Evaluation of Gender Policy Implementation in UNICEF

2007

Mali Country Case Study

(Draft)

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TABLE OF CONTENTS

List of Abbreviations ............................................................................................................... vii

I. INTRODUCTION ......................................................................................................................... 8

II. GENDER POLICY IMPLEMENTATION IN THE MALI COUNTRY OFFICE .............................. 9

   National context ......................................................................................................................... 9

III. ANALYSIS OF INSTITUTIONAL STRENGTHS AND WEAKNESSES .................................. 11

   a) Commitment .......................................................................................................................... 11
   b) Accountability ......................................................................................................................... 12
   c) Capacity ................................................................................................................................ 13
   d) Funding .................................................................................................................................. 14

IV. PROGRAMMING PROCESSES .............................................................................................. 15

   (A) From UNDAF to UNICEF Country Programme ................................................................. 16
   (B) UNICEF internal programming processes ......................................................................... 17

V. STRATEGIC PARTNERSHIPS ..................................................................................................... 18

   Donor and Partner Perceptions of UNICEF .............................................................................. 18
   Examples of Good Practices in Gender Equality ..................................................................... 19

VI GENDER EQUALITY RESULTS OBSERVED: MALI COUNTRY PROGRAMME ................. 20

VII CONCLUSIONS & RECOMMENDATIONS ............................................................................. 21

   Recommendations for Mali CO ............................................................................................... 22

ANNEX 1: GOOD PRACTICES GENDER EQUALITY - MALI COUNTRY PROGRAMME ........... 25

   (A) PROGRAMME: EDUCATION FOR LIFE PROJECT : (École amie des enfants, amie des filles (EAE)) – (2003-2007) ................................................................. 25
   (B) PROGRAMME: CHILD SURVIVAL AND DEVELOPMENT .................................................. 27
   PROJECT: Early Childhood Survival (Survie du jeune enfant) - (2003-2007) .................. 27

ANNEX 2: MALI CONTEXTUAL ANALYSIS .................................................................................... 30

ANNEX 3: DETAILED SUGGESTIONS FOR INTEGRATING GE IN THE FUTURE ....................... 34

   Country Programme Action Plan (CPAP) ................................................................................. 34
   Annual Workplans ....................................................................................................................... 34
   Integrated Monitoring and Evaluation Plans ............................................................................. 34

ANNEX 4: METHODOLOGY FOR COUNTRY VISITS .................................................................... 35

   Notes on Evaluation Process in Mali CO: .................................................................................. 37

ANNEX 5: INSTITUTIONAL ASSESSMENT TOOL (with ratings for Mali Country Office) ....... 38

ANNEX 6: Mali Country Programme Institutional Analysis .......................................................... 46

   B. Indicateurs de Responsabilité ............................................................................................. 48
   Indicateurs de Capacité [C] ......................................................................................................... 51
   D. Indicateurs des Financements [D] .......................................................................................... 54

ANNEX 7: SEMI-STRUCTURED INTERVIEW QUESTIONS (BASED ON INSTITUTIONAL

   ASSESSMENT ANALYSIS TOOL) ............................................................................................ 56

ANNEX 9: REFERENCE MATERIALS USED & DOCUMENTS REVIEWED ......................... 64

Annex 10. Documents Review Pro-Forma to Assess Consistency with UNICEF Gender Policy - MALI ................................................................................................................................. 70
### List of Abbreviations

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Description</th>
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<tr>
<td>ARED</td>
<td>Associates in Research and Education for Development (<a href="mailto:ared@enda.sn">ared@enda.sn</a>)</td>
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<td>AWP</td>
<td>Annual Workplans</td>
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<td>CCA</td>
<td>United Nations Common Country Assessment</td>
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<td>CEDAW</td>
<td>Convention on the Elimination of All Forms of Discrimination against Women</td>
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<td>CPD</td>
<td>Country Programme Document</td>
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<tr>
<td>CRC</td>
<td>Convention on the Rights of the Child</td>
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<td>CO</td>
<td>Country Office</td>
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<td>COFED</td>
<td>Comité des Donateurs Femmes et Développement</td>
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<tr>
<td>CSCom</td>
<td>Centre de Santé Communautaire</td>
</tr>
<tr>
<td>CSLP</td>
<td>Cadre Stratégique de Lutte contre la Pauvreté</td>
</tr>
<tr>
<td>ECCD</td>
<td>Early Childhood Care and Development</td>
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<tr>
<td>FGD</td>
<td>Focus group discussions</td>
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<td>GE</td>
<td>Gender Equality</td>
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<tr>
<td>GFP</td>
<td>Gender Focal Point</td>
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<td>GTF</td>
<td>Gender Task Force</td>
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<td>HQ</td>
<td>Headquarters</td>
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<td>IMEP</td>
<td>Integrated Monitoring and Evaluation Plan</td>
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<td>JPO</td>
<td>Junior Professional Officer</td>
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<td>LFA</td>
<td>Logical Framework Analysis</td>
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<td>MDG</td>
<td>Millennium Development Goals</td>
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<td>MPFEN</td>
<td>Ministère de la promotion de la femme, de l’enfant et de la famille</td>
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<td>MTSP</td>
<td>Multi-Year Strategic Plan</td>
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<tr>
<td>NGO</td>
<td>Non-Governmental Organisation</td>
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<td>ODHD</td>
<td>Observatoire du développement humain durable et de la lutte contre la pauvreté</td>
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<tr>
<td>OVG</td>
<td>Office of the Verificator General</td>
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<td>P2</td>
<td>Professional Level 2, UN grading system</td>
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<tr>
<td>PPPM</td>
<td>Programme Policy and Procedures Manual</td>
</tr>
<tr>
<td>RO</td>
<td>Regional Office</td>
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<tr>
<td>SIDA</td>
<td>Swedish International Development Agency</td>
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<td>SITAN</td>
<td>Situational Analysis</td>
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<tr>
<td>SNV</td>
<td>Dutch Development Agency</td>
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<td>TORs</td>
<td>Terms of Reference</td>
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<td>UNCT</td>
<td>United Nations Country Team</td>
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<td>UNDAF</td>
<td>United Nations Development Assistance Framework</td>
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<td>UNDP</td>
<td>United Nations Development Programme</td>
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<tr>
<td>UNFPA</td>
<td>United Nations Population Fund</td>
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<td>UNICEF</td>
<td>United Nations Children's Fund</td>
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<tr>
<td>UNIFEM</td>
<td>United Nations Development Fund for Women</td>
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<td>USAID</td>
<td>United States Agency for International Development</td>
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I. INTRODUCTION

The Mali Country Office (CO) was one of the six countries to participate in the global evaluation of UNICEF’s gender policy implementation. The evaluation of the Mali CO is expected to add a valuable dimension to the evaluation in terms of capturing how UNICEF’s Gender Policy is understood and applied in the West African region. The global evaluation seeks to identify institutional constraints encountered by country offices in implementing gender policy, analyse strategic partnerships and document the type and scope of gender results achieved. In addition, it also aims to determine where good practices exist, and how these could be replicated in other programming and geographical areas of UNICEF’s operations. The evaluation strives to make practical recommendations to enhance UNICEF’s gender policy implementation.

The evaluation mission Mali took place from September 3-15, 2007 including a field trip to Segou from September 9-11, 2007. The evaluation process consisted of a review of key programme documents, individual semi-structured interviews and focus group discussions (FGDs) with participants from the programme sections of the Mali CO, government partners, UN agencies, NGOs, donors, and beneficiaries. In Bamako, a total of 56 interviews were held including with (2) senior UNICEF Mali management, (14) programme staff, (29) government partners, (3) UN agencies, (8) donors, and (13) NGOs. Ten FGDs were conducted with diverse beneficiary groups of three UNICEF’s programmes in Bamako and Segou; and a site visit to a local NGO in Bamako was also undertaken on September 6, 2007. The site visits included the (a) Yangasso CSCom where respondents included medical staff, community management and ‘relais’ members as well as female and male beneficiaries of the community health centre, (b) Yangasso CDPE included FGDs with the management committee, the ‘mother teachers’, and female and male beneficiary groups, and in Segou (c) Bagadaji School where focus group discussions took place with the management committee and parents, and (d) l’Académie involved a meeting with the ‘Parlement d’enfants’ and with staff and administration.

Upon arrival, the evaluation team was also able to ask for additional interviews with the Embassy of the Netherlands, Save the Children, SNV, Plan Mali, Oxfam GB, The Office of the Verificateur General, the Danish Embassy and USAID. It was not possible to hold meetings with Plan Mali, the French Embassy and USAID. Of the three UN agencies scheduled for appointment, it was only possible to meet with the UNDP and the World Food Programme. At present, UNIFEM is represented by UNDP in Mali.

The two programmes identified by UNICEF Mali as their flagship programmes were: “Child and Girl Friendly Schools” a component of the 2003-2007 Education for Life programme; and “Early Childhood Survival” one of three components of the 2003-2007 Child Development and Survival programme.

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1 Kisanet Tezare, Lead Evaluator; John Rowley, Evaluator
3 Please see Annex 8 for complete list of names of persons contacted
II. GENDER POLICY IMPLEMENTATION IN THE MALI COUNTRY OFFICE

National context

Mali presents a challenging context, especially in terms of the local understanding and interpretation of gender equality. This presentation of the country context is intended to highlight elements of the situation that influence the implementation of UNICEF’s gender policy in Mali. Some of the factors outlined are common to the region, some are unique to Mali and others represent common challenges found in many countries related to gender equality.

The context is determined by several key elements:

1. Extreme, widespread chronic poverty: Mali ranks 174th out of 177 countries on the 2005 UN Human Development Index (HDI) and 136th/140 countries on the Gender-related Development Index (GDI). According to the latest PRSP, 59.2% of the population live under the poverty line, with the highest percentage being in rural areas. The Poverty Reduction Strategy Paper (PRSP) reports suggest that growth in the Malian economy is reducing poverty. The Observatoire du développement humain durable (ODHD) report shows how the reduction in the national average is due to changes in the urban centres, principally in Bamako. At the same time poverty in rural areas and for the vast majority of the population has actually increased. This is in part attributed to strong traditional authorities that reinforce and promote social and cultural norms and attitudes that preserve gender inequalities and which are often damaging to girls and women.

2. Weak application of existing international conventions, which are only known or understood by a minute proportion of the population, and least of all by women. Patriarchal ideologies permeate through Mali’s norms, customs and traditions to the point that women are expected to remain obedient to their husbands and suffer in silence.

3. The alarming education gaps among girls and boys at all levels of the education system, both in terms of enrolment and retention rates have led to low female literacy rates. The school dropout rate is reported to be higher for girls than boys and starts at a young age more likely due to early pregnancies.

4. Girls often subject to harmful practices such as being forced to marry very young and therefore bearing children early, or to undergo other dangerous practices such as Female Genital Mutilation/Cutting (FGM) or ‘gavage’, a process of force-feeding which starts with young girls to accelerate their growth and facilitate early marriage. Such practices perpetuate their already vulnerable state, and contribute to their remaining illiterate and marginalized.

5. Fragile reproductive health among women and girls linked to high mortality rates, gender-based violence such as FGM and other unsafe practices such as lévirat et sororat (please see annex 2 for more information), humiliating and degrading widowhood practices, domestic violence, and sexual abuse and

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4 Annex 2 contains detailed information and statistical data on Mali
5 Mali PRSP 2nd Generation, 2007-11, Version 1, P. 6. Also see Annex 1, table 1 & 2.
7 Gender Assessment Mali, The World Bank, Page 10
8 Progress report on the implementation of MDGs, Republic of Mali & UN, 2004, Page. 16
exploitation. Violence against women is considered a private matter and not a public problem that would hinder development.

6. Inadequate documentation of women’s full contribution to the economy in national statistics, either because most of their work is in the informal sector or household level.

7. A young and weak civil society, especially in its abilities to challenge government

8. Under-representation⁹ and weak participation of women in the public domain, due to socio-cultural prejudice against women, heavy workloads that leave little extra time for women to participate in community and political activities, lack of financial capacity and self-confidence, and insufficient recognition by leaders on the need to address gender equal representation.

9. Both men and women have limited access to their human rights, but the situation for women and girls is significantly worse.

Mali is a signatory of many international conventions including CDE/CRC (1989) and CEDEF/CEDAW (1979) and the Millennium Development Goals. The Ministry for the Promotion of Women, the Family and the Child was created in 1996 and produced a five-year action plan (Plan d’action pour la promotion des Femmes 1996-2000). The UNDP/HCDH mission to Mali in 2000 remarked on two phenomena affecting rights: (a) the arsenal of legal instruments promoting rights and (b) the “numerous obstacles to enjoying those rights”. A legal framework called the Code de la Famille (Family Code) has been drafted to advance women’s rights so that they match those of men more closely, especially with regard to inheritance, land ownership, divorce and the transmission of nationality. However, this Bill has been stalled since early 2000 due to pressure from traditional and religious leaders questioning the issues of polygamy and the proposed girls’ age of marriage.

The concept of gender equality and equity has had a difficult history in Mali and does not translate easily into local ideas of relationships between men and women. Many people find the concept to be foreign and see it as one that is being imposed on them. They also perceive it as an approach that promotes opposition between men and women. Somewhat aggressive presentations about women’s situation have helped to raise the issues, but have also offended many people and made the word “feminist” an entirely pejorative term. Although FGM has become part of public debate, many other issues affecting women remain outside of open discussion and are difficult to engage in, and are sometimes referred to as socially “taboo”.

**UNICEF Mali - Programming Strategy**

The programme strategy of the Mali CO reflects a good understanding of the difficult context in which it operates, as demonstrated by its four programming focus areas.¹⁰ Due to the country’s relative stability, much of Mali CO’s focus has been on development initiatives. There is an ongoing “silent emergency” of chronic malnutrition¹¹ and UNICEF intends to increase its response to this through a

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⁹ See Table 6, Annex 2.
¹⁰ UNICEF Mali has four key strategic programmes: Child Survival, Basic Education and Equity, Protection of Children, Promotion of a culture of Rights. A decision was made during the development of the 2008-2012 country programme to mainstream HIV/AIDS and gender equality into these four focus areas.
¹¹ CPD 2008-2012, p. 6. See also Annex 2 for some data on malnutrition.
partnership with the WFP. In terms of its approach to gender, most programme and project documents state a clear intent to address the immediate and long-term development priority needs of the country. To that end, the Mali CO has taken initiatives to integrate gender-sensitive approaches to its programming, which to a certain extent have enabled it to address practical needs and strategic interests. While commendable, these attempts have been inconsistent in nature and therefore not effective in establishing systematic gender programming processes. This is more visible in their education and health interventions where the targets are girls and women. Nevertheless, the evaluation noted some important differences in understanding of gender in these teams. For this reason, it appeared sometimes as if the CO had taken a more Women in Development (WID) approach\(^{12}\) in redressing some of the existing gender imbalance in literacy rates. It is also worth noting that because key programming in UNICEF COs is guided by the international conventions it supports, there is an inherent tendency to design programmes that allow blanket targeting of ‘children’ and women in line with the spirit and objectives of the CRC and CEDAW.

