeholders like community members to understand it, many of them that are even illiterate. This was partly mitigated through the participatory approaches at local level promoted by local partners and their collaborating organizations.” The evaluation also flags the issue that at the design stage “Some critical issues were not flagged by PRC, such as lack of definition of impacts beyond outcome level and lack of gender mainstreaming ... there is a clear situation analysis for the project problems... Prodoc mentions gender balance, but not how to achieve it.” (pages 25 and 26).

Approval/Implementation Dates: Approved in 2011 and implemented between 2011 and 2016. Evaluation completed in 2019.

Implementation: This project had “A very positive effect of the project was *social conflict resolution*, integrating human rights objectives.” This success was attributed to the “bringing the business sector into dialogue with the social sector (indigenous peoples etc) and environmental NGO. But is also due to excellent work of the national execution agencies that “understood the need for dialogue and inclusion of all major stakeholders to be able to achieve sustainable results”.

Gender Results: In terms of the participation of women, this dimension had been strong in Nepal, Chile and Vietnam. “The strongest participation of women, at least in number, has been in Nepal, where approximately 7,600 women (40% of the total) from 90 community forestry user groups (CFUG) received training on certification of ecosystems services Women participated in the general assembly and endorsed the forest management plan, which includes the provisions to fulfil the requirement of FSC Sustainable Forest Management Standards with additional ecosystem services certification.” The evaluator notes that “the Hindu caste tradition discriminates strongly against the castless “dalits” and the society is also discriminating against women. The ForCES project, through its national partner ANSAB, has still been able to bring both dalits and women into the local community forestry user groups, making a significant impact to human rights and gender empowerment. The Evaluator met with local dalits that were very active in project activities, including a lady who was doubly marginalised being both a woman and dalit.”

Lessons Learned: The evaluation contains several observations of relevance to GEWE as seen in the following quotes: “Local community stakeholders could not understand the same technical information material NEA headquarters. Such material must be *simplified and specifically adapted to local conditions*, preferably in local languages, and complemented by direct participatory approaches to promote learning and capacity building.”

“FSC’s way of working, which is reflected in its democratic member structure and three chambers, is very relevant not only for certification, which was well-known, but for social conflict resolution integrating human rights objectives. It is important to *bring all relevant stakeholders to the table to achieve dialogue and progress in conflict resolution.*”

“... the issue of sustainability gender mainstreaming is more than headcount. It has to do with women empowerment and influence on all levels, and women’s traditional conservation of nature and sustainability perspective. Often the gender issue is not highlighted so much anymore when the women start to see it as natural for them to manage the companies and organizations, which is the case e.g., in FSC Chile and the pilot areas in that country.”

GRES Rating: Gender Transformative Results contributed to changes in norms, cultural values, power structures and the roots of gender equalities and discrimination

Annex VI: Key Documents Consulted

Gender Policy and Strategy (GPS) and other internal documents

UNEP Gender equality and the environment: Policy and strategy, 2015

Management Response, Review on Gender Mainstreaming in UNEP, Draft for discussion, July 24 2012

UNEP's Gender Task Team Reports, Recommendations: Implications for Divisions and Regional Office, Follow-Up Actions, powerpoint presentation, August 2013

Policy and Strategy for Gender Equality and the Environment, Key Steps for implementation, PowerPoint Brief for Senior Management Meeting, 25 November 2014

Implementation Plan of Recommendations for Review of Gender Mainstreaming in UNEP (2014)

Gender Equality and the Environment, A Guide to UNEP's work, (2016)

UN-SWAP Aligned Gender Implementation Plan, 2014-2017 (draft)

Guidelines for Mainstreaming Gender Perspectives into UNEP Publications (updated June 2019)

UNEP. Gender and Environment: Support Kit for UN Environment Staff (2017).

Guidelines for Assimilating Gender in Integrated Environment Assessments (IEA)

Gender integration in renewable energy policy, Empower UNEP, November 2020

Integrating Gender into Performance Appraisal: Recognizing Staff's Good work on Gender, April 2016

UNEP Senior Management Team Decision Table, SMT Meeting, 12 June 2014

UNEP Senior Management Team Annual Report, UNEP/SMT/2020/1

UNEP Senior Management Team Meeting, 22 March 2021

Gender Focal Point Meeting Minutes, 28 April 2015

Gender Implementation Committee Meeting minutes, 28 May 2015

Minutes of the meeting of Gender Coordinators & Focal Points, 16 November 2016

Minutes of the meeting of Gender Coordinators & Focal Points, 2 November 2017

UNEP Gender Parity Plan, A Roadmap for Achieving Recommended Actions and Targets 2018-2019

Gender Parity at UNEP, 31 December 2007-May 2018

Senior Manager's Compacts (2015 – 2020)

UNEP Global Gender and Environment Outlook (GGEO), 2018

UNEP Programme Performance Reports and UNEP Quarterly Reports to the Committee of Permanent Representatives (2014-2020)

UNEP/EA.5/12, 10 December 2020, Progress in the implementation of resolution 4/17 on promoting gender equality and human rights and empowerment of women and girls in environmental governance

UNEP's Key Messages on Gender Equality and COVID-19 (undated)

UNEP Gender Marker Guidelines, 2 pager series, analysis of Gender Marker statistics and data base

UNEP/EA.4/Res.17, 28 March 2019, Promoting gender equality and the human rights and empowerment of women and girls in environmental governance