### III. ANALYSIS OF INSTITUTIONAL STRENGTHS AND WEAKNESSES

To analyse institutional strengths and weaknesses, the team relied on semi-structured interviews and assessed the findings in accordance to the Institutional Assessment Framework (IAF).\(^{13}\) The latter also called for a thorough review of programme documents.\(^{14}\) The IAF is based on four categories of analysis: 1) Commitment; 2) Accountability; 3) Capacity; and 4) Funding.

The following pages provide a summary of the analysis and rating for the Mali CO for each indicator in the four categories mentioned above. The findings and ratings indicated in the four tables below were validated by the country office following a wrap-up meeting. Each indicator is scored on a scale of 1 to 4, with 1 being at the lowest end and 4 at the highest. A summary analysis of each category is then provided in order to explain the varying levels of ratings in a category, as including average scores for each category would not provide a fair assessment.

The responses at the CO level bring out the strengths and weaknesses at both institutional and personal levels, as expressed by programme staff. As such, presenting the challenges below exposes the areas of opportunity for UNICEF.

#### a) Commitment

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<tr>
<td>Representative demonstrates active &amp; visible leadership of GE issues in CO, although GE is not integrated in all programmes</td>
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<tr>
<td>Representative has participated in gender analysis/awareness training in past 5 years.</td>
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\(^{12}\) An approach that focuses primarily on women and girls as opposed to analyzing the underlying gender-related causes of why they are particularly vulnerable in a specific context.  
\(^{13}\) Annex 5 for rated IAF and Annex 6 with more detailed country program analysis of each indicator.  
\(^{14}\) See Annex 10 chart on documents reviewed and rated.
Overall, the Mali program has a strong commitment to working on gender issues. The high profile support of the Representative; the creation of a Gender Task Force; the leadership of the Task Force by the Deputy Representative and the drive of the Gender Focal Point all contribute to a high level of commitment to gender work there. The Mali CO also actively sought to participate in this evaluation so that they could further examine and improve their gender approach.

"To change the status of women, it will be necessary to engage and work through men.”

« Il serait nécessaire de passer par les hommes pour changer le statut des femmes. »

Interviewee. Malian line ministry

The high degree of participation by staff in evaluation meetings was one indicator that gender issues are taken seriously in the country office. The level of discussion during presentation meetings, individual interviews and feedback meetings also suggested a high level of understanding of gender concepts.

b) Accountability

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<tbody>
<tr>
<td>Lines of accountability for gender equality inputs exist, but not enforced systematically.</td>
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<tr>
<td>No staff, except GFP, have promotion of increased gender equality as one of their annual key assignments.</td>
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<tr>
<td>No one’s job descriptions include relevant tasks related to gender equality</td>
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<tr>
<td>M&amp;E reports include little assessment of programme effect on gender equality, and it is not applied consistently.</td>
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<tr>
<td>Limited evidence that UNICEF holds its partners accountable for reporting on increased gender equality in the programmes funded.</td>
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<tr>
<td>Programme documents do not systematically require management sign-off on the gender equality inputs before they are approved.</td>
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<tr>
<td>Gender Focal Point does not have clear TORs.</td>
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Rating scale: 1-Low, 2-Fair, 3-Good, 4-High.

“Mainstreaming sometimes means that everybody’s business becomes nobody’s business.”

Senior Management, UNICEF Mali

Workplans and PER reporting do not include specific references to gender equity work or special indicators on gender work. Job descriptions are based on generic...
UNICEF versions and do not, therefore, contain specific requirements related to promoting increased GE.

The Gender Focal Point is formally of a low status (JPO, P2) but has strong support from senior staff and has been working actively to increase the attention paid to gender work within the Mali office.

There is also a difficulty caused by an assumption that everyone knows how to “mainstream” gender within an institution. In fact, although there is an understanding of what mainstreaming should mean, there is little shared knowledge of what actions need to be carried out to achieve it and who is responsible for doing so.

ToRs for research are also weak on gender analysis. For example: the key piece of research on attitudes to child rights did not ask that consultants examine attitudes separately for men, women, boys and girls or the implications of these differences.

The situation analyses in program documents and the design of monitoring and evaluation are also not systematic with regard to gender considerations.

Overall, although there is strong leadership in gender in the Mali CO, the level of accountability for integrating gender in programming could still be strengthened significantly. The Malian context also contributes to a general unease about working on gender issues for UNICEF programme staff. In particular they find difficulty addressing the overall expectations of them in their programme work (based on multiple mandates) and what is expected of them in terms of improving the integration of gender quality issues in their work.

c) Capacity

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<tr>
<td>Staff are aware of UNICEF’s gender policy, but staff have limited knowledge of gender equality concepts to apply to their work.</td>
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<tr>
<td>Qualitative gender analysis is either not included in programme planning or only on ad hoc basis.</td>
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<tr>
<td>Some programme planning documents include GE inputs or objectives. Some planning decisions are based on prior qualitative gender analysis.</td>
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<tr>
<td>There are few technical experts in gender equality that staff can call upon within UNICEF.</td>
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<tr>
<td>Gender quality results are not clearly defined, measured or tracked, with the main focus on sex-disaggregated data.</td>
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<tr>
<td>No formal systems exist to capture and document internal knowledge on gender equality, particularly good practices.</td>
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<tr>
<td>Few staff have knowledge and skills they need to advocate effectively on key gender issues with partners.</td>
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<tr>
<td>Staff have not been provided with gender analysis and advocacy training.</td>
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</table>
Most staff do not yet have the capacity to conduct qualitative gender analysis to support their work.

Rating scale: 1-Low, 2-Fair, 3-Good, 4-High.

There are important weaknesses in the application of gender approaches in program work within the Mali CO. First there are difficulties with shared and common understanding of gender issues and staff tends to have different interpretations of the issues and how they should be addressed. UNICEF’s gender policy is largely unknown and only one staff member had received any gender training in the last five years. It was also reported that gender equality is not included in the Senior Leadership Training for executive management.

The UNICEF policy is not known partly because it only exists in English. The frequency with which only English is used in UNICEF documents is a common complaint among staff who find it hard to see why a UN agency should not provide material appropriate for a Francophone country, particularly given that French is one of the UN’s official languages. They also observed that the gender policy is a very large document and does not provide simple instruction on how programs should be designed and run in order to ensure a sound gender approach.

Overall there has been a tension between the desire to work well on gender (refer the high scores in Commitment) and the means to promote improvements in gender work. Debates on gender issues have not always been effective because some of the difficulties with the words and ideas have not been made explicit. For example; the negative connotations of the word “gender” and the lack of local alternative words or phrases have not been adequately discussed. This has tended to make it harder for staff to turn their good intentions in gender into good program work. In particular, the gender vocabulary in French does not fit with the local understanding of gender issues. The phrase “gender equality” is also not used consistently by staff in the Mali office. The programs in education, HIV/AIDS and health include elements promoting the position of women, which reinforces a feeling that gender work promotes opposition between males and females.

There is also an overall sense that staff is uncertain of how gender work should be planned and carried out. Programs where activities are focussed on women or girls tend to have good analyses of the position of women and monitoring is effectively disaggregated. However, programs where the focus is not so obviously on one sex tend to be weak with regard to gender analysis and many have monitoring and evaluation plans that are not sex-disaggregated at all.

d) Funding

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<th>4</th>
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<tbody>
<tr>
<td>It is not possible to track the amount of funds spent to achieve specific gender-equality results without modifications to financial reporting tools.</td>
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<tr>
<td>Resources to support the achievement of gender equality results are not systematically included in every programme/project.</td>
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</table>

Rating scale: 1-Low, 2-Fair, 3-Good, 4-High.
Throughout the program, initiatives are focussed on issues facing children and women but not on gender equity as an aim separate from improving health, education or protection. There is only one “gender” project in the entire country program that carries this name. For this reason, and as the UNICEF standardized financial codes do not have a separate code for gender, it is not possible to identify funding committed to gender equality.

Summary of Institutional Assessment

Mali CO Programme staff clearly articulated the strengths and assets that have enabled their programme to make notable gains in gender equality. These include:
- Specific measures in education programme target both girls and boys
- An integrated health programme designed to improve maternal health and therefore reduce maternal mortality
- Application of a Human Rights Based Approach (HRBA) and Results Based Management (RBM) to programming
- Improved efforts to collect data disaggregated by sex and age
- UNICEF’s leadership in advocacy to change attitudes promoting harmful practices (e.g., FGM)

The programme staff also felt that there are some constraints that limit their efforts. These include:
- Lack of awareness of UNICEF’s gender policy
- Unclear instructions on how to implement the gender policy. For example, staff have participated in an elaborate training on HRBA, which they felt increased their understanding and implementation of the tool. They noted that a similar training on gender would be helpful.
- Confusion about what UNICEF’s mandate should be, whether as programme staff they should focus on children’s rights only or also on women’s rights
- Lack of skills on how to implement gender equality programming and track gender results.
- Little or no access to relevant key directives and programme documents in French.
- Awareness that the pressure to produce “concrete” results and respond to Objectively Verifiable Indicators (OVIs) in logframes puts more emphasis on countable observations and reduces the ability to comment on qualitative indicators such as changes in attitudes.
- Limited understanding of what are important indicators of increased GE.

IV. PROGRAMMING PROCESSES

The last CCA\textsuperscript{15} for Mali was conducted in 2001. In the following years, the UNCT relied on the two PRSPs adopted by Mali, the first in May 2002, and the “second generation” in December 2006. The first PRSP was considered to present a weak analysis of key poverty issues, including those that exacerbate gender inequalities. The outcome was therefore frustrating to the UN family, which at the time was debating whether to update the 2001 situational analysis and/or the CCA before the next country development framework could be elaborated. In the end, it was deemed more effective to support the Malian government in strengthening the PRSP to better address MDGs, human rights, and social economic reforms. It is

\textsuperscript{15} The last CCA in 2001 was conducted parallel with the SITAN, which brought together various stakeholders and were both led by UNICEF and the Mali Government. UNICEF’s 2003-2007 programme was subsequently based on the 2001 SITAN.
against this backdrop that UNDAF 2008-2012 was drafted and finalized. The latter and the ‘second generation’ PRSP served as platforms for the development of UNICEF Mali’s 2008-2012 Country Program Document (CPD).

(A) From UNDAF to UNICEF Country Programme

**PRSP (2007-2011) to UNDAF**

Although gender was treated as a crosscutting issue in the ‘second generation’ PRSP, there was a lack of systematic integration of gender equality throughout the document. This was especially evident in the lack of gender-sensitive indicators. The analysis of challenges affecting women and girls, and to some degree, boys in education and men in rural areas was also relatively weak. Overall, the PRSP is based in the idea of promoting economic growth, but with inadequate attention paid to how the benefits of growth will be shared.

A key challenge the PRSP process faced was the lack of reliable data systems. Even where data was provided, it was only disaggregated by sex for some indicators and the narrative did not provide any analysis of this data. The document generally states that gender should be an integral part of the development process, and apart from giving some brief examples, it does not follow through with this statement elsewhere. This set a poor foundation for integrating GE in the UNDAF, and none of the five (5) identified results for the country address gender equality explicitly. Consequently, the stated results are broad and vague. UNDAF 2008-2012 mentions women and children under its human rights and education sectors but presents a gender-blind analysis and set of expected results for its five-year plan.

**From UNDAF to CPD/CPAP**

The linkages between UNDAF and the current CPD are evident, mainly because the UNDAF framework allows UN agencies to develop country programmes consistent with their mandates. While it is true the CPD builds upon the UNDAF, this is only extends to the general thematic areas. When it comes to gender equality, the CPD provides a much clearer gender awareness and targeted initiatives compared to UNDAF, even if this is limited to programme or project areas that call for gender-specific results (e.g., Education and Equity, maternity health care, FGM related advocacy initiatives).

Prior to its approval, the Dakar Regional Office called for a slight revision of the CPD to include measures against gender-based violence, specifically against FGM/C and to integrate HIV/AIDS into all programme sections. The amended CPD, subsequently approved, shows a concerted effort to ‘mainstream’ gender in all its programs but does not do so systematically. It was not possible to assess to what the extent the Country Programme Action Plan (CPAP) would follow the same pattern, as it was still being developed at the time of the evaluation.

A review of key programme documents such as annual workplans, MPO, annual reports and monitoring and evaluation plans found that gender analysis was present

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16 Gender blind refers to any statement, document, policy or programme that assumes that all interventions will have an equal impact on women and men, boys and girls and does not take their different conditions into account. There is also a tendency to use aggregate terms such as children, people, communities, etc. and not distinguish between male and female target groups or stakeholders.
or more evident in programmes that primarily target women and girls. However, even then, it was not sustained throughout the documents, resulting therefore in inconsistent recognition of gender differential impacts or in the use of gender-blind indicators. Overall, programme documents explicitly made references to MDG3.17

(B) UNICEF internal programming processes

Guidance from the Regional Office

In general, the Mali CO receives strategic programme related support and advice from the Dakar RO. However, only the senior management recalled obtaining some form of guidance related to gender equality. This is mostly within the framework of a forum held by the RO on a variety of development issues, where if a gender related issue is identified, it was usually discussed in that context. Staff interviewed indicated, however, that such information exchanges have not always brought practical solutions for the Mali CO. It is not clear to the CO staff whether central policy statements would reach COs directly from HQ or would come via the RO.

The programme staff noted that the visibility of the RO was almost non-existent with regard to their receiving support related to gender equality. In fact, very few officers could indicate what kind of resources were available or could not confirm whether a gender specialist or a gender unit existed at the RO level. Only two programme staff knew the name of the RO GFP, who has in the past sent out to the CO key publications on gender equality. Other than that, they could not remember either requesting or receiving any guidance related to gender mainstreaming in programming.

The use of guidance in programming

Given the limited timeframe of the evaluation, it was not possible for the evaluators to collect a comprehensive list of sector-by-sector guidance used by the programming unit. However, most programme staff reported that they rely on programme directives developed by or for each section. They also ask the current GFP for supplementary support to help them integrate gender inputs into programmes and projects. Staff interviewed could not confirm how often or at what point of the project cycle they sought the GFP’s input or advice.

Other references on gender equality routinely used consist of:

- Executive directives18 posted on the intranet of UNICEF
- PPPM19 (P. 8, Chapter 6, Section 20) - This was considered to be useful to a limited extent, particularly in the planning phase of a project/programme
- MTSP20 (para 54-67 - Gender, and para 98-112 - Human Rights)
- The resource pack on Gender and HIV/AIDS, Operational Guide Fact Sheets21
- Websites of other UN agencies, namely UNIFEM and UNFPA.

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17 Refer to Annex 3 for lessons re integrating GE in the CPAP and other key programme documents in the future
18 Interview with Representative, Deputy Representative, UNICEF Mali
19 Interview with M&E Officer, UNICEF Mali
20 Interview with Representative, Deputy Representative, M&E Officer
21 Primarily used by the HIV/AIDS Officer, this resource pack was received from UNAIDS
Despite the availability of key documents on the intranet and internet, a persistent problem encountered by programme staff which presents a serious challenge to the national country staff is the lack of access to French language resources on gender equality. Programme staff noted that most gender equality related documents on lessons learned and good practices on the intranet are available only in English.

V. STRATEGIC PARTNERSHIPS

Donor and Partner Perceptions of UNICEF

Mali is characterized by a strong donor presence but a weak regulatory framework, particularly with respect to gender equality. Even though there is a government organ, the Ministry for the Promotion of Women, the Child and the Family (MPFEF) with the responsibility of promoting women’s rights, it is also mandated to foster the well-being of children and families. This is one reason contributing to the fact that the Ministry is yet to develop a national strategy on gender equality. A proposition has been drafted for a national gender “mechanism” which contains a range of initiatives to push practical progress in gender work by government bodies. However, resources for the initiatives have not been identified and at the same time the Ministry has been deliberating on its mandate and vision. The result has been a vacuum where the donor and aid communities have been responding mainly according to their respective mandates and priorities related to gender programming. It is therefore not surprising to find some donors who are highly interested and influential in promoting and supporting gender equality initiatives while others remain visibly absent. Those interviewed noted that at least two or three donors have little or no interest in supporting gender equality, possibly because measurable results take a long time to show. The aid community has attempted to remedy this situation by setting up an informal committee of donors and international aid agencies working on women’s development and gender issues known as COFED. Its purpose is to harmonise donor initiatives related to gender equality.

Within the COFED circle, UNICEF’s contribution to gender equality or support to women’s development does not seem to be widely recognised. There is also no

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22 The MPFEF, whose mandate is seen to be too broad by many, is debating whether to focus on promoting women’s rights or gender equality. In a nation where gender equality has adversarial connotations, it is critical for the Ministry to engage a large number of stakeholders and the public in order to ensure the vision it would define would meet the needs of women, men, girls, and boys.

23 Subsequent interviews with some of these donors also confirmed their lack of knowledge of any key gains or setbacks, or of who the key players are in gender equality in Mali.

24 COFED is currently chaired by CIDA, its members include bilateral organizations such as embassies of the Netherlands, the USA; the Cooperation of the French, Swiss, Swedish; GTZ, USAID, SNV, CECI, and the following UN organizations: UNDP, UNCDF, UNFPA, UNESCO, UNICEF, FAO, IFAD.
consensus on which organization had a clear leadership in gender equality in Mali as each person interviewed named a different agency, e.g., USAID, UNDP and CIDA and one interviewee felt it was his own organization because of its elaborate gender policy and implementation guidelines. There was confusion about the mandate of each UN agency with regard to GE within COFED and some COFED members noted that there was poor coordination among each UN organization, resulting both in inefficiency and possible duplication of efforts. UNICEF’s gender policy appears to be also largely unknown among donors and partners. 

How UNICEF is perceived at the local partnership level is in stark contrast to the donor viewpoint. Here partners and programme beneficiaries perceive that UNICEF is playing a strong leadership role with regard to children’s rights advocacy. Some partners in education and health also see UNICEF as a leader in gender equality.

This may be explained by the fact that UNICEF’s visibility in gender is apparent in areas where its primary targets are women (maternity related interventions) and girls (girls and boys’ school enrolment and retention gap reduction programmes). There were also instances where partners related UNICEF’s solid experience in advocacy to having contributed to the advancement of women’s status in Mali. They recounted the organization’s support related to CEDAW and notably the “Code de la personne et de la famille” (Family and Persons Code), which has yet to be adopted by the National Assembly.

Examples of Good Practices in Gender Equality

In keeping with the Evaluation TORs and to foster the sharing of lessons learned, the Evaluation Team made concerted efforts to collect information related to good practices in gender equality by both UNICEF and its partners. The following are examples of initiatives taken by organizations other than UNICEF in Mali. They clearly indicate that much of what is being conducted around gender equality is done in isolation of each intervention, with little coordination amongst the organizations concerned.

- Danida:
  - requires its staff to complete a gender training offered online. It takes 3 - 4 days and must be completed within three months of being hired.
  - carries out a thorough analysis of the institutional, political and social situation and of the best indicated methods for working in an equitable way with men and women in the chosen programme areas.
  - sets out a clear rationale in its corporate gender policy for addressing gender issues, some practical considerations for implementation and stresses the importance of local ownership and local “rooting” of work on gender.

25 According to the COFED current chair, the association has just called for each member organization to share information on its gender policy in a bid to improve coordination of efforts.
• CIDA: Capacity building support to the MPFEF - a gender specialist\textsuperscript{26} has been providing in-house training to the Ministry since 2006.

• Ongoing discussion among key stakeholders in HIV/AIDS: Possible inclusion of men in the PMCT HIV/AIDS initiative, to reduce the stigma felt by women and increase understanding among men on the importance of not breastfeeding in cases where the mother is HIV positive.

• A gender equality assessment (April - June 2005) financed and led by the World Bank involved civil societies which now serves as an advocacy tool for civil society and gender interest groups.

• A World Bank initiative targeting girls who have dropped out of school through support of remedial courses. This work features as part of the UNICEF model in the programme with homeless girls and young women in Bamako.

• WFP School Feeding Programme where families who send their daughters to school are provided eight litres of oil every three months. They reported that this initiative has improved the attendance rate of girls.

• WFP Mali has two GFPs: the lead GFP is normally a woman and the alternate GFP is a male programme officer. This way they can both share the workload and ensure that there is representation of both a male and female perspective.

VI GENDER EQUALITY RESULTS OBSERVED: MALI COUNTRY PROGRAMME

Given its country context the Mali CO has designed programmes that address gender equality from both a practical needs and strategic interests perspective. For purposes of this evaluation, these results are only observed. Most of the gender-specific results are already documented in the CO’s annual reports and some were identified through the interview process.

There were also some measures newly introduced by the CO and others that staff did not necessarily perceive as contributing to increased gender equality, but which in the view of the Evaluation still represented good practices. A summary of all of these are outlined below:

a. The establishment of the Gender Task Force (GTF) at the Mali CO is an innovative approach as it strives to distribute the responsibility borne by the current GFP across all the major sections of the CO. This idea stemmed from similar initiatives for HIV/AIDS and Communications, where it was deemed necessary to create a committee drawing focal points from the programme and operations sections. The GTF, headed by the Deputy Representative and coordinated by the current GFP includes members from seven sections, including Communications and Human Resources. The task forces mandate seeks to promote a management culture that supports gender equality and diversity at the administration level, and to improve the implementation of gender mainstreaming approaches. The committee has met once since it was established in July 2007, and aims to meet at least 2-3 times per year.

\textsuperscript{26} Suzanne Ménard is a gender expert based in Bamako under an agreement with the Canadian Government.
b. The Mali CO is supporting measures against gender-based violence and has recently teamed up with SIDA to set up a national commission to combat FGM practices.

c. Child trafficking in Mali occurs within the country as well as across international borders. The children affected are for the most part young girls who run away their rural homes and find themselves working in low and often exploitative situations in urban areas. UNICEF Mali is working to combat child trafficking through its Protection programme and is also collaborating with the Belgian cooperation in this area.

d. Mali is known for its extensive set of laws and regulations. However, almost all of these documents are in French and their understanding is also made difficult by the use of judicial terminology. UNICEF has supported the vulgarization of some legal texts that are relevant to its mandate, namely the Constitution, the CRC and CEDAW.

e. The Mali CO supports the work of the MPFEF in various ways. For example, it has just provided institutional strengthening support to the Ministry by assisting them to develop their 5-year action plan, as well as provides other forms of capacity building support.

f. Advocacy on the elaboration and approval process of the ‘Code de la Personne et de la Famille’.

Details about the strategies used and lessons learned on these and other UNICEF supported good practices in gender equality can be found in Annex 1.

VII CONCLUSIONS & RECOMMENDATIONS

Using the rating system of the Institutional Assessment Framework, the Evaluation Team concluded that the Mali CO is at the semi-integrated mainstreaming stage of gender policy implementation.

The Mali CO has succeeded fairly well in gender integration at the planning, implementation, and monitoring stages. This is particularly evident in gender-specific programmes where the primary targets are women and girls. However, it would be useful for the CO to also adapt to a more systematic approach so that the same level of attention is accorded to gender issues in all programmes. The table below indicates two scenarios for the Mali CO, the first one depicting its current status with regard to gender mainstreaming and the second (right-hand side) outlining what else it needs to do to implement a more seamless and consistent gender strategy. The recommendations outlined below pertain to the CO level only. The larger scale institutional recommendations that need to be directed towards the RO and HQ will be integrated in the final evaluation report.

<table>
<thead>
<tr>
<th>Current Status: Mali CO</th>
<th>Future Ideal: Rights and Results-Based Gender Policy Implementation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Semi-Integrated Gender Policy Integrated Stage</td>
<td>• Gender analysis used to identify priority</td>
</tr>
<tr>
<td>• There are some findings and results of</td>
<td></td>
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27 The first common destinations for international child trafficking include Ivory Coast, Guinea, Burkina Faso, and Senegal.
Recommendations for Mali CO

1. **Review of mandate within the UN System in Mali**
   
The Mali UN group needs to examine overlaps and gaps in its mandates related to gender equality as part of the ongoing global reform of the UN system.

   This reform in general work is already underway but has not yet developed a great deal of momentum as the global reform is taking a long time to show results. In Mali the reform also does not yet focus on gender as each of the UN agencies has a gender policy and there may be a presumption that gender has been “mainstreamed” and does not require additional attention. UNICEF management could start with sharing the results of this evaluation with other UN agencies in Mali and then lead a discussion on the best approaches to gender equity work in the Malian context.

2. **New definitions of gender**
   
   There is a need to develop a new language to describe gender equality and equity in French and within the Malian context that will provide greater clarity about the meaning of these concepts and which will not be so closely associated with the now unfortunately negative connotations of feminism.

   There is potential in starting new office-wide discussions around local concepts of complementarity (e.g. *ngogon dafa*, in Bambara). This concept includes understanding of the different roles but equal importance of men and women in society. The discussions could explore the differences in positions of men and women in society to develop areas of support to women that make sense in programming work and in the Malian context.

3. **Training opportunities**
   
   UNICEF Mali could explore the possibilities of organizing joint gender training initiatives with other UN organizations in the country, e.g., there are opportunities for UNICEF and WFP in Mali to find common gender related areas of interest (support to school canteens, nutrition programmes).
This training should not be carried out as an end in itself, but should be linked to immediate use of the training. It also needs to use different learning modalities such as workshops, online training tools, discussion groups, etc. so that different learning styles can be supported and learning shared within the office. The timing of the evaluation fits with planning of new country strategy and plans and the plans could be addressed directly after receiving training.

4. Program work on Recognition of Rights
The UNICEF program needs to take a more direct role in the diffusion of legal texts related to gender equality in local languages.

This would directly address the ignorance of legal instruments that offer protection of rights and promote discussions of the meaning of “rights” within the Malian context. The work would require several stages: translation and abridgement of legal texts into short texts in plain language; translation of simple text into local languages; design of publications using images, cartoons and good graphic styles; and, facilitation of discussions at community level based on the texts.  

The development of simple texts needs to be regularly tested at community level and should be integrated with other work that is in close contact with local authorities and communities. UNICEF is in a good position to carry this out with its integrated programs and committed program staff.

5. Greater attention to a more gender-sensitive life cycle approach
There is a need to target adolescent girls and boys, who have dropped out of school and may not have access to social services and resources.

Discussions on education issues with parents and committees highlighted a persistent problem facing adolescent girls and boys who leave school for various schools. This concern was also raised in the context of higher illiteracy rates among women in Mali.

6. Systematisation of gender in program documents
All program and project documents need to be assessed for gender approach and special attention paid to work within community, family and government contexts so that the situation of women is addressed as part of a more holistic approach.

Work with women and girls should not be continued in isolation from changes going on in households, institutions (e.g. schools) and society (e.g. local government, NGOs, etc.). An immediate tool would be the replacement of all neutral nouns with gender-specific nouns. This may be resisted as tedious but should allow more penetrating analyses of the current situation. It would also facilitate the identification of gender-sensitive monitoring and evaluation methods including specific indicators.

7. Accountability of gender in management

28 There are attempts to do develop simple and illustrated texts in Mali (for example: SNV, UNICEF, OVG, etc.) but it would be a good idea to look for the very best quality work and perhaps examine some samples from Associates in Research and Education for Development – ared@enda.sn (ARED) in Dakar, Senegal.
Senior management needs to require each program team to show how it has enlarged its approach to involve more gender-sensitive approaches and to hold individual staff accountable for this during their annual performance evaluations and in the annual report.

There may be less work required to reach this point in education and women's health than in HIV/AIDS and other programs. Initially there would need to be extra supervision of routine procedures in design and monitoring and evaluation to ensure a more consistent and systematic integration of gender equality approaches.

UNICEF staff in the Mali CO currently do not seem to want to be assessed on gender work as part of their PER. This could be more accepted if each officer had gender elements specified in their Annual Work Plans.

However, as this evaluation has shown and has been feared in many areas of international development, mainstreaming has not been successful in itself and needs to be supported by specific gender specialist inputs and making all staff responsible for the gender approach in their work.

8. Access to gender specialists
The Mali CO could develop a roster of local gender specialists to help programme staff work actively to conduct gender analyses as a regular part of the programme planning process.

Annex 3 contains more detailed suggestions in relation to recommendations 6 and 7.
ANNEX 1: GOOD PRACTICES GENDER EQUALITY - MALI COUNTRY PROGRAMME

To collect good practices leading to increased gender equality, the evaluation mission undertook a field trip to Ségou and met with a representative sample of beneficiaries in Mali’s flagship programmes, namely education and health. The examples featured here were also cited as good practices in gender equality by various UNICEF Mali programme staff, partners, and some donors. The results outlined are only observed as measuring overall programme impact, which would be beyond the scope of the evaluation.

The Ségou field trip led to eight focus group discussions with programme beneficiaries, but a meeting with a Children’s government (gouvernement d’enfants) could not be arranged because schools were closed for the summer. However, a focus group discussion with youths in Bamako included two young ministers, members of a Children’s government. The results reported below are therefore for the most part recounted by parents, UNICEF programme officers or officials at the Ministry of Education. There are currently plans to scale up the programme described below to the national level.  