UN-SWAP

2015-2019 UNEP SWAP Evaluation Reports submitted by UNEP to UN Women

2015-2021 UN Women letters to Executive Director

All-UNEP Memorandum from Director, Policy and Programme Division, 23 June 2021
UNEP, UN-SWAP 2.0 2018 Accountability Framework for Mainstreaming Gender

UNEP, UN-SWAP 2.0 2019 Accountability Framework for Mainstreaming Gender

UN-SWAP Report Card for UNEP, 2019

UN-SWAP Report Card for UNEP, 2020

UN-SWAP Evaluation Performance Indicator feedback by independent consultants, 2015-2020

UN-SWAP 2.0, UNEP's Performance 2019, power point presentation to SMT, 2 November 2020

UN-SWAP 2.0, UNEP's Performance 2020, power point presentation to SMT, 22 March 2021

Medium Terms Strategy and Programme of Work

UNEP, Medium Term Strategy 2014-2017, January 2015

UNEP Medium Term Strategy 2018-2021, May 2017

UNEP Medium Term Strategy 2022-2025, November 2020

UNEP/GC.27/10, 13 November 2012, Proposed biennial programme of work and budget

UNEP/EA.1/7*, 12 April 2014, Proposed biennial programme of work and budget for 2016-

2017

UNEP/EA.2/16, 8 March 2016, Proposed programme of work and budget for the biennium, 2018-2019

Evaluation Reports

UNEP Evaluation Synthesis Report, 2016-2017, Evaluation Office, April 2018

UNEP Evaluation Synthesis Report, 2018-2019, Evaluation Office, March 2020

UNEP Review of Gender Mainstreaming in UNEP, Franklina Mantilla, Evaluation Office, July 2012

UNEP Promoting Peace over Natural Resources in Darfur and Kordofan, 2019

UNEP, ABS Guatemala: Access to and Benefit Sharing and Protection of Traditional Knowledge to Promote Biodiversity Conservation and Sustainable Use (2019)

UNEP, Expanding Stewardship Council (FSC) Certification at landscape level through incorporating additional ecosystem services (2018)

UN Environmental Internal Report on the UN-SWAP 2.0 Assessment, January 2020

Poverty Environment Initiative (PEI), a Joint UNEP/UNDP Evaluation, 2018

UNEP Resource Efficiency Sub-programme Evaluation Report, September 2018

UNEP Evaluation of the Sub-programme Environment under Review, September 2020

UNEP Independent Review of UNEP's Contributions to Poverty Reduction on behalf of Sida, Synthesis Report, April 2021

External Documents

Multilateral Organisation Performance Assessment Network (MOPAN), United Nations Environment Programme (UNEP) 2020 Assessment Cycle, November 2021

A/74/306/Add.1, 20 August 2019, Review of the United Nations System-wide Action Plan on Gender Equality and the Empowerment of Women, Joint Inspection Unit

Evaluation of Gender Mainstreaming in UNDP, Evaluation Office, January 2006

Evaluation of UNDP Contribution to Gender Equality and Women's Empowerment, 2015

UNDP, Gender Equality Strategy, 2018-2021

DP/2021/17, 16 April 2021, Annual Report of the Administrator on the implementation of the UNDP gender equality strategy in 2020

Evaluation of Gender Mainstreaming in the Global Environment Facility (GEF), Independent Evaluation Office, GEF, March 2018

Evaluation of UN-Habitat's Policy and Plan for Gender Equality and Empowerment of Women in Urban Development and Human Settlements, 2014-2019, Evaluation Report/2021/2

From ambition to action: evaluation of the UNESCO global priority gender equality, Internal Oversight Service Evaluation Office, 2020

United Nations Evaluation Dashboard 2016-2017, Inspection and Evaluation Division, OIOS, 30 April 2019

United Nations Evaluation Dashboard 2018-2019, Inspection and Evaluation Division, OIOS, 21 June 2021

E/AC.51/2019/7 22 March 2019, Evaluation of the United Nations Environment Programme, Office of Internal Oversight Services. United Nations.

Global Environment Facility (GEF), Policy on Gender Equality, GEF/C.53/04, October 31, 2017

Green Climate Fund (GCF), Gender Policy, Adopted by the Board, GCF/B.24.17, 12-14 November 2019

UNESCO, Priority Gender Equality Action Plan, 2014-2021, 37 C/4-C/5-Compl.0

Annex VII: Stakeholder Comments Not Fully Resolved/Reflected within the Report

Comments were received from 18 respondents and a complete list of these, along with the evaluators' responses, are available from the Evaluation Office. Presented below are those comments that may not be seen as fully addressed within the report and that could add value to UNEP's response to this evaluation.