(A) PROGRAMME: EDUCATION FOR LIFE PROJECT : (École amie des enfants, amie des filles (EAE) - (2003-2007)

DESCRIPTION
In line with the priority areas identified in the PRSP30, UNICEF Mali continued its regional integrated development approach in a bid to improve girls and boys’ access to quality education. In Mali, there is an alarming gap in school enrolment and retention rates between girls and boys, especially at the primary level. For example, in 2005/06, school enrolment rates for girls were 65% and 85% for boys. Compared to previous years in 2002/3, where the gap was 21.5%, the change in 2005/6 was a mere drop of 1.5 points (at 20%).

The obstacles preventing young girls from attending school range from cultural to socio-economic factors. In most Malian communities young girls are subject to harmful traditional practices such as FGM, early marriages and early pregnancies. Furthermore, young girls are silenced from an early age and do not have any say or control over their own bodies.

STRATEGIES USED
In 2005, UNICEF Mali developed the Communal Educational Development Plan (PDECom) in the regions of Kayes, Ségou, Mopti, and the district of Bamako. This programme was part of the country programme’s integrated approach to health, education, and protection.

The programme is innovative, with a holistic approach targeting girls and boys in schools, teachers, parents, and management councils. The establishment of schools centred on the concept of ‘École amie des enfants, amie des filles’(EAE), which is based on the rights of boys and girls. The programme has five key dimensions: a) safe and healthy schools, b) success, c) integration and protection of students, d) promotion of equality between girls and boys, and e) participation of families, communities and children.

29 A total of 2,860 ‘girl-friendly’ schools were established in 7 regions out of 9.
At the student level: The EAE is implemented through an important educational tool, the Children’s Government, which aims to transfer some of the classroom and school management responsibility back to the students through role-play. Gender parity is required within the ‘government ministries’ and each girl or boy is assigned a role regardless of what is traditionally perceived as appropriate for each sex. Both girls and boys are encouraged to run for the position of ‘prime minister’. At the teacher level: A gender awareness-training module was developed for use by male and female teachers to counteract discriminatory attitudes and practices. For example, until the training, most teachers did not realize how traditional socialization continued to reinforce traditional roles for girls and boys. At the parental level: Associations of parents of students, called ‘Associations Parents d’Élèves’ were created and were also required to maintain gender balance. Management Committee (APE/CGS): Also encouraged to keep an equivalent number of women and men, there are parents who are also members of such committees. Their role is to support parents in ensuring their sons and daughters go to and remain in school. The committee serves as an intermediary between parents and the school administration. A life skills development component was added to the curriculum, which also aims to dispel traditional views on labour division. “Bourse-mamans” Bursary for mothers is financial support extended to mothers/families to keep their daughters in school. School canteens supplied by communities and in some cases by WFP enable community members and mothers to take part in food preparation and management.

GE RESULTS OBSERVED
The programme has provided an opportunity for girls and boys to work together on the management of their classrooms and schools. Increased self-confidence for both sexes as they learn to negotiate with each other. Increased self-esteem, especially for girls who learn to speak out and voice their opinions. The parents also reported that they felt a sense of pride in their daughters when they heard neighbours and other community members address their daughters as “Mme. La Ministre.” Female and male students have developed diverse interests related to their responsibilities. For example, a mother explained how her daughter, who is the ‘minister for water and sanitation’ in the school, took a greater role in advising her family and neighbours on personal hygiene, healthy practices, and even on violence issues. The mother stated that her daughter had clearly changed their lives at home.

There were isolated cases of success stories on how the ‘gouvernements d’enfants’ make a positive contribution to the community. One remarkable example was where a girl who was forced by her family to leave school in order to get married was able to continue her studies thanks to the intervention of her school’s Children’s Government. Improved advocacy and communications skills for both girls and boys who learn to negotiate with school administration for better safety (fencing of schools), gender-

31 The life skills component touches on health, nutrition, gender, protection, environment, and promotion of culture of peace and human rights.
friendly facilities (separate toilets for girls and boys), and in some instances electricity for the school.

Girls are motivated to remain in school and it is reported that as a result they work harder and perform better than boys.

CHALLENGES ENCOUNTERED

Girls’ enrolment is dictated by several factors including socio-economic status of the family or to what extent the family values education for girls.

Significant gap in enrolment and retention rates among girls living in urban and rural areas.

Trainers at the Ministry of Education felt that teachers’ training modules include too many activities that are not achievable within the training timeframe provided.

Requires extensive human and material resources in capacity building of communities and families.

Demand surpasses classroom space availability.

LESSONS LEARNED

Need to integrate HIV/AIDS awareness courses as part of the curriculum, in a gender-sensitive format to reach both girls and boys.

Ongoing awareness training at family and community levels on gender roles of girls and boys could reduce the burden currently carried by women and girls if boys were increasingly motivated to assist in domestic chores.

(B). PROGRAMME: CHILD SURVIVAL AND DEVELOPMENT

PROJECT: Early Childhood Survival (Survie du jeune enfant) - (2003-2007)

Description

The project aims to increase the survival rates of young children under the age of 5 years through a coordinated series of activities involving:

- Vaccination, Vitamin A distribution
- Prevention of malaria, diarrhoea, malnutrition etc
- Baby friendly hospitals
- Prenatal consultation and assisted child delivery with emphasis on prevention of anaemia and malaria during pregnancy
- Increase access to potable water
- Improve household practices related to hygiene, nutrition, sanitation etc..

Strategies used

This project’s main targets are children. To increase their survival chance however, mothers are also targeted as primary care providers. As a result, the project may appear to be gender-specific judging by the specified target groups, but it comprises several implementation processes that stand out as good gender practices and have led to good results.

The project is implemented through CSCom (community health centres) who are in charge of the clinical component (vaccination, dispensing medicine, and medical check-ups). The CSCom in Yangasso had a separate CPN (concentration prénatale) maternity facility with three nurses who provide counselling to pregnant women.

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32 Interview with a Gender Officer at the Ministry of Education, Segou.
The staff indicated that expecting mothers are advised to come with their husbands so that they are kept abreast of the pregnancy’s progress.

To increase the reach of the project, two types of associations were established in villages; including ASACO and community ‘relai’ group. The ASACO oversees each relai, which is assigned a set of 30-35 households to monitor and follow-up every month, especially in relation to ‘child-friendly household practices’. The relai serves as the link between community members and ASACO. Each relai is required to be gender balanced.

CSComs also provide additional support through outreach to villages by sending a health officer and a female nurse.

Within the framework of the Baby Friendly Hospitals, occasional health campaigns included for example a breastfeeding campaign, where the entire hospital staff including operations and support staff such as drivers and security guards were trained on the benefits of breastfeeding. The objective was to also sensitise men, and encourage them to share the information and pass the message to their communities.

Results Observed
Respondents interviewed indicated that the benefits of this project were many. The following will only list those results that are gender related and have also made a difference in their lives:

- Increased awareness on where to seek medical help, especially important for pregnant women who are informed about the progress of their pregnancy, signs of labour or danger, and any other pertinent information
- Involving the husband during a woman’s pregnancy was important in also helping men to understand the importance of early preparation and organization, especially in terms of transport and financial arrangements, as well as taking part in any medical decisions that may arise during birth
- The gender-balanced outreach team is well appreciated due to the extra support provided by the nurse, especially in assisting women who may not be able to physically access the health centre
- The campaign on breastfeeding also served as a form of socialization that challenged men to take more responsibility in the reproductive health of women. The ASACO and community ‘relai’ groups had fairly equal number of women and men. The women responded freely and expressed themselves in the presence of the male members.
- The “Ménages amis des enfants” (Child-friendly households) has improved the quality of life for many due to the close monitoring of each household by community ‘relai’ groups. This project component has also a gender-sensitive component where all family members are encouraged to participate in daily household management.
- The water & sanitation component has reduced the workload for women as their travel time to fetch water has been drastically reduced.

33 The Ménage amis des enfants calls for thirteen specific household practices that promote safety and health. Community relai groups are provided with resource books demonstrating clearly each task to be performed by all members of a household. The book in French and Bambara, has illustration of each good practice followed by a monitoring and tracking tool.
One ASACO female member linked the presence of CSCom to community development, especially as far as education for girls was concerned. Her reasoning was related to the better maintenance of records, which makes it easier for officials to track the age of girls and boys and advise parents when to start sending them to school.

CHALLENGES ENCOUNTERED
In the beginning, there was some resistance by men to include women in ASACO and community ‘relais’ groups. It took a long time to convince men to accompany their pregnant wives to the CPN. Socio-economic factors still dictate the level of household access to medical services, particularly as it is often the case that men are to the large extent in control of the financial income of a household.

Lessons Learned
There is a need for persistent messages on gender equality in community based associations. Project participation and ownership by the entire community was a critical component of the programme.
ANNEX 2: MALI CONTEXTUAL ANALYSIS

The position of women is illustrated by the high incidence of Female Genital Mutilation and common practices of a man marrying his deceased wife’s sister (sororat) or to marry the widow of his deceased brother (levirat). These instances appear to treat women as the property of men without control over their bodies or their relationships.

There are signs of change and reasons for optimism and a profound and detailed understanding of the situation is necessary before appearing to condemn the practices.

**Severe and Increasing Poverty**

Poverty levels are extreme, widespread chronic and, for the majority of the population, worsening.

<table>
<thead>
<tr>
<th>Table 1 Changes in Poverty 2001-2006</th>
</tr>
</thead>
<tbody>
<tr>
<td>2001</td>
</tr>
<tr>
<td>National average</td>
</tr>
<tr>
<td>Urban</td>
</tr>
<tr>
<td>Rural</td>
</tr>
</tbody>
</table>

The severity of rural poverty is shown in Table 2. One in three of the rural population is very poor and four out of five are poor.

<table>
<thead>
<tr>
<th>Table 2 Intensity of Rural Poverty</th>
</tr>
</thead>
<tbody>
<tr>
<td>Very poor</td>
</tr>
<tr>
<td>National average</td>
</tr>
<tr>
<td>Urban</td>
</tr>
<tr>
<td>Rural</td>
</tr>
</tbody>
</table>

Source: Données compilées ELIM2006

There are huge urban rural disparities also in access to electricity, clean water, health care and education. Mali has been a member of the HIPC program since 2001 and has qualified for a second round in 2005.

Growth in the Malian economy is almost entirely based in primary production and is therefore dependent on climate. This is made clear in the reports on the CSLP. Mining and industry provide small impact on overall GDP. The good rains in 2005 and 2006 provide for the growth that is reported. Poor rains, or worse, several years of poor rains, are inevitable in the Sahel and growth in the Malian economy must be seen as fragile.
Table 3  Growth in GDP

<table>
<thead>
<tr>
<th>Year</th>
<th>GDP Growth (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>2004</td>
<td>2.2</td>
</tr>
<tr>
<td>2005</td>
<td>6.1</td>
</tr>
<tr>
<td>2006</td>
<td>5.8</td>
</tr>
</tbody>
</table>


Chronic malnutrition is a very serious problem in rural areas and the difficulties experienced in 2005 after the poor rains in 2004 demonstrated how vulnerable the population is. It is difficult to accept that over a quarter of all children are malnourished.

Table 4  Silent emergency of child malnutrition

<table>
<thead>
<tr>
<th></th>
<th>Boys (%)</th>
<th>Girls (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Acute severe malnutrition</td>
<td>1.4</td>
<td>1.8</td>
</tr>
<tr>
<td>Chronic severe malnutrition</td>
<td>14.0</td>
<td>16.9</td>
</tr>
<tr>
<td>Severely underweight</td>
<td>10.2</td>
<td>11.3</td>
</tr>
</tbody>
</table>

High levels of chronic malnutrition in rural areas coupled with poor rains in 2004 and weak food distribution strategies led to a disaster in Niger in 2005 which serves as a reminder of how vulnerable the people of the Sahel are to climatic factors and how close to disaster they always remain.

The power of customary authorities

A key feature of Malian culture is the continuing importance of traditional authorities. Village chiefs hold power over all aspects of village life and they can control, for example, access to natural resources despite the nominal position of the modern authorities.

The head of the family, and in some ethnic groups the heads of clans, also retain considerable authority over family affairs. Enormous deference is shown to men in positions of authority and overall the culture is one of considerable respect between individuals. It is commonly said that when men talk at meetings they are saying what their wives told them “in the dark”. That is, women express their views by advising their men at night before the meeting. There is doubtless some truth in this observation but it would be seen by most people as less effective than women being present at the meeting and speaking for themselves.

Early marriage is common. Over 16 years of age, 47% of men are single and 27% of women. 28% of men are polygamous.

Female Genital Mutilation is more common than in any other country with figures putting the incidence at over 90%. New figures are expected (October 2007) to show a decline as very recently there have been examples of villages and some
urban communes bringing an end to excision. However as shown in the following graph the rates of decline in Mali are apparently lower than in neighbouring and similar countries.

The graph shows Mali to have one of the highest rates of FGM in women aged (15-49). Almost more important is the observation that Mali has the highest rate of incidence of FGM among the daughters of women of those ages. The rates of FGM have dropped dramatically in Guinea and Egypt in the last generation but only a slight drop has been recorded in Mali.


The level of public discussion on FGM is higher than at any other time and there is potential for progress in reducing the practices. It may take longer than in some other countries but the trend is

### Table 5 Reproductive and Child Mortality

<table>
<thead>
<tr>
<th></th>
<th>1978</th>
<th>1996</th>
<th>2005</th>
</tr>
</thead>
<tbody>
<tr>
<td>Maternal mortality</td>
<td>587‰</td>
<td>577‰</td>
<td>582‰</td>
</tr>
<tr>
<td>Neo-natal child mortality</td>
<td>158‰</td>
<td>123‰</td>
<td>122‰</td>
</tr>
<tr>
<td>Infant-juvenile mortality</td>
<td>315‰</td>
<td>238‰</td>
<td>229‰</td>
</tr>
</tbody>
</table>


The rates of mother and child mortality have fallen slightly over the last thirty years. However, the population has more than doubled in the same time so the absolute numbers of people dying in childbirth and early childhood have increased.

---

34 N.B. Average figures disguise the severe problems faced by the most poor. Neo-natal mortality for the poorest families in Mali is estimated at 250/1000.
Many government and donor plans take insufficient account of the position of women and frequently simply add the phrase “especially for girls” or “particularly for women” without acknowledgement of how such targeting can be achieved in the highly polarised context.

The position of women is characterised by extremely weak powers of decision and a virtual absence from positions of traditional or modern authority. The following table gives some data on the positions of women. CSLP reporting mentions the increase of women mayors from five to seven as an indicator of progress but fails to mention that this hardly raises the proportion of women mayors to one percent which makes it harder to take the reporting of other changes with any degree of seriousness.

Table 6 Women in Government Positions

<table>
<thead>
<tr>
<th>Position</th>
<th>Women</th>
<th>Men</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ministers</td>
<td>7</td>
<td>22</td>
<td>25</td>
</tr>
<tr>
<td>Secrétaire Général</td>
<td>0</td>
<td>27</td>
<td>0.0</td>
</tr>
<tr>
<td>Chef de Cabinet</td>
<td>3</td>
<td>25</td>
<td>10.7</td>
</tr>
<tr>
<td>Technical Adviser</td>
<td>19</td>
<td>121</td>
<td>13.6</td>
</tr>
<tr>
<td>Député</td>
<td>14</td>
<td>132</td>
<td>9.6</td>
</tr>
<tr>
<td>Mayor</td>
<td>7</td>
<td>703</td>
<td>1.0</td>
</tr>
<tr>
<td>Community Councillor</td>
<td>720</td>
<td>10,057</td>
<td>6.7</td>
</tr>
</tbody>
</table>

Access to information - only women with secondary education have access to mass media (80% TV, 93% radio, 68% newspapers) but 42% of less educated women have no access to any of these media. Literacy among men is 24% and among women 10%.
ANNEX 3 : DETAILED SUGGESTIONS FOR INTEGRATING GE IN THE FUTURE

Country Programme Action Plan (CPAP)

- Need for stated results to include more gender explicit goals in all the five programme areas
- Participation rates to be broken down by sex (and by age where applicable)
- Track if existing baseline information contains sex-disaggregated data to allow for better tracking of gender-explicit results
- Update LFA such that results indicators are clearly linked to stated objectives
- Allocate adequate resources to achieve stated results and to enable proper monitoring and evaluation of results during implementation and at the end of the project cycle
- Explore practical ways of holding programme staff accountable for the achievement of stated results (eg. Explicit responsibility to integrate gender equality input)

Annual Workplans

- Gender explicit objective to be integrated in the project objectives for each year
- Explicit number of male and female target groups

Integrated Monitoring and Evaluation Plans

- Project objectives could be strengthened by the inclusion of an explicit gender equality objective
- Need for specific qualitative and quantitative indicators to measure project effects on gender equality
- Need for general project indicators to be gender-sensitive (e.g., include numbers of female and male beneficiaries reached)
- Targets to be disaggregated by sex where possible and appropriate
ANNEX 4: METHODOLOGY FOR COUNTRY VISITS

To ensure consistency across the six country case studies the Evaluation Team had developed the following methodology.

1. An institutional assessment framework (IAF) which included a set of institutional assessment indicators related to the integration of gender equality in programming based on four primary categories of analysis: a) Commitment; b) Accountability; c) Capacity; and d) Funding.
2. A rights and results assessment framework and set of criteria to identify the types and scope of gender equality results being generated by UNICEF programming.
3. A uniform set of criteria for reviewing programme-related documents at the country programme level.

The Evaluation Team followed the set of semi-structured interview questions, developed based on the above indicators and assessment tools. The interviews and focus group discussions were based on these questions to obtain the raw data to compare against the indicators and assessment criteria and to form the basis of the analysis which follows. This was supplemented by a review of CO programme documentation based on the criteria outlined in the Rights and Results Assessment Tool and the document review section. The results of this assessment are summarized in the text. Copies of these assessment tools can be found in Annex A of the final report.

In addition, the Evaluation Team asked the Country Office to develop a mission itinerary based on the following criteria:

1. Selection of the two principal programme areas in the country programme from the five focus areas outlined in the MTSP:
   - Young child survival and development
   - Basic Education and gender equality
   - HIV/AIDS and children
   - Child protection from violence, exploitation and abuse
   - Policy advocacy and partnerships for child’s rights

2. At least two project site visits from the two principal programme areas, identified with projects having the following characteristics:
   a) One project that does not target gender issues as its main focus
   b) One project that does target gender issues as a significant focus.
   c) Projects that are not located in the capital city

3. Focus group discussions with male and female project beneficiaries (6-8 people) representing different age groups, with the male and female discussion groups held separately where feasible, and in the case of Segou with interpreters to provide translation of the answers of the focus group participants. The project site visits also included interviews with the UNICEF partners and programme staff associated with the project.

4. Where the CO had identified a particularly good programme practice, they also had the option of including this as a project site visit, even if the programme was not a part of the two main focus areas identified.
5. Within the CO interviews were requested with:
   - The Representative and SPO
   - As many programme staff as were available, including the Planning, Communications and Monitoring and Evaluation Officers, Gender Focal Point.

6. Within countries where there is an RO, interviews were also requested with:
   - The Regional Director
   - Programme staff from each focus area
   - The Regional Gender Focal Point

7. Separate focus Group Discussions were also held with government and NGO partners.

8. Individual meetings were requested with donors, a representative from the national women’s ministry (or equivalent), and the UN Resident Coordinator.

9. A meeting was also requested with individual UN partners (e.g., UNFPA, UNDP).

10. A visual tool was used frequently in interviews to assess views on the implementation of gender in the UNICEF programme. The tool was similar to the “H” tool with participants asked to rank the progress made towards effective implementation of the gender approach and an analysis of the forces that help and those that hinder progress being made.

11. Gender awareness was assessed in one focus group meeting by asking participants to identify problems facing people and then separate the problems according to whether they affected males and females equally or differently.

The Evaluation Team also requested copies of the following documents to review:
   - The Country Programme Document
   - The Common Country Assessment (and any existing SITANS)
   - The Country Programme Management Plan
   - The Annual Report for the past two years
   - Any specialized reports on gender equality issues produced by CO in the past three years, including evaluation reports.
   - For all projects in the two programme areas identified:
     a. The annual workplan for the past year
     b. The monitoring and evaluation plans for these projects.
   - Research reports, evaluations or studies completed in the past three years

To help ensure a participatory approach during the evaluation mission the Evaluation Team also held an introductory meeting with all Programme Staff in which they:
   - Discussed the purpose of the evaluation, the methodology being used
   - Gained a common understanding of the key terminology being used (e.g., the difference between gender equality in programming and staff gender parity issues)
   - Obtained staff input on what they thought were the priority gender issues in the country and to discuss gender equality programming approaches.
Notes on Evaluation Process in Mali CO:

Overall process:

- Tues - Thurs: Kisanet Tezare/John Rowley both attended all interviews including Thursday morning with UNICEF program staff and focus group discussions with government partners.
- Thurs afternoon: The team split up in the afternoon in order for Kisanet to prepare the analytical framework and take stock of data gathered. Adapted the Moldova Case Study Matrix to the Malian context (translated the matrix and added a third column to note source of information), which allowed for identification of information gap (e.g., staff familiarity of GE policy, emergency or crisis programming). John carried on with focus group discussions with government and agency partners as well as visiting a local NGO in the evening.
- Fri-Sat: Both team members attended interviews with government and beneficiary focus groups as well as program staff. A focus group discussion was also held with a group of various local NGO women leaders.
- Mon - Tues: Field work - Given the comprehensive agenda and also in order to accommodate the MPFEF’s request for a wrap-up presentation, it was necessary to split up for the field work, with John remaining in Bamako to meet other donors and international partners playing a key role in gender equality in Mali.
- Wed. - Thurs: More interviews with UN partners and donors. There were follow-up interviews held in order to obtain more information.
- Thurs afternoon: Wrap-up presentation to government partners.
- Fri: Debriefing with the Representative and wrap-up workshop with staff.

Assessment of programming:

Programme staff were also interviewed on the preparation process of key programme documents (CCA, Sitan, UNDAF, CLSP, CPD, CPAP). Both team members then assessed and scored a set of major programme documents, using the Document Review Proforma included in Annex 10.
## ANNEX 5: INSTITUTIONAL ASSESSMENT TOOL (with ratings for Mali Country Office)

<table>
<thead>
<tr>
<th>Institutional Process</th>
<th>Rating</th>
<th>Data Sources</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>(A) Commitment</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>A1 Board Support</td>
<td>Low (1)</td>
<td>• Interviews with Board members</td>
</tr>
<tr>
<td>(HQ level)</td>
<td>Fair (2)</td>
<td>• Interviews with senior managers</td>
</tr>
<tr>
<td>Not rated</td>
<td>Good (3)</td>
<td>• Board meeting minutes</td>
</tr>
<tr>
<td></td>
<td>High (4)</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td><strong>Data Sources</strong></td>
</tr>
<tr>
<td>A2 Strategic Plans &amp; MTSP</td>
<td>Not rated</td>
<td>• MTSP</td>
</tr>
<tr>
<td>(HQ level)</td>
<td></td>
<td>• Strategies of Practice areas</td>
</tr>
<tr>
<td>A3 Senior Managers</td>
<td>Low (1)</td>
<td></td>
</tr>
<tr>
<td>(2) Fair</td>
<td>Fair (2)</td>
<td>• Interviews with Sr. managers</td>
</tr>
<tr>
<td></td>
<td>Good (3)</td>
<td>• Sr. Manager surveys</td>
</tr>
<tr>
<td></td>
<td>High (4)</td>
<td></td>
</tr>
<tr>
<td>A4 Senior Managers</td>
<td>Low (1)</td>
<td></td>
</tr>
<tr>
<td>(2) Fair</td>
<td>Fair (2)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Good (3)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>High (4)</td>
<td></td>
</tr>
<tr>
<td>A5 Representatives</td>
<td>Represen-tatives unaware of gender policy, demonstrate limited understanding of link between poverty reduction and increased gender equality and/or do not actively work to integrate GE in country programme.</td>
<td>Represen-tatives provide ad hoc support for gender-specific programming, but do not ensure that GE integrated in all programmes.</td>
</tr>
<tr>
<td>-------------------</td>
<td>-------------------------------------------------------------------------------------------------</td>
<td>-------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>A6 Level of authority of staff with significant responsibility for GE</td>
<td>No one in office who has significant responsibility for GE</td>
<td>Mainly at P2 - P3/NO 1-2 levels</td>
</tr>
<tr>
<td>A7 TORS</td>
<td>M &amp; E TORS do not include gender equality responsibilities and concerns.</td>
<td>Only projects with a specific gender equality focus have M &amp; E TORS that include a review of gender equality responsibilities and concerns.</td>
</tr>
<tr>
<td>A8 Guidance</td>
<td>Guidance notes for other critical policy areas do not integrate gender equality concerns as crossing cutting issues</td>
<td>Only guidance notes for social areas integrate gender equality concerns as crossing cutting issues.</td>
</tr>
<tr>
<td>A9 International &amp; Regional Senior Managers Meetings</td>
<td>International management and regional management meetings do not include GE issues in their agenda.</td>
<td>International management and regional management meetings include gender equality issues in their agenda only on a sporadic basis.</td>
</tr>
<tr>
<td>A10 Link between GE inputs in CCA/SITAN, UNDAF and UNICEF CO programming</td>
<td>No links made between GE inputs in CCA and UNDAF and CO programmes.</td>
<td>Few links made between GE inputs in CCA and UNDAF and CO programmes.</td>
</tr>
</tbody>
</table>
### Evaluation of Gender Policy Implementation in UNICEF

**Mali Country Case Study (September 2007)**

#### (B) Accountability Indicators

<table>
<thead>
<tr>
<th>A11 UNICEF</th>
<th>UNICEF not perceived to take leadership role on GE issues in either the UNCT and/or the UNGTG.</th>
<th>UNICEF perceived to take limited leadership role on GE issues in either the UNCT and/or the UNGTG.</th>
<th>UNICEF perceived as having leadership role related to GE within UNGTG and/or the UNCT</th>
<th>UNICEF perceived as having strong leadership role related to GE within UNGTG and/or the UNCT</th>
<th>Interviews with UNCT and UNGTG</th>
</tr>
</thead>
</table>

#### (2) Fair

<table>
<thead>
<tr>
<th>B1 Lines of Accountability (All levels)</th>
<th>There are no lines of accountability for gender equality inputs at all levels.</th>
<th>There are some lines of accountability for gender equality inputs but they are not clear and are not enforced.</th>
<th>The lines of accountability for gender integration equality inputs at all levels exist, but are only enforced on an ad hoc basis.</th>
<th>The lines of accountability for gender equality inputs are clear at all levels and are enforced systematically.</th>
<th>Interviews with managers and programme staff, Surveys</th>
</tr>
</thead>
<tbody>
<tr>
<td>(2) Fair</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>B2 Key Assignments</th>
<th>Senior managers do not have gender equality as one of their key assignments. Senior managers do not hold staff accountable for including GE as one of their key assignments.</th>
<th>Some senior managers have gender equality as one of their key assignments. Some senior managers hold staff accountable for including GE in their key assignments.</th>
<th>Senior managers have gender equality as one of their key assignments. Senior managers hold staff accountable for including GE in their key assignments.</th>
<th>Senior managers have gender equality as more than one of their key assignments. Senior managers hold staff accountable for including GE more than one of their key assignments.</th>
<th>Interviews with UNCT and UNGTG</th>
</tr>
</thead>
<tbody>
<tr>
<td>(1) Poor</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>B3 Job Descriptions</th>
<th>Job descriptions do not include any relevant tasks related to gender equality.</th>
<th>Only jobs that have a strong focus on gender equality includes relevant tasks related to GE equality.</th>
<th>Some general job descriptions include relevant tasks related to gender equality.</th>
<th>Most job descriptions include relevant tasks related to gender equality as a cross-cutting issue.</th>
<th>Interviews with staff, Job descriptions</th>
</tr>
</thead>
<tbody>
<tr>
<td>(1) Poor</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>B4 TORS</th>
<th>Gender Focal Points and other institutional processes and units responsible for gender equality do not have TORS.</th>
<th>Gender Focal Points and other institutional processes and units responsible for gender equality have TORS, but they are very broad in scope.</th>
<th>There are clear TORS for some institutional processes and units responsible for gender equality.</th>
<th>There are clear TORS for all Gender Focal Points and other institutional processes and units responsible for gender equality.</th>
<th>Interviews, Job descriptions (GFPs, senior managers, programme staff)</th>
</tr>
</thead>
<tbody>
<tr>
<td>(1) Poor</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>B5 Monitoring and Evaluation</th>
<th>No M &amp; E reports include assessment of project and programme effect on gender equality. Some M &amp; E reports include assessment of project and programme effect on gender equality, but mainly for gender-specific programming areas.</th>
<th>Some M &amp; E reports include assessment of project and programme effect on gender equality, but mainly for gender-specific programming areas.</th>
<th>Most M &amp; E reports include assessment of project and programme effect on gender equality, but mainly report on changes in participation levels.</th>
<th>All M &amp; E reports include assessment of project and programme effect on gender equality within the programme context.</th>
<th>M &amp; E Reports, IMEP</th>
</tr>
</thead>
<tbody>
<tr>
<td>(2) Fair</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>B6 Programme Approvals (HQ &amp; CO level)</th>
<th>Programme documents do not require Programme documents technically require Programme documents only approved by management if they</th>
<th>Programme documents only approved by management if they</th>
<th>Programme documents only approved by management if they</th>
<th>Programme documents only approved by management if they</th>
<th>Document review, management</th>
</tr>
</thead>
</table>