Place in text	Comment	Evaluator's Response
General	<p>1) Effectiveness of gender mainstreaming is normally reflected in the projects developed and implemented and results achieved. This report does not bring out the success cases where gender has been well mainstreamed in project and policy development and results achieved. Relying on the annual evaluation reports does not give the true picture since many of the projects evaluated in the 2015-20120 were either developed prior to the GPS or before the capacity building training that took place between 2014-2018. Again the Evaluation Office is still improving on the tools to be used for annual evaluation to be added to the UNSWAP assessment.</p> <p>2) The Gender Marker showing improvement in gender project deign and formulation highlights the marked improvement once we began to consistently develop staff capacity using the GM. This aspect has not been well brought out and gives a picture of ineffectiveness of the capacity building approaches/methodologies applied.</p> <p>3) The UNSWAP aligned Gender Implementation Plan was approved by the SMT alongside the Gender Policy in 2015 and is therefore not in draft form. This plan has been implemented by the Gender and Safeguards Unit through its annual workplans to date. Being a plan that is fully aligned to the UNSWAP, the annual reports do suffice as reports on implementing the GIP. Again results achieved from implementing the annual GSU are</p>	<p>1) The Inception report and the draft evaluation report have drawn attention to the limitations faced identifying programmatic gender results. To address this constraint the "Limitations and Risks" section, notes that the evaluation used data from evaluation reports prepared by external consultants that were rated 'highly satisfactory' and these evaluations provided independent and triangulated data and information on gender results (No change to text).</p> <p>The decision to rely on evaluation reports to assess gender results was taken together with the Evaluation Office and explained in the inception report, which was circulated for comments. To do any other type of assessment of results would have required not only a documentary review but also interviewing beneficiaries impacted by those projects. This was not possible with number of days assigned to consultants for this exercise.</p> <p>2) The contribution of the Gender Marker has been extensively covered in the report - in paragraphs 7, the 'Finding 6' section of the draft report, paragraphs 133,162, 167 and 197, which provide evidence of the progress and areas that require further improvement. (Added ref to Finding 6).</p> <p>3) The Evaluation TOR stipulates that the exercise will cover the implementation of the GPS during 2015-2020 (para 13) and "assess the extent to which UNEP has delivered on the Gender Implementation Plan". This includes assessment of SWAP reporting during the 2015-2020 period as part of the implementation of the GPS. (No change to text).</p>

Place in text	Comment	Evaluator's Response
	integrated into the UNSWAP annual reports. What has not been achieved from the GIP is well reflected in the UNSWAP reports. Accordingly the UNSWAP reports ought to be used to assess implementation of the GIP	
General	Disasters & Conflicts work on gender in climate security is also more or less absent from the report (e.g. the MOOC and the Gender, Climate and Security report) – though I guess this is making the case for the core findings of the report, that we are indeed poorly coordinated and the structures are not set up to capture the full extent of gender work. The climate security work doesn't fit squarely into the methodology applied for this review as it is ad hoc, individually driven as opposed to a core objective of UNEP's strategy. Nevertheless it could be recognized as an example of individual team initiative.	<p>Agree with respondent's comment on <i>"poorly coordinated structures not set up to capture the full extent of gender work."</i></p> <p>Triangulated evidence is not available in order to provide the referenced documents as "An example of individual team initiative". (No change to text).</p>
Page 4 para 4 2nd last sentence	Is this sentence from the perception survey? Please clarify an actual number of staff holding this view. Such a conclusion should be drawn from more than 50% of staff. OIOS surveys have shown more positive feedback.	This sentence does not only come from the perception survey, but also the evaluation team conclusion from interviews with staff. It cannot be quantified as it was not a direct question to stakeholders, but the conclusion achieved by evaluators from the responses obtained. (Footnote added).
Page 6, Para 9	Do not agree with statement 'The lack of a tracking mechanism has prevented UNEP from quantifying its investments in gender mainstreaming and weakened accountability'. Recent GEO project documents have highlighted the amount spent to ensure gender and geographic balance at all meetings and in all advisory bodies and drafting teams. There is a clear budget allocation to ensure gender and geographic balance in the project document budget tables.	Time period of the evaluation is 2015-20 so not clear if 'recent GEO project documents' fall into this timeframe. Footnote added to para 7.
Page 7 para 10	2nd sentence – this information was shared with evaluators on 1/2/2022 from GSU and new information on allocation of funds from 2016 provided. Funds for 2015 could not be identified due to the change to UMOJA. Confirmation of receipt of email sent by evaluation consultant on 4/02/2022	<p>The additional clarification is appreciated. However, the information received was not comprehensive to assess the adequacy of the financial allocations.</p> <p>The Evaluation Team had twice suggested templates to help get to details of sources of financing for the GSU but this was not responded to. The issue of not receiving necessary information therefore remains a constraint. (No change to text)</p>
Para 14	<p>Para. 14 wording could be more clearly worded "...seem to be driven by donor requirements and staff's personal commitment to gender rather than strategic prioritization process of UNEP's work" when viewed in connection with para. 210 and para. 157 to better convey that the gender work at regional level is lead/driven mainly from HQ to Regional Offices (and not from Regional Offices to HQ).</p> <p>Para. 210 reads that "UNEP's Regional, Sub-regional and Country office</p>	The request for change is not clear as para. 14 is a summary of the findings in paras 210 and 157.