- 40 -
### (2) Fair

- Management sign-off on the gender equality inputs before they are approved.
- Management sign-off on the gender equality inputs before they are approved, but this process is only enforced on an ad hoc basis.
- Management if they include relevant gender equality inputs and are designed to contribute to increased gender equality.
- Include relevant GE inputs, are designed to contribute to increased gender equality, and are supported by access to technical expertise in gender.
- Interviews

### B7 Partner Accountability

- UNICEF does not hold its partners accountable for promoting increased gender equality in programmes/projects it funds.
- UNICEF only holds partners accountable for promoting increased GE for programmes where women or girls are primary beneficiaries.
- UNICEF holds some partners accountable for promoting increased gender equality in the general programmes.
- UNICEF holds all partners accountable for promoting increased GE in the programmes UNICEF funds.
- Interviews with partners

### (C) Capacity

#### Staff Capacity in Gender Equality

<table>
<thead>
<tr>
<th>C1 Staff Knowledge of Gender Concepts, Processes and Policy (All 3 levels)</th>
</tr>
</thead>
<tbody>
<tr>
<td>(2) Fair</td>
</tr>
<tr>
<td>Staff have little or no knowledge of basic gender equality concepts, gender mainstreaming processes, and UNICEF’s gender policy.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>C2a. Gender Analysis in programme planning (CO level)</th>
</tr>
</thead>
<tbody>
<tr>
<td>(3) Good</td>
</tr>
<tr>
<td>Gender analysis is not included in planning.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>C2b. Gender Analysis in Research and Evaluation reports (CO Level)</th>
</tr>
</thead>
<tbody>
<tr>
<td>(2) Fair</td>
</tr>
<tr>
<td>Gender analysis is not included in research and evaluation reports.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>C3 Programme Preparation Documentation in Development</th>
</tr>
</thead>
<tbody>
<tr>
<td>(3) Good</td>
</tr>
<tr>
<td>Programme planning documents do not include GE inputs or objectives and planning decisions are not based on prior gender.</td>
</tr>
<tr>
<td>C4 Logical Framework Analysis (LFA)</td>
</tr>
<tr>
<td>C5 Emergency and Unstable or Crisis Contexts (RO &amp; CO level)</td>
</tr>
<tr>
<td>C6 Programme Monitoring and Evaluation (RO &amp; CO level)</td>
</tr>
<tr>
<td>C7 Reporting</td>
</tr>
<tr>
<td>(2) Fair</td>
</tr>
<tr>
<td>C8 UNICEF Gender Resources (CO level)</td>
</tr>
<tr>
<td>C9 Staff Capacity to Negotiate with partners</td>
</tr>
<tr>
<td>C10 Partnerships (HQ &amp; CO level)</td>
</tr>
<tr>
<td>C11 Knowledge Management (All 3 levels)</td>
</tr>
</tbody>
</table>
### C12 Staff Capacity in Gender Analysis (CO level)

| (2) Fair | Staff do not have the skills or training to conduct a basic gender analysis in a programme context. | Some staff have the skills or training to conduct a basic gender analysis in a programme context. | Over 40% of staff have skills to do basic gender analysis related to programme themselves, but need additional assistance to conduct more complex analysis and analyze the sex-disaggregated data collected. | Staff are able to analyze sex-disaggregated data sufficiently to use it to provide relevant programme planning, implementation, monitoring and evaluation inputs related to gender equality. Staff are able to identify when they need to do gender analysis, when they have the skills and knowledge to do this themselves and when they need to call upon more advanced expertise. |

### (D) Funding Indicators

| D1 Implementation (CO level) | Limited funding allocated to support the achievement of gender equality results within a programme and the funds are routinely not spent or are reallocated to other practice areas and priorities. | Adequate funding is allocated to support the achievement of gender equality results within a programme, but and the funds are quite vulnerable to being reallocated to other focus areas and priorities. | An adequate level of funds are allocated to support the achievement of gender equality results are spent at least 50% of the time. | Gender equality programme inputs are well-funded and the funds allocated are disbursed on a level in keeping with other programme area disbursements. |

**Interviews, focus group discussion, document review, surveys**

| D2 Tracking (2) Fair | It is not possible to track the amount of funds spent to achieve specific gender-equality results. | It is only possible to track funds expended on gender-specific programming. | It is possible to estimate the percentage of funds spent to support the achievement of gender equality results in UNICEF's general programming. | Possible to track funds spent to support achievement of gender equality results through UNICEF’s regular financial reporting systems. |

**Programme documents and budgets, Staff interviews**

| D3 Source of funding | There is little or no funding to support the achievement of GE results from core funding. | Funds for GE come primarily from earmarked funding and are ad hoc in nature. | Funds for gender equality come from a balanced mix of core budgets and external, earmarked sources. * | Funds for GE come primarily from core budgets to support systematic GE inputs and resources.* |

**Programme documents, Staff interviews, Partner interviews**

| D4 Amount of funding | Insufficient funds are allocated to support effective | Funds to support gender equality programming is | Adequate funding is provided to support both | Sufficient funds are allocated to support fully integrated gender |

**Programme document**
### Evaluation of Gender Policy Implementation in UNICEF
**Mali Country Case Study (September 2007)**

<table>
<thead>
<tr>
<th>Criteria</th>
<th>Description</th>
<th>Evaluation</th>
<th>Resources to support the achievement of gender equality results</th>
<th>Sustainability of funding</th>
</tr>
</thead>
<tbody>
<tr>
<td>(2) Fair</td>
<td>Fair</td>
<td>primarily for gender specific programming. Proportion of funds for GE is in keeping with other institutional priorities.</td>
<td>Resources to support the achievement of gender equality results are included mainly in programmes in which there are large numbers of female beneficiaries perceived to have a significant GE impact.</td>
<td>Funds to support social/attitudinal change or advocacy programming related to GE allocated in appropriate amounts, with realistic time frames and seldom reallocated to other budget lines.</td>
</tr>
<tr>
<td>D5 Planning of funding</td>
<td>Resources to support the achievement of gender equality results are not systematically included in every programme/project.</td>
<td>Resources to support the achievement of GE results are included mainly in programmes in which there are large numbers of female beneficiaries.</td>
<td>Funds to support social/attitudinal change or advocacy programming related to GE is occasionally reallocated to other budget lines due to slow implementation rates.</td>
<td>Document review, interviews, focus group discussions, surveys</td>
</tr>
<tr>
<td>(2) Fair</td>
<td>Fair</td>
<td>gender equality programming.</td>
<td>Resources to support the achievement of gender equality results are included for specific groups of male and female beneficiaries who are particularly vulnerable in at least 60% of programmes.</td>
<td></td>
</tr>
<tr>
<td>D6 Sustainability of funding</td>
<td>Funds to support social/attitudinal change or advocacy programming related to GE often reallocated to other budget lines due to slow implementation rates.</td>
<td>Some risk of funds social/attitudinal change or advocacy programming related to GE being reallocated to other budget lines due to slow implementation rates.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Not rated</td>
<td>Fair</td>
<td>gender specific programming and the achievement of gender equality results within general programmes.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

* Assessment for this criteria needs to take funding priorities of donors into account as some COs will allocate majority of core resources to programme areas that donors will not fund.*
### ANNEX 6: Mali Country Programme Institutional Analysis

#### Analyse des forces et faiblesses institutionnels (Cadre d’analyse institutionnelle - CAI)

<table>
<thead>
<tr>
<th>A. Indicateurs d’Engagement</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>CAI Indicateur A3</strong></td>
<td></td>
</tr>
<tr>
<td>Cadres Supérieurs confient de responsabilité et de mesures incitatifs pour défendre l’équité de genre ?</td>
<td></td>
</tr>
<tr>
<td>Notation: (2) Passable</td>
<td></td>
</tr>
</tbody>
</table>
| | • La responsabilité de promouvoir les aspects genre dans tous les programmes a été confiée depuis la fin de 2005 à un focal point genre.  
• En juin 2007, un Task Force sur l’équité de Genre a été établie afin d’assurer une meilleure cohérence entre les quatre programmes de la coopération Mali-UNICEF.  
• Aucune mesure incitative liée à la promotion de genre n’a été fait mention par les membres du staff de programme.  
• Pourtant, l’engagement du personnel de management est évident en vue de l’appui fourni à l’institutionnalisation de l’approche genre.  |
| Entretien avec 4 personnels de programme |  |
| **CAI Indicateur A4** |  |
| Cadres supérieurs ont suivi de formation en matière d’équité de genre ou d’analyse de genre |  |
| Notation: (2) Passable |  |
| | • Un seul parmi les cadres supérieurs a suivi de formation spécifique au genre dans les 5 années passées.  
• Pourtant, le thème de genre a été présenté comme une composante dans les ateliers ou les formations programmatisques (PPP) suivies par les membres de programme.  
• Le niveau de compréhension des concepts de genre est mixte.  
• Selon tout le staff de programme, plus d’accent est requis sur l’application d’approche genre dans la planification, mise en œuvre et suivi/évaluation des programmes/projets. À présent, le staff ne prêvoit pas avoir les compétences requises pour intégrer l’approche genre d’une manière efficace.  
• Une remarque importante a été faite concernant l’absence des aspects genre dans la formation requise pour les directeurs (formation de leadership supérieur).  |
| - Entretien avec le Représentant, le représentant adjoint. |  |
| **CAI Indicateur A5** |  |
| Représentative - leadership active et visible? |  |
| Notation: (4) Supérieur |  |
| | • Le Représentant montre un engagement à institutionnaliser le programme d’approche genre dans le programme du pays ayant: a) proposé le bureau du pays pour participer dans l’évaluation globale de genre et b) explicitement énoncé le besoin du bureau d’apprendre comment intégrer systématiquement l’égalité de genre aux programmes  
• Le Représentant était accueillant et disponible lors de l’évaluation montrant un esprit ouvert et rassurant. Il participait dans toutes les réunions de présentation et de restitution.  |
| - Entretien avec le Représentant |  |
| **CAI Indicateur A6** |  |
| Niveau d’autorité du staff ayant de responsabilité importante en |  |
| | • L’administratrice adjointe en protection des enfants est depuis fin 2005 le point focal de genre, qui est une JPO (P2 - niveau sans statut suffisamment important). Avant son arrivée, cette tâche était sous la responsabilité du Chef Responsable de Programme (P4), qui n’avait eu jamais le temps de mettre en place des initiatives  |
|  |  |
**Evaluation of Gender Policy Implementation in UNICEF**  
**Mali Country Case Study (September 2007)**

<table>
<thead>
<tr>
<th>Notation</th>
<th>Indicateur</th>
<th>Details</th>
</tr>
</thead>
<tbody>
<tr>
<td>(3) Bien</td>
<td>CAI A7</td>
<td>Les TdRs examinés par la mission ne montrent pas une approche genre poussée. Les données désagrégées ne sont pas exigées et les cibles sont souvent décrites en utilisant les substantifs neutres (ex : enfants, jeunes, bénéficiaires, ...). Les rapports d'évaluation étudiés reflètent cette approche et donnent les chiffres désagrégés presque uniquement quand les activités l'exigent. (Ex : l'évaluation d'une formation des enseignants en genre ne donne pas les résultats selon le sexe des enseignants, malgré l'intérêt qu'une telle analyse pourrait faire pour les organisateurs de la formation).</td>
</tr>
<tr>
<td>(1) Faible</td>
<td>CAI A8</td>
<td>A la page 8 du MPPP on fait référence à la réduction des disparités et le ciblage des groupes les plus vulnérables et les victimes de discrimination. Les agents du CO semblent comprendre que cette section fait allusion aux questions genre. Le MTSP est mentionné par plusieurs membres du bureau comme source importante pour les directives en genre. (voir para 54-67 - genre, voir para 98-112 - droits humains). Les sites internet de FNUAP et UNIFEM étaient mentionnés une fois comme source d'idées. La section VIH/SIDA dépend d'un manuel élaboré par l'ONUSIDA qui semble être bien fait et exhaustif et est bien apprécié pour son traitement des questions genre.</td>
</tr>
<tr>
<td>(3) Bien</td>
<td>CAI A9</td>
<td>Le thème de genre est soulevé en tant qu'un sujet important dans les réunions régionales et internationales mais il paraît que des solutions et les idées pratiques ne sont pas souvent proposées.</td>
</tr>
</tbody>
</table>
## Evaluation of Gender Policy Implementation in UNICEF
### Mali Country Case Study (September 2007)

### Touchent la problématique d’égalité de genre?

| CAI, Indicateur A10 | Le dernier CCA pour le Mali a été effectué en 2001, parallèlement avec le SITAN qui était appuyé par Mali-UNICEF. Ce SITAN s’est basé de l’approche droits et de l’analyse cycle de vie, désagrégés dans les cinq catégories du programme. |
| | L’idée de remplacer le CCA avec le CSLP (PRSP) a été rejeté suite à une analyse qui a trouvé que le PRSP ne regardait pas suffisamment les OMDs. Malgré le fait que les OMDs qui manquaient au PRSP concernaient la situation des femmes (OMDs 2, 3 et 5) la question genre n’est pas invoquée dans la décision de rédiger un CCA indépendamment du PRSP. |
| Notation : (2) Passable | NB. Parmi les documents de programme il faut noter que le nouveau programme éducation comprendrait une approche genre plus poussée et le titre du programme a été modifié (éducation de base et équité) pour prendre en compte l’importance de cette approche. |

### CAI Indicateur A11
- Le rôle de leadership de l’UNICEF n’est pas bien perçu par certaines organisations comme le PAM qui considère que même dans les activités spécifiques en genre, l’impact d’UNICEF en genre n’est pas visible. Selon le responsable de PAM qui a été consulté la politique en genre de l’UNICEF n’est pas bien connue ou comprise dans la famille des Nations Unies.  
- Tous les membres de la famille NU ont leur politique genre et il leur serait difficile à attribuer un rôle de leader à un autre membre de la famille sans donner l’impression que leur propre approche genre faisait défaut.  
- Voir après B7 le rôle d’UNICEF dans les relations en dehors du SNU.  