Place in text	Comment	Evaluator's Response
	<p>have supported the implementation of the GPS through the implementation of a selected number of gender-responsive projects”.</p> <p>And Para.157. “Respondents stressed that resources for Regional Offices are allocated through the Divisions, but they do not receive allocation of resources to integrate gender in their work. While Regional Offices have been able to mobilize extra budgetary resources for their initiatives in the past, this is being increasingly discouraged to ensure a more coherent approach to fundraising as an organization.”</p>	
Para 19 page 7	<p>2nd sentence. – Review of publications using gender lens began in 2007</p> <p>Last sentence:- This is misleading. UNEP has various gender responsive publications emanating from specific projects which do illustrate how gender is mainstreamed with UNEP's context. These have emanated from projects developed after 2014. Also see UNEP gender report to UNEA 5.1 which highlighted these projects and respective publications</p>	<p>Text edited to change ‘2015’ to ‘2007’.</p> <p>The evaluators did not have any evidence that the publications have been used for knowledge management within UNEP. As para. 191 indicates 59% of the perception survey respondents indicated that they had not referenced the GGEO or the Environment Support Kit. (No change to text in last sentence of paragraph)</p>
Para 20 page 7	<p>This sentence fails to consider the intensive face to face capacity building sessions carried out from 2014 -2018, which led to improved uptake on use of the Gender Marker and development of gender responsive projects. What is needed is continuous capacity building of staff especially new staff</p>	<p>The evaluation was not provided with any evidence of face-to-face capacity building discussions. (Paragraph 196 records information from one interview on the support provided by GSU which is noteworthy.) Text has been edited to emphasize the need to help build capacity in gender analysis.</p>
Recommendations	<p>Just to develop on the point below a bit further, while project documents may reflect lessons learned from other initiatives and baseline projects, they don't often concretely reflect “gender learning” from those initiatives. It would be useful to incorporate that learning in project design so that it may be tracked in future initiatives, and may serve to train project managers of initiatives. While the GEF has its own tracking of Gender Action Plans etc (the indicators of which are not binding)...., UNEP may want to extract gender learning from its projects, so that that learning is used in different ways for project design, in new initiatives, and for tracking of progress. Right now it is not clear in all project documents, how the gender learning from previous evaluations or initiatives is employed.</p>	<p>Our view is that paragraphs 17 and 36 address this issue, as well as section E on ‘Monitoring, Reporting, and Evaluation’. (No change to text)</p>
The limited integration of gender Pg:7 L:27 Para 15	<p>It will be good to define ‘limited’ because once the gender policy in place, all GEF funded projects are reviewed versus gender indicators at the concept stage and the project development stage and all projects integrate gender specific actions. So I don't understand the term limited. If the analysis is done with the inclusion of all ongoing projects, which had started before the gender policy this assessment will be unfair.</p>	<p>Paragraph has been edited to indicate that there was “inconsistent integration of gender – the only exception being GEF”</p> <p>See additional evidentiary information below:</p> <p>For 2018 and 2019 the GSU provided lists of GM information as follows:</p>

Place in text	Comment	Evaluator's Response
		<p>2018 data "Gender Marker: Performance Monitoring 2018" contains a table which list 35 projects of which 4 received a '2a' code, 28 received a '1' code, 2 received a '0' code and 1 was marked 'N/A'.</p> <p>Six of the 35 projects were ticked as having a 'Budget'. 16 of the 35 were ticked as having a Log-frame.</p> <p>The columns for Donor did not contain information and only 2 Divisions were labelled in the 'Division' column</p> <p>A list on the application of the Gender Marker in 37 GEF projects during the period 2015-2018 were rated 2a. (footnote in text)</p> <p>For 2019, a GSU summary notes "28 projects were presented to the PRC and reviewed 9 projects succeeded in an adequate way, 18 projects partially mainstreamed gender, and 1 project was completely gender blind."</p> <p>The limited integration of gender in project log frames and budgets was also highlighted in interviews as a factor preventing the system from effectively capturing gender results.</p> <p>See following extract as an example: "We had few sub-programs that include indicators on gender, but in most cases indicators are not disaggregated by gender, so it becomes difficult to actually track gender in the actual monitoring and implementation."</p>
Recommendations Paras 22 - 39	Ensuring inclusive and equitable participation in policy-making around environmental, health, and climate adaptation processes is critical for designing and implementing effective actions that protect the health of all people. Participation of racialized and marginalized individuals and communities that already experience a disproportionate burden of illness and health inequities is suggested for the advisory group. Based on the scope of this evaluation, incorporating equity and the social dimensions of environment can also be included within recommendations.	The recommendations included in the evaluation report should lead to the equitable participation in policy-making around environmental issues. (No change in text)
Recommendations Pg:8 L:23	There is an imbalance between problems identified and the recommendations. All identified problems should be covered with at least	The evaluation team has prioritized the most relevant recommendations.

Place in text	Comment	Evaluator's Response
Para 22	one recommendations. For instance, training on gender is considered problematic (tick the box argument) but I couldn't see any recommendation on this issue.	As regards training, paragraph 23 recommends to "review the track record in terms of capacity assessment and formulate an updated strategy for implementation..". (Added 'capacity development' in sentence)
Strategic Relevance Pg:8 L:25 Para 22	UNEP's faces important to promote unep's mandate, would the reviewer consider having a dedicated unep goodwill ambassador on gender and environment issues?	The evaluation has recommended the appointment of an external Gender Advisory group. UNEP management should consider whether a goodwill ambassador should be part of that initiative, if this recommendation is accepted in the Management Response to the evaluation report.
a high-level Task Force Pg:8 L:26 Para 22	<p>I have doubt on this task force, what makes sth. high-level? Most elaboration is based on the premise that gender mainstreaming should be considered at all levels. If this is suggested to ensure leadership, a more practical solution may be proposed.</p> <p>Secondly I haven't seen any recommendation on UNEA and gender mainstreaming.</p>	<p>For the first point, please see response to the next comment.</p> <p>Secondly, the evaluators suggest that reporting to UNEA should be a senior management decision if this is deemed useful and appropriate. (No change to text.)</p>
§22 "The Executive Director (ED) should consider appointing a high-level Task Force to undertake a time-bound exercise to foster organization-wide attention to gender mainstreaming in both programme and institutional domains"	<p>– it might be useful to detail this recommendation a little. For instance, it is not clear to me what such a Task-Force would do v. what could be done using existing structures, for instance the Project review committee as well as the Publications board. But perhaps a Task Force might help with better use of existing mechanisms?</p> <p>Also, not clear what "high-level" means in this context. Would this be an internal task force? Authors may wish to make this explicit.</p> <p>Also, while additional mechanism(s) might prove useful, it would be important to ensure that accountability is clear between GSU vs any new mechanism(s).</p>	<p>The recommendation to appoint a High-Level Task Force led by the Executive Director is made in recognition that "getting gender right" has been/is a very visible priority in the current MTS and POWs, for the first time. It was also informed by the need for senior management to take concrete steps on an urgent basis to reach the MTS goal of an UN-SWAP aggregate score of 82% by December 2023. This will be a significant challenge given that the 2020 score was 47%. The recommendation foresees a time-bound exercise involving internal senior management taking a deeper look at current POWs, reviewing the track record of reporting to SWAP, as well as in preparation for the next MTS 2026-2029.</p> <p>Text has been edited to clarify that this would be a a high-level internal task force and that "The GSU should serve as secretariat for this initiative which is seen as critical given UNEP's goal to reach an overall target of an 82% aggregate goal in the UN-SWAP by December 2023."</p>
§22 "This exercise should be led by the Deputy Executive Director to devise an updated strategy"	– it might be useful to clarify why PPD/GSU should not lead in the development of the strategy.	As noted in the comment above, this recommendation will involve a targeted senior management intervention and it would deserve a high profile and championship by the Deputy Executive Director. As noted above, PPD/GSU should provide a secretariat function. In this connection, it may require short term support while acting as the secretariat, as it is already understaffed and overburdened with involvement in the PRC process, Publications Board and will have to

Place in text	Comment	Evaluator's Response
		pay attention to supporting an increased focus on ensuring gender is included in improved , monitoring/review and reviving the Gender Focal Point architecture. UNEP's Management Response to this recommendation could consider these aspects in its consideration of the recommendation.
Appoint an External Gender Expert Advisory Group Pg:8 L:8 Para 26	This may be really very helpful, but the members should include other non-traditional experts i.e who have successfully achieved gender mainstreaming outside of environmental issues.	The evaluation team agrees, but the Group's composition should be decided within UNEP. (Added footnote to para 26)
Recommendations, Para 26	Examine carefully the experience of UN-Habitat on a gender expert advisory group. Such a group must have a specific purpose, task, event, etc. to be successful over time. Configuration of the membership of the expert group also needs to be well spelled out to ensure that the expert advisory group share a common agenda. If members are to be high-level, then advising on policy guidance and communications may not seem to be 'high-level' use of capacity. They could be seen as "ambassadors" of UNEP's impact and [potential] results on gender and environment. Para. 34, specify what is the difference between gender advisers and gender focal points and how do the two would work together? Para. 34 c) Consider the time aspect, and have GFP sit in role for longer; for GFP, there has been a time limit of only 2 years in the role, but in the Evaluation Office had different experience (para. 169) "....the same independent consultant has undertaken the SWAP assessments...helped credibility and consistency of SWAP evaluation assessments."	These are useful and practical insights that could perhaps inform the Management Response to this evaluation. (Added footnote to para 26) The evaluation was never clear as to the distinction between the advisers and focal points in reality. So would not be able to speak to this point with any clarity.
§30"Communication Strategy to ensure transparency in initiatives vis-a-vis Gender Parity"	– it might be useful to explain what such a Strategy would cover specifically. Authors might wish to note that every senior appointment (male and female) is already notified to all staff (and Member States) with "credentials". So not sure what should be done in addition (examples of recent appointment announcements can be shared with authors).	The evaluators are aware that all staff are notified of appointments. But the key messages received from UNEP staff was that there was no appreciation of the need to explain the context and drive for gender parity which appears to favour women over men. There was also mention of the lack of a parity for GS staff. (No change to text).
UNICEF, UNDP and UNFPA Pg:9 L:18 Para 33	I am not sure whether UNEP can achieve the same level of commitment like these countries. Some other organizations such as ILO, WTO, WMO may also be included.	The text does not intend to suggest that UNEP establishes the same level of commitment, but to consult other UN agencies with experience in this area. Replaced 'benchmark' with 'consult and share experiences with'. These agencies were suggested because of their relevant experience. Text has been edited to include ILO, WTO and WMO.