### B. Indicateurs de Responsabilité

| CAI Indicateur B1 | La responsabilité d’intégrer l’approche genre prend lieu aux niveaux divers. Pour cette évaluation, le ‘mécanisme de responsabilité’ est considéré en tant que :  
- *Leadership dans les procédures de programme des NU*: Aucun des organisations des NU consultées ne pouvait confirmer que l’UNICEF prend un rôle de leadership important pour assurer que les autres agences des NU tiennent compte des objectifs et indicateurs sexospécifiques.  
- *Lors du processus de programme de l’UNICEF*: Il paraît que cela est fait dans une certaine mesure, vu que des |

Notation : (2) Passable
documents de programme sont approuvés même si ils sont faibles en genre.
- **Au niveau du bureau du pays** : Il n’y a pas des mesures claires établissant pour le staff du programme les buts et les indicateurs spécifiques, sauf pour le point focal genre, et cela est également dans une certaine mesure.
- **Suivi et évaluation** : Il y a un effort visible pour capter les résultats de genre surtout dans les programmes sexospécifiques.

### CAI Indicateur B2
**Les tâches clés des cadres supérieurs tiennent compte de l’égalité de genre ?**

Notation : (1) Faible

- **Sauf pour le Représentant Adjoint qui est aussi le chef responsable du Gender Task Force, aucun des responsables de programme consultés ne se rappelaient avoir vu des objectifs sexospécifiques liés à leurs tâches.**
- **Il paraît que la responsabilité de promouvoir l’égalité de genre n’est pas claire pour la plupart du staff de programme, à moins que les questions genre soient intrinsèques du projet/activité prévu(e) - ex. réduire l’écart de scolarisation entre les filles et les garçons. Toutefois, il n’est pas évident que de responsabilité est exigée pour faire suivi des cibles attendues.**

### CAI Indicateur B3
**Les descriptions de travail ou les plans annuels individuels incluent des activités liées au genre ?**

Notation : (1) Faible

- **Les profils de l’emploi suivent le format générique établit par le Siège et donc n’abordent pas le thème genre.**
- **Les plans annuels de travail ne touchent non plus des objectifs genre, sauf dans le cas où les questions genre sont inhérentes au programme/projet (ex. projet de santé ou éducation). Même dans tels cas, les objectifs n’établissaient pas tout à fait un lien solide au genre.**
- **La mission d’évaluation a reçu l’impression que les questions genre soient acceptées comme élément très important du travail malgré les difficultés dans la compréhension et la mise en œuvre.**

### CAI Indicateur B4
**TDR du point focal genre?**

Notation: (1) Faible

- **Comme les descriptions de postes sont génériques, ils ne précisent pas les tâches liées au genre du point focal genre. Pourtant, le PER de la PFG où les objectifs et tâches importantes sont indiqués inclut les activités genre - objectif 3 sur 4.**
- **Le TDR élaboré pour le Gender Task Force touche également les questions de parité au niveau administratif. Cette dimension du TDR étend l’envergure du comité au-delà des questions programmatiques. De plus, le fait que ce comité se cherche de traiter la question de genre sur deux plans (administratif et programmatique) pourrait mener le risque de confusion parmi le staff en termes de compréhension et mise en œuvre, et donc pourrait compromettre les acquis obtenus sur l’un des plans.**

### CAI Indicateur B5
**Suivi et Évaluation est**-

- **L’effet sur le genre est pris en compte dans les programmes/projets sexospécifiques comme l’éducation et...**
<table>
<thead>
<tr>
<th>CAI Indicateur B6</th>
<th>Approbation des programmes - intrants de genre exigés par le management ?</th>
<th>La coopération Mali-UNICEF vient juste d’avoir le CPD 2008-2012 approuvé par le Conseil économique et social. Avant l’approbation et suite à la demande du bureau régional, une révision de ce document a été nécessaire afin d’intégrer des mesures traitant les questions sexospécifiques liées à l’excision. Une fois que cette révision a été faite, le CPD a été accepté.</th>
<th>Revue documentaire et Entretien avec le Représentant, le Responsable de Planning</th>
</tr>
</thead>
<tbody>
<tr>
<td>CAI Indicateur B7</td>
<td>Responsabilité du partenaire - les partenaires de l’UNICEF sont-ils tenu responsable en genre ?</td>
<td>Un des partenaires a fait mention qu’ils sont exigés de cueillir des données désagrégés par sexe et par âge dans leur compte-rendu soumis à UNICEF, mais cela n’a pas été confirmé. Pour la plupart des partenaires les demandes de l’UNICEF dans le compte-rendu ne comprennent pas les analyses genre. Parmi les partenaires ONGs donnent les réponses très variables ; certaines tiennent que UNICEF soit exigeant en ce qui concerne genre et les autres maintient ne pas avoir remarqué les demandes dans le domaine genre. Les documents stratégiques des ONGs partenaires à UNICEF montrent les approches très variées aux questions genre. Quelques-uns ne font aucune mention des questions genre ni aux situations différentes des hommes et des femmes ; quelques-uns montrent une approche « promotion des femmes » (ex : groupe pivot Droits et Citoyenneté des Femmes)... Il n’est pas possible à la mission d’évaluation d’identifier une influence genre d’UNICEF dans ces relations de partenariat.</td>
<td>Entretien avec le MPFEF ainsi que des réponses aux questions d’entretien</td>
</tr>
</tbody>
</table>
| Analyse du partenariat | Comment est-ce que les partenaires de l’UNICEF le perçoivent en vue de : | **Perceptions de l’UNICEF**  
- Les partenaires gouvernementaux accordent une grande valeur à l’appui technique et financier fourni par UNICEF dans les domaines suivants :  
  - En tant que leader en plaidoyer et programmation  
  - École amie des enfants, amie des filles ; les gouvernements d’enfants  
  - Traduction des textes juridiques qui à contribué aux | Entretien avec MPFEF, MEN, MS |
| CAI Indicateur B7 Responsabilité du partenaire - les partenaires de l’UNICEF sont-ils tenu responsable en genre ? | | | |
| CAI Indicateur B6 Approbation des programmes - intrants de genre exigés par le management ? | | | |
| CAI Indicateur B7 Responsabilité du partenaire - les partenaires de l’UNICEF sont-ils tenu responsable en genre ? | | | |

- Evaluation of Gender Policy Implementation in UNICEF  
  Mali Country Case Study (September 2007)  

- ce l’effet du projet et du programme sur l’égalité de genre évalué dans les rapports ?  
  - la santé (ex : projet scolarisation des filles.)  
  - Les rapports suivent les demandes des TdR et ne montrent pas les impactes sure l’égalité genre.  
  - Voir A7.  
  - L’égalité genre n’est pas considérée comme objectif séparément des objectifs spécifiques des programmes.

Notation:  
(2) Passable

- CAI Indicateur B6 Approbation des programmes - intrants de genre exigés par le management ?  
  - La coopération Mali-UNICEF vient juste d’avoir le CPD 2008-2012 approuvé par le Conseil économique et social. Avant l’approbation et suite à la demande du bureau régional, une révision de ce document a été nécessaire afin d’intégrer des mesures traitant les questions sexospécifiques liées à l’excision. Une fois que cette révision a été faite, le CPD a été accepté.

Notation:  
(2) Passable

- CAI Indicateur B7 Responsabilité du partenaire - les partenaires de l’UNICEF sont-ils tenu responsable en genre ?  
  - Un des partenaires a fait mention qu’ils sont exigés de cueillir des données désagrégés par sexe et par âge dans leur compte-rendu soumis à UNICEF, mais cela n’a pas été confirmé. Pour la plupart des partenaires les demandes de l’UNICEF dans le compte-rendu ne comprennent pas les analyses genre.

Notation:  
(2) Passable

- Analyse du partenariat  
  - Comment est-ce que les partenaires de l’UNICEF le perçoivent en vue de :  
    - Leadership  
    - Forces  

**Perceptions de l’UNICEF**  
- Les partenaires gouvernementaux accordent une grande valeur à l’appui technique et financier fourni par UNICEF dans les domaines suivants :  
  - En tant que leader en plaidoyer et programmation  
  - École amie des enfants, amie des filles ; les gouvernements d’enfants  
  - Traduction des textes juridiques qui à contribué aux
### Résultats importants

- Acquis importants (ex. les femmes sont plus libres à faire des choix liés à leur santé reproductive, ou les jeunes filles qui ont subi aux grossesses précoces sont réintégrées au système scolaire, etc...)
- Manque de compréhension commune du terme ‘genre’ par tous les partenaires.
- Difficulté de langue des textes légaux qui ont besoin d’être aussi traduit dans tous les langues locales.
- D’être impliqué dès les étapes de planification pour que leur contribution soit plus utile ; que l’UNICEF élargisse ses programmes pour aborder des autres questions clés comme la représentativité des femmes dans le domaine publique ; appui renforcé dans la collecte des données désagrégées, réplication du radio programme des jeunes pour diffuser l’information sur les droits des femmes.
- D’autres bonnes pratiques : l’appui technique fourni par Canada dans le cadre de PROJES (spécialiste en genre).

### Contrainstances institutionnelles

- Manque de compréhension commune du terme ‘genre’ par tous les partenaires.

### Possibilités de collaboration

- Difficulté de langue des textes légaux qui ont besoin d’être aussi traduit dans tous les langues locales.
- D’être impliqué dès les étapes de planification pour que leur contribution soit plus utile ; que l’UNICEF élargisse ses programmes pour aborder des autres questions clés comme la représentativité des femmes dans le domaine publique ; appui renforcé dans la collecte des données désagrégées, réplication du radio programme des jeunes pour diffuser l’information sur les droits des femmes.

### Indicateurs de Capacité [C]

- **CAI Indicateur C1**  
  Connaissance du staff en matière de la notion de genre ?
  Notation : (2) Passable
  - Connaissance de base en genre est évidente, mais il existe une faiblesse de compréhension partagée.
  - Les notions d’analyse de genre semblent bien comprises mais ne peuvent pas être mise en œuvre à cause de la complexité contextuelle.
  - La mission d’évaluation remarque l’importance attribuée aux questions genre d’une manière générale malgré les difficultés mentionnées.

- **CAI, Indicateur C2a**  
  Les analyses genres dans la planification programmatique.
  Notation : (3) Bien
  - Les analyses sont faites systématiquement dans les programmes d’éducation et regardent les élèves mes non pour les parents et les professeurs. La planification des autres programmes n’est pas si systématique et dépend souvent des noms neutres et serait notée 2 (passable).

- **CAI, Indicateur C2b**  
  Les analyses genres dans les rapports de la recherche et des évaluations.
  Notation : (2) Passable
  - Observations très variables. Les rapports qui concernent les questions sexospécifiques traitent les questions genres d’une manière adéquate. Les rapports sur la recherche et les évaluations sont les instruments très importants aux programmes et un niveau très élevé de conscience genre devrait être exigé. Ex : l’étude des attitudes aux questions « droits » devrait exiger les analyses sexospécifiques scrupuleuses mais les TdR ne précisent pas d’approche genre en ce qui concerne les objectifs de la recherche ni les rapports à rendre.

- **CAI, Indicateur C3**  
  Les documents des programmes comprennent les Voir C2b.
<table>
<thead>
<tr>
<th>Analyses, objectifs et indicateurs genre.</th>
<th>Encore une fois le fait d'examiner les questions sexospécifiques aident les auteurs à décrire les questions genre. Les cadres logiques qui touchent les activités plus généralisées semblent montrer une absence de conscience genre.</th>
</tr>
</thead>
<tbody>
<tr>
<td>CAI, Indicateur C4 Cadre Logique contient analyses genres pour les activités pratiques et les intérêts stratégiques aux niveaux résultats et effets.</td>
<td>Les rapports du bureau mentionnent une crise alimentaire chronique dans le pays et la décrivent comme « urgence silencieuse ». Il serait apte de contribuer aux analyses de la situation de malnutrition surtout dans les effets différents pour les filles et les garçons. Ceci pourrait assurer que les acteurs principaux (PAM, CSA, ..) prennent les mesures pour une distribution équitable entre les filles et garçons. On pourrait envisager éventuellement une collaboration UNICEF-PAM plus large et les activités en nutrition qui ne comprennent pas seulement les vitamines et minéraux mais aussi les apports calorifiques.</td>
</tr>
<tr>
<td>CAI Indicateur C5 La planification dans les contextes des urgences cherche à ne pas aggraver les différences entre les sexes.</td>
<td>Les résultats en équité genre appréciés selon un système de suivi-évaluation bien défini.</td>
</tr>
<tr>
<td>CAI Indicateur C6 Les résultats en équité genre appréciés selon un système de suivi-évaluation bien défini.</td>
<td>L’équité genre n’est pas un objectif des programmes indépendamment des objectifs précisés dans les documents de projet. Les résultats ne sont pas donc examinés de cet optique.</td>
</tr>
<tr>
<td>CAI Indicateur C7 Les rapports se réfèrent d’une manière systématique aux résultats en équité genre.</td>
<td>Les rapports étudiés par la mission contiennent les résultats selon les sexes dans les cas ou les activités visent les sexes différemment. Une grande partie des résultats dans les rapports ne sont pas désagrégés. L’équité genre semble ne pas être un objectif en elle-même. Si la parité entre hommes et femmes est exigée dans les comités et groupes de travail, les rapports font systématiquement mention de la composition de ces groupes.</td>
</tr>
</tbody>
</table>

Notation : (3) Bien

Notation : (2) Passable
| CAI, Indicateur C8 | Aucun agent d’UNICEF n’a mentionné un appui quelconque du siège à New York en ce qui concerne les questions genre. Le bureau régional est censé avoir mis en cause la programmation qui ne touchait pas aux questions de la MGF mais cette observation semble être d’une intervention ponctuelle. La mission n’a pas pu identifier les sources de soutien en genre compréhensives. Chaque agent a ses sources particulières de soutien. Certains admettent avoir eu recours à la recherche intranet de l’UNICEF ainsi que l’internet en général et en particulier les web sites de FNUAP et d’UNIFEM. Le PFG au bureau au Mali est beaucoup apprécié comme source de conseils techniques et sa présence a facilité l’impulsion des initiatives en genre. |
| CAI Indicateur C9 | Observations très variables. Quelques membres du bureau contribuent aux discussions des questions genre au cours des réunions des groupes de travail. Pour la plupart les échanges semblent être au tour des questions techniques du secteur concerné et ne regardent pas directement les questions d’équité genre. Par exemple ; les discussions de l’éducation des filles, santé des mères, VIH/SIDA et quelques éléments de la protection seraient inimaginables sans références sexospécifiques. |
| CAI Indicateur C10 | Le système de notation nous oblige de donner 3 du faite que plus de 60% des partenaires travail dans les activités qui regardent les questions genre. On a l’impression que les partenariats sont peu exploités en ce qui concerne l’échange d’idées genre et les occasions pour promouvoir un approche genre sont souvent manquées. |
| CAI, Indicateur C11 | Les échanges se font d’une manière informelle. Les PFG se réunissent régulièrement mais cet initiative est trop récente pour être évalué efficacement. Le Task Force genre semble offrir une occasion pour une meilleure assimilation des leçons acquises en genre mais nécessiterait un appui du management. Le PFG est souvent mentionné comme personne de ressource clé. |
| CAI, Indicateur C12 | Presque la totalité de l’effectif n’a pas profité de formation en genre. Les compétences en analyses genre semblent être variables. Les analyses techniques (c.-à-d. : le point de départ soient santé, éducation, etc.) sont plus forts (2) que les analyses quand le point de départ soit sociale (1). |
## D. Indicateurs des Financements [ D ]