Place in text	Comment	Evaluator's Response
Gender Advisers for each of the 7 Sub-programmes Pg:9 L:18 Para 33	To me, Compartmentalizing gender into sub-programs is not a right way. UNEP already operates with various partners and UNEP may share the experience of these partners in gender issues. Instead a gender advisory group under each subprogram may be formed. Gender spending shouldn't be considered as 3-4 staff working on gender. The resources should be spent more on all staff's development on gender matters.	The recommendation to have Gender Advisers/Consultants for subprogrammes reflects the view held by technical staff interviewed that it was not easy to find gender expertise in the specific fields that the subprogrammes address. Having advisers or consultants will contribute to build the capacity of staff overtime. A gender advisory group for each subprogramme may also help address this recommendation. These observations could perhaps inform the Management Response. (Footnote added)
§34 (a) "Gender Advisers for each of the 7 Sub-programmes"	– this would seem like a very significant investment... Might not an alternative be to strengthen capacity / ownership of existing Sub-Programme Coordinators?	Having consultants with gender expertise supporting subprogramme coordinators may be a less costly approach. The 'Management Response' may wish to explore this avenue in its response to the recommendations, along with the suggestions made in the comment immediately above. (No change in text)
§34 (a) "Gender Advisers for each of the 7 Sub-programmes"	This recommendation seems like a overly costly proposal. There are many areas that lack staffing e.g., climate change finance, Enhanced transparency Framework, Carbon Capture, Storage and Utilization, Climate Altering technologies. If staff resources are available it will be prudent to also consider other needs. Perhaps there are more cost effective ways of ensuring inclusion of gender in our portfolios (which on climate are ~80% dependent on GEF/GCF which according to this report has good approaches on gender)	Edited '7' sub-programmes to '3 thematic sub-programmes' to reflect MTS 2022-25.
Upgrading gender analysis and Gender Marker ... Pg:10 L:8 Para 36	This is very important statement but unfortunately it has been limited with monitoring of project design and implementation. I didn't see any recommendation on how to ensure better gender mainstreaming at project design and project implementation (although I think the GSU provides excellent support in gender mainstreaming at project development but project implementation needs further improvements).	Paragraph 36 provides sufficient details on how to ensure better gender mainstreaming. (No change to text). See text added to para 29 to address this point
Page 25 para 86	The lack of specific comment here implies that all the other projects above have been evaluated. Other than PEI, is this true?	Yes, formal review was only of the projects that have been evaluated. As indicated in the text the Empower project is to be evaluated and was cited in interviews as an example of success. (No change to text).
Page 24, Para 86	The Joint Programme for Women, Natural Resources, Climate and Peace (for which gender equality was the core objective) is not featured at all. I assume this is because the consultant only reviewed formally evaluated projects, though it does look like it could/ should be featured on page 24 where the author describes other such joint programmes. (There are also projects that were mentioned which haven't been evaluated, flagged in the report).	Yes, as noted in the methodology section (para. 61), the evaluation reviewed projects that had been independently evaluated. (No change to text).

Place in text	Comment	Evaluator's Response
Page 26 para 90	<p>These challenges need to be spelt out. One has to report the situation as it is and provide supporting data/documents. UNWomen undertakes to verify certain data using different sources. They can also down grade an entities assessment where the criteria is not fully met</p> <p>Last sentence: This has to be put in its proper context. Which year of UNSWAP assessment was the interviewee referring to?</p>	<p>(1) Text has been edited to spell out challenges. The only exception to self-reporting is in the 'Evaluation' indicator where an independent external consultant assesses and provides the rating. The credibility of self-reporting in other areas is therefore a challenge as data is not uniformly quality assured, validated and triangulated by UN Women. In this connection, the Joint Inspection Unit observed in JIU/REP/2019/2 notes the following: "The measures implemented, the policies developed and practices followed are adequate to indicate that quality assurance has been taken seriously within most reporting entities. Yet, the fact that the system-wide Action Plan is based on self-assessment and self-reporting is important when considering credibility, and reporting must not simply be a bureaucratic exercise but report the real situation of each reporting entity..." (page iv)</p> <p>(2) 2019 and 2020 were the years referenced</p>
Page 26 para 92	<p>This is an unfortunately incorrect statement. Because all GFPs are requested to contribute to developing the annual UNSWAP report. All the gender coordinators of the divisions/ regional offices are in the UNSWAP mailing list and are aware of what is required. Every year all who contributed to the report are acknowledged in a letter from UNWomen</p> <p>Please note the annual score card is a new feature of the UNSWAP 2.0</p>	<p>Text in para 91 has been edited.</p> <p>In terms of Gender Coordinators/GFP contributions, please note that to the survey question "Do you... Agree that you have contributed to the Annual SWAP reporting process?", the median response was between 'strongly disagree' and 'disagree'.</p> <p>Para. 92 is now a separate paragraph which records increased SMT attention since 2020 and a footnote provides examples of this.</p>
Para 100	<p>Is there a particular reason why 70% was set as the requirement? UNEP could look into increasing this to 100%.</p>	<p>The evaluators are not aware of reasons why the 70% was the ED commitment. (No change to text).</p>
Page 35 para 121	<p>This is incorrect. All posts were funded and activity funding was provided as requested. Should be backed up by hard evidence or deleted.</p>	<p>The Evaluation Team had twice suggested templates to help get to details of financing for the GSU but this was not responded to. For example, how long was the program officer position vacant (see footnote 38)?</p> <p>Also, evaluators have not received clear information about the staff composition of the of the GSU for the period under review.</p> <p>The information provided in paragraph 121 comes from the surveys and from responses given by staff.</p> <p>To change the text additional evidence should be provided, preferably in the templates provided earlier by the evaluation.</p>

Place in text	Comment	Evaluator's Response
Page 34, para 122	I do not have full insight into the current situation of GSU, but the footnote (37) caught my attention. I was a JPO in GSU from June 2013 to June 2015 (after my maternity leave, I was based in Geneva from March 2016 to end-2017), Victor Tsang came on board as the Programme Officer (P3) in April 2015, the post was new at the time. I believe he had moved on to another position before he died in the plane crash in March 2019. I think Raymond Brandes came on board around mid-2020. Annette Wallgren was a JPO in the Regional Office for Asia-Pacific from early 2016, she got a project post in 2019 and I think the office is currently recruiting a new JPO.	While this detailed input is appreciated, we are not sure how this clarifies the footnote.
Page 34 para 122	The JPO posts no longer exist. The ROAP JPO is now a gender programme officer in the same office. The term for the GSU JPO ended in 2018. Fn 37: The programme officer position was established in 2014 and filled in 2015	Information included in the report was provided by the GSU. Can you please send the exact composition of the GSU? Regarding the footnote can you please provide full dates, including days and months?
Para 147	Given the structure of the new MTS 2022-2025, you might consider if gender needs to be formulated as an expected accomplishment/ indicators in either the thematic, foundational or enabling sub-programmes, rather than all sub-programmes?	The evaluation team supports the inclusion of gender expected accomplishment/ indicators in all sub-programmes. (No change to text).
Para 157	I would also add that in addition to projects and interagency work, the regional offices have also supported the operationalization of the gender policy in doing capacity building at the regional office, implementing gender action plan (such as ROAP 2016-2018 UNEP ROAP Gender Equality and Human Rights Capacity Building Plan (2021-2023)	While we appreciate this detail, the evaluators were not provided with this information before this commenting stage. The evaluation team is not in a position to verify or triangulate this single source information. (added footnote to para 195)
§169-	Authors may wish to benchmark UNEP against other agencies (see examples in annex of this document)	Text has been incorporated earlier on comparisons with UN Secretariat and UN system. See edits for para 6, footnote 8. which quotes UNEP/SMT/2020/1 (page 8)
Para 190 (F. Sustainability)	Include discussion of financial sustainability. Institutional sustainability discussion could be expanded to include GSU sitting in PPD, etc.	Unclear what change is proposed.
Para 193	Related to the sentence "The GSP envisaged undertaking gender mainstreaming "Capacity assessments" to develop a "Capacity Development Plan". It may be worth to add the UNEP ROAP did a survey in 2020 of the regional office capacity to apply gender mainstreaming and HRBA in their work (report available if needed). Subsequently, the ROAP office developed and are currently implementing the UNEP ROAP Gender Equality and Human Rights Capacity Building Plan (2021-2023)	Detail appreciated – however, it is too late to add entirely new material and triangulating. The detail has been added as a footnote. Also, the evaluation covers 2015- to 2020.

Place in text	Comment	Evaluator's Response
Page 57 para 193	<p>UNEP rolled an online self paced gender mainstreaming course, there is no mention of this here. Staff were encouraged to take the course which by 2016 had reached 270 staff.</p> <p>Last sentence :Very confusing, from 2014-2017 we trained 3/4s of the gender team that is still in place today</p>	<p>The second sentence references to the self-paced on-line gender training course and quotes data from UNEP report UNEP/EA.5/12. The text has been edited to delete the reference to ' the UN Women I know gender"</p> <p>The penultimate sentence references the Gender and Results Based Management Survey reported in UNEP/EA.5/12 which reads "Joint workshops on gender and results-based management for the staff of UNEP and multilateral environmental agreement secretariats have reached 600 staff globally." And the last sentence provides the response from staff responding to the Perception survey who were asked if they had participated in this training.</p> <p>It is not clear what is meant by the observation "we trained 3/4s of the gender team that is still in place today."</p>
Para 214-219	<p>Under Strategic Relevance Leadership on Gender Equality, Climate and Environment</p> <p>Would the evaluators consider proposing a stand-alone recommendation that reflects the gap in leadership on gender equality in climate and environment noted in several sections. Understood this is a criteria in the UN-SWAP. Could it be named and referred to in this evaluation? Could reference be made in such a section to global GE commitments under UNFCCC, CBD, Sendai, etc., and UNEP's role in frameworks such as Montreal Protocol, etc. as appropriate, wherever UNEP has a role to play in implementing them? (Maybe this could come under GE policy coordination/coherence – where relevant?)</p>	<p>Recommendation in para. 214 responds to the gap in leadership on gender.</p> <p>UNFCCC, CBD, Sendai etc were not within the remit of the TOR for this evaluation exercise. (No change in text).</p>
Para 221	<p>It also should be recommended that the gender marker be systematically integrated in UNEP programming, with a minimum coding requirement of GE-1 and % of integration in the overall programming envelope (70 or 80% for example). As per Canada's Feminist International Assistance Policy, the integration of gender in environment and climate action is key for reducing poverty, inequality, and environmental degradation while helping women and girls become powerful agents of change.</p>	<p>The recommendation is that application of the Gender Marker should be optimized. We understand that the policy is that it should be mandatory but application has been inconsistent in that the GSU can recommend but has no mandate to enforce the GM. (Text has been partially edited).</p>
Paras 214 – 219 and/or Paras 227-230	<p>Under Strategic Relevance and, or within the recommendations on Monitoring Evaluation and Reporting – to add Learning – and to recommend that UNEP on an annual basis demonstrate how its work is:</p> <ul style="list-style-type: none"> • advancing the field on gender equality in climate and environment, including: 	<p>The evaluation team has prioritized the areas where recommendations are more needed as we cannot cover everything.</p> <p>These suggestions are great, but too detailed to be included in the recommendations. They should be considered in the management response as activities and results to be achieved and included in</p>

Place in text	Comment	Evaluator's Response
	<ul style="list-style-type: none"> • increasing the evidence base in all regions, and all initiatives, (maybe starting with pilots?) • driving greater investment in gender equality in climate and environment, • publishing and sharing annually in all regions: innovations in projects, partnerships, and solutions. • Can UNEP be the keeper of a gender equality and environment and climate experts data base or community of practice? Can it fund someone else to do this? There are many organizations that are in need of this expertise, could UNEP be the catalyst for this? <p>These ideas may seem ambitious given the challenges, but maybe reaching for higher aspirations could shift the perspective from the technocratic (as these things can become) to collective leadership and commitment for a "climate for everyone"</p>	strategic documents.
Para 218 and/or 226	<p>Under Strategic Relevance, 218. External advisory group; and or efficiency, 226.</p> <p>Strengthening the gender architecture: consider mechanisms (could be the ones already proposed) through which</p> <ul style="list-style-type: none"> • grassroots women's organizations (perhaps those with ECOSOC accreditation? Localized women's organizations at country-region-level? provide input? • experts panels provide input to the 7 thematic area GFPs and non GFP leads, and to the regional and country – level initiatives? • In addition to providing a broad advisory role can women's environment orgs/expert panels be [remunerated] members of project review teams, participate in the design of calls for proposals, be part of evaluation teams, or consultations between the GFPs and other staff, be part of staff trainings and capacity buildings. • Thematic leads on GE convene as a hybrid together with non-GE leads to ensure capacity building and "co-creation of knowledge" / dialogue on GE implementation challenges and opportunities. <p>Can there be a task team that looks at UNEP's contribution to the Gender Action Plans/ Gender Equality and climate/environment Commitments under UNFCCC, CBD, CSW66, etc. Can this alignment (with international GE commitments) be part of assessments?</p>	See comments above re. considering specific details in the management response.
Para 220-222	Under Effectiveness : the UN-SWAP rating for gender-responsive auditing	The recommendation is to use SWAP primarily as a management

Place in text	Comment	Evaluator's Response
	<p>UNEP consistently received a “meets” or “exceeds” expectations rating for the period (2015-2020). The results of the current evaluation point to weaknesses in the implementation of UNEP’s gender policy at all levels and in all areas. Is there a dissonance between UNEP’s performance on Gender Equality per this evaluation and the UN-SWAP rating system? Understood the rating was 47% which is low, but how does this translate as a consistent rating of “meets” or “exceeds”? Of further concern is the point raised by the evaluators in this report, that UNEP appeared to favour UN-SWAP reporting over its own internal policy commitments. What is the recommendation that can be taken forward from this? Every 5-8 years is not serving the goal of transforming UNEP into a learning, evidence-based organization that can help the world meet the SDGs. Suggest every year or two years until the rating goes up to stimulate concerted effort.</p>	<p>tool and secondarily as a reporting mechanism as indicated in point three of the first recommendation “Getting Gender Right”. (No change to text).</p>
<p>Para 227 - 230</p>	<p>Monitoring, Reporting and Evaluation Consider upgrading this criteria to MRE AND Learning [AND Leadership if Leadership cannot be considered as a stand-alone under strategic relevance] 230. Agree with evaluators “that this reporting should go beyond numbers of evaluations and consider providing fuller accounts of gender results captured in evaluations for use in lesson learning and reporting,” and we would suggest an annual stocktaking of lessons learned on GE, to be rolled up and shared across the agency and its partners – with clear pathways to integrate learning into UNEP’s work in all areas. We propose that this not just be in the form of a publication but in the form of dialogues involving partners and staff so that UNEP is building on foundations, and a knowledge-base rather than starting over with each initiative or with each new team.</p>	<p>See comments above re. considering specific details in the management response. (No change to text).</p>
<p>Para 231</p>	<p>Sustainability 231. Managerial accountability: can GE be a required element in the performance evaluation of managers? We note some managers included it as a goal and some did not. Can this be explicitly recommended as an organization-wide requirement to be included in the ePAS? Not just for managers but further up and down the chain?</p>	<p>The recommendation “revisit the use of gender goals” has been proposed as a way to get a more practical and relevant application of the current policy guidance on ePas requirements. Added some emphasis in para 233.</p>
<p>Para 231+</p>	<p>Sustainability Under sustainability, consider a recommendation for a full GE Action Plan with accountabilities identified, time-bound actions for implementation, performance-linked to Managers and up, that integrates the recommendations of the evaluation and any further recommendations that emerge, to be reported on internally and presented to the Board annually.</p>	<p>The decision to report to the Board on an annual basis should be made by UNEP. (No text change)</p>
<p>Pg 88</p>	<p>It seems that the evaluators may have lacked an understanding of who</p>	<p>Unclear what change is proposed. Annex IV was agreed with the EO</p>

Place in text	Comment	Evaluator's Response
Annex IV, overarching question 2, Substantiating Evidence	makes a decision about UNEP's Expected Accomplishments. EAs and indicators are negotiated and approved by the member states and reflect as subset of what UNEP does. There are actually many areas of our portfolio that is not captured by the EAs and indicators are only provide indication of what we deliver. Both UNEP and member states have furthermore tried to reduce the number of EAs and indicators and thus it seems like the question was based on a pre-decided evaluation matrix rather than an understanding of the process to set UNEP's MTS/PoW.	and the reference group during the inception phase of this evaluation. We advise that this is considered during the development of the management response.