<table>
<thead>
<tr>
<th>Indicateur</th>
<th>Description</th>
<th>Notation</th>
</tr>
</thead>
<tbody>
<tr>
<td>CAI, Indicateur D1</td>
<td>Est-ce que la mise en œuvre du programme équité genre est financée ?</td>
<td>Pas évalué.</td>
</tr>
<tr>
<td>CAI, Indicateur D2</td>
<td>Suivi des financements attribués aux résultats équité genre ?</td>
<td>Le système de notation ne permet pas une réponse approfondie. Les résultats GE ne sont pas traités indépendamment des résultats dans les domaines différents.</td>
</tr>
<tr>
<td>CAI, Indicateur D3</td>
<td>Origines des financements équité genre - budget central vs bailleurs de fonds.</td>
<td>Les deux sources sont utilisées. La majorité des financements semblent être du RR.</td>
</tr>
<tr>
<td>CAI, Indicateur D4</td>
<td>Montant de financement alloué à l'équité genre - est-ce que les financements sont adéquats ?</td>
<td>La réponse à la question semble être dans la question même ! tout budget est insuffisant pour ceux qui doivent s'en servir pour leur travail. Le système de financement ne permet pas une analyse d'une portion allouée séparément aux activités genre. Un seul projet porte le nom de genre et est muni d'un budget insignifiant par rapport au budget globale du bureau.</td>
</tr>
<tr>
<td>CAI, Indicateur D5</td>
<td>Ressources financiers pour le soutien des résultats en équité genre</td>
<td>Le financement aux programmes sexospécifiques (qui regardent les nombres importants des femmes et filles) comprend les éléments d'équité genre et nous oblige une notation 2 (passable). Le manque plus généralisé d'approche genre dans les budgets et la mise en œuvre nous disposerait à une notation plus faible.</td>
</tr>
</tbody>
</table>
Les changements sociaux demandent des soutiens à long terme. Pendant les réunions de l'évaluation on parlait souvent de s'attendre aux résultats au cours des générations et du fait que nos enfants verront une société avec des questions de genre différentes aux celles d'aujourd'hui.

<table>
<thead>
<tr>
<th>CAI Indicateur D6</th>
<th>Les changements sociaux demandent les soutiens à long terme. Pendant les réunions de l'évaluation on parlait souvent de s'attendre aux résultats au cours des générations et du fait que nos enfants verront une société avec des questions de genre différentes aux celles d'aujourd'hui.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Notation: Pas évalué</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>sont intégrés dans tout programmes.</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Notation: (2) Passable</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>CAI Indicateur D6</th>
<th>Les changements sociaux demandent des soutiens à long terme. Pendant les réunions de l'évaluation on parlait souvent de s'attendre aux résultats au cours des générations et du fait que nos enfants verront une société avec des questions de genre différentes aux celles d'aujourd'hui.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Notation: Pas évalué</td>
<td></td>
</tr>
</tbody>
</table>
ANNEX 7: SEMI-STRUCTURED INTERVIEW QUESTIONS (BASED ON INSTITUTIONAL ASSESSMENT ANALYSIS TOOL)

Pour les Cadres supérieur(e)s/ Senior management

Général
1. À votre avis, quelles sont les forces les plus importantes de la programmation de l’UNICEF en ce qui concerne la promotion de l’égalité de genre ? (identifier les bonnes pratiques)
2. D’après vous, quels sont les principaux résultats que le programme de coopération Mali-Unicef réalise en matière de l’égalité de genre ?
3. Quelles sont les principales contraintes institutionnelles de l’UNICEF liées à la promotion de l’égalité de genre ?

Engagement et Responsabilité
4. Quels sont les documents que vous utilisez pour guider le travail du bureau en matière d’égalité de genre ?
5. Trouvez-vous que la vision et le mandat de l’Unicef sont clairs par rapport à la promotion d’égalité de genre ?
6. Sinon, d’après vous, comment ceux-ci pourraient être clarifiés (directions pour l’avenir) ?
7. Est ce que vos PER contiennent des taches clés liées à la promotion d’égalité de genre ?
8. A part le point focal genre, est-ce que les PER du personnel que vous supervisez contiennent des taches clés liées à la promotion d’égalité de genre ?
9. Dans votre bureau, quel est le grade le plus élevé du personnel ayant une responsabilité significative pour promouvoir l’égalité de genre ?
10. Est-ce que les réunions régionales et internationales dans lesquelles vous participez incluent dans leur ordre du jour la problématique de l’égalité de genre ? Si oui, quelle est la fréquence, et quels sont les aspects soulevés ?
11. Qui est responsable d’assurer l’intégration de l’égalité de genre dans les différentes composantes du programme de coopération Mali-UNICEF ?

Capacité
12. Avez-vous déjà participé à une quelconque formation en matière d’égalité de genre dans les cinq années passées ?
13. Quels outils d’apprentissage trouvez-vous les plus efficaces ? (ex : ateliers, formations à travers l’Internet, CD-Rom, etc.)
14. De quel type d’appui avez-vous ou le personnel que vous supervisez besoin pour être capable d’améliorer les résultats d’égalité des genre à travers la programmation ?

Financement
15. Est-ce que vous savez quel est le montant du budget du programme de coopération Mali-UNICEF dépensé sur les intrants liés à l’égalité de genre ? (Est-ce que cela est possible de déterminer ?/utile de le faire ?)
16. Quelle est la source principale de financement des intrants liés à l’égalité de genre dans la programmation (RR, SC ? % de chacun ?)
17. À votre avis, est-ce que l’Unicef alloue suffisamment de fonds pour assurer que la programmation contribue d’une manière efficace à l’égalité de genre ?
18. Quels sont les partenaires principaux du programme de coopération Mali-Unicef ?

Point focal genre

Engagement/Capacité
1. À titre de point focal, genre quel est votre rôle ?
2. Quelle sorte d’appui recevez-vous à ce titre ?
3. Quel est votre niveau de poste? (NO2, P2, etc.)
4. À votre avis, quelles sont les forces les plus importantes de la programmation de l’UNICEF en ce qui concerne la promotion de l’égalité entre les sexes? (identifyez les bonnes pratiques)
5. Quels sont les principaux défis auxquels vous faites face en tant que point focal genre?

**Responsabilité, Capacité**
6. Quelles sont les principales contraintes institutionnelles liées à la promotion de l’égalité de genre?
7. Les documents de programme sont-ils approuvés par le management s’ils ne comprennent pas les intrants pertinents de genre?

**Capacité**
8. Avez-vous déjà participé à quelconque formation en matière d’égalité de genre dans les cinq années passées?
9. Quels outils d’apprentissage trouvez-vous les plus efficaces? (ex : ateliers, formations à travers l’Internet, CD-Rom, etc.)
10. À votre avis, quels sont les défis principaux à relever par rapport à la promotion de l’égalité de genre avec les partenaires de l’Unicef et vos collègues?
11. Quel type d’appui avez-vous besoin pour être en mesure de mener le plaidoyer auprès des partenaires de l’Unicef et de vos collègues?
12. Pouvez-vous accéder facilement aux leçons apprises ou à d’autres types d’initiatives en matière d’égalité de genre menées à l’Unicef?
13. Peut-on dire que le personnel du bureau de l’Unicef Mali possède l’aptitude d’effectuer une analyse de genre et l’appliquer efficacement dans la planification, la mise en œuvre et le suivi des programmes?

**Financement**
14. Est-ce que vous savez quel est le montant du budget du programme de coopération Mali-UNICEF dépensé sur les intrants liés à l’égalité de genre? (Est-ce que cela est possible de déterminer?/Utile de le faire?)
15. Quelle est la source principale de financement des intrants liés à l’égalité de genre dans la programmation (RR, SC? % de chacun?)
16. À votre avis, est-ce que l’Unicef prévoit des fonds suffisants pour s’assurer que son programme contribue efficacement à l’amélioration de l’égalité de genre?
17. Y-a-t-il une pratique systématique d’allouer des fonds pour appuyer les intrants d’égalité de genre dans chaque projet?

**Personnel du programme ou du projet**

**Général/Responsabilité**
1. D’après vous, quels sont les principaux résultats que l’Unicef réalise en matière de l’égalité de genre dans les domaines d’activité sous votre responsabilité?
2. À votre avis, quelles sont les forces les plus importantes de la programmation de l’UNICEF en ce qui concerne la promotion de l’égalité de genre? (identifier les bonnes pratiques)
3. Quelles sont les principales contraintes institutionnelles de l’UNICEF liées à la promotion de l’égalité de genre?
4. Y-a-t-il parmi vos obligations principales celle de la responsabilité de promouvoir l’égalité de genre?
5. Est-ce que la programmation d’urgence (analyse des besoins, prestation de programme) tient compte des vulnérabilités spécifiques des filles et garçons, des adolescentes et adolescents et aussi celles des hommes/femmes ?

**Capacité**

6. Avez-vous déjà participé à une quelconque formation en matière d’égalité de genre dans les cinq années passées ?
7. Comment est-ce l’égalité de genre est intégrée au niveau du programme de coopération Mali-UNICEF ?
8. Y-a-t-il des outils disponibles pour vous aider à incorporer des intrants d’égalité de genre dans le programme de l’Unicef ?
9. Trouvez-les vous utiles ?
10. Quels outils d’apprentissage trouvez-vous les plus efficaces ? (ex : ateliers, formations à travers l’Internet, CD-Rom, etc.)
11. Pouvez-vous accéder facilement à l’expertise en égalité de genre lorsque vous en avez besoin ?
12. Pouvez-vous accéder facilement aux leçons apprises ou à d’autres types d’initiatives en matière d’égalité de genre menées par l’Unicef ?
13. Vous sentez-vous capable d’entreprendre une analyse d’égalité de genre et de l’appliquer efficacement dans la planification, la mise en œuvre et le suivi des programmes ?
14. De quel type d’appui avez-vous besoin pour être en mesure d’intégrer efficacement l’égalité de genre dans la programmation?

**Administrateurs en charge de Planification, Suivi et Évaluation**

1. À votre avis, quelles sont les forces les plus importantes de la programmation de l’UNICEF en ce qui concerne la promotion de l’égalité de genre ? (identifier les bonnes pratiques)
2. Quelles sont les principales contraintes institutionnelles de l’UNICEF liées à la promotion de l’égalité de genre?

**Responsabilité**

3. D’après vous, quels sont les principaux résultats que l’Unicef réalise en matière de l’égalité de genre dans les domaines d’activité sous votre responsabilité ?
4. Comment ces résultats sont-ils mesurés ?
5. Y-a-t-il parmi vos obligations principales celle de la responsabilité de promouvoir l’égalité de genre ?
6. Quels sont les différents types de rapport que vous devez préparer sur le progrès du programme ? Est-ce que ceux-ci incluent des références systématiques aux résultats atteints dans le domaine de l’égalité de genre ou bien l’analyse des aspects clés de l’égalité de genre concernés ?
7. Y-a-t-il un système mis en place pour l’analyse de genre et la collecte des données sexo-spécifiques dans la planification, la mise en œuvre et le suivi et évaluation du programme ?
8. Est-ce que les TDR du Suivi et Évaluation incluent des responsabilités d’égalité de genres ?
9. Est-ce que les rapports de Suivi et Évaluation contiennent une analyse de l’impact des projets et programmes sur l’égalité de genre ?

**Capacité**

10. Avez-vous déjà participé à une quelconque formation en matière d’égalité de genre dans les cinq années passées ?
11. Quels outils d’apprentissage trouvez-vous les plus efficaces ? (ex : ateliers, formations à travers l’Internet, CD-Rom, etc.)
12. Comment est-ce l’égalité de genre est intégrée dans le programme de coopération Mali-UNICEF?
13. Y-a-t-il des outils disponibles pour vous aider à incorporer des intrants d’égalité de genre dans le programme de l’Unicef ?
14. Trouvez-les vous utiles ?
15. Pouvez-vous accéder facilement à l’expertise en égalité de genre lorsque vous en avez besoin ?
16. Pouvez-vous accéder facilement aux leçons apprises ou à d’autres types d’initiatives en matière d’égalité de genre menées par l’Unicef ?
17. Vous sentez-vous capable d’entreprendre une analyse d’égalité de genre et de l’appliquer efficacement dans la planification, la mise en œuvre et le suivi des programmes ?
18. De quel type d’appui avez-vous besoin pour être en mesure d’intégrer efficacement l’égalité de genre dans la programmation?

Financement
19. Est-ce que les fonds alloués pour l’égalité de genre ont été utilisés pour l’exécution d’une autre activité au sein du même programme/projet ? Si oui, quel pourcentage et pour quoi ?

Partenaires de l’Unicef (Discussion en « focus groupe »)

1. Pour quel ministère ou organisation travaillez-vous ?

Engagement
2. Quels sont les principaux domaines de programmation dans lesquels vous collaborez avec l’Unicef ?
3. Quelle est la nature de votre collaboration avec l’Unicef ? (financement, collecte de données, ressources humaines, formation, etc.)
4. Quelles sont les principales questions en matière d’égalité de genre ciblées par ces programmes?
5. Quels sont les bénéfices spécifiques (résultats) que les hommes, les femmes, les garçons et les filles obtiennent de ces programmes? (identifier les différents types de résultats)
6. Avez-vous des recommandations à faire à l’Unicef par rapport à son rôle de leadership/plaidoyer en matière d’égalité de genre ?

Capacité
7. Quels types de données collectez-vous pour appuyer la planification, la mise en œuvre et le suivi de ces programmes ?
8. Quels sont les aspects que l’Unicef vous demande d’intégrer dans les rapports de ces programmes ?
9. Êtes-vous demandés d’intégrer les résultats positifs pour les garçons, les filles, les femmes et les hommes dans les rapports?
10. Quelle est votre perception du partenariat avec l’Unicef ?
11. Quels ont été les acquis à court- et à long terme de la collaboration avec l’Unicef en ce qui concerne l’égalité de genre ?
12. Y-a-t-il des projets qui vous semblent particulièrement être de bons exemples en matière d’égalité de genre et que vous voudriez partager ?
13. De quels types d’aptitudes votre personnel a besoin pour l’aider à mieux travailler sur les aspects genre de vos programmes ?
14. Avez-vous des recommandations pour l’Unicef quant au type d’appui dont vous avez besoin afin de promouvoir l’égalité de genre au sein de vos programmes ?

**Donateurs/UNCT/UNGTG**

1. Quels sont au Mali les enjeux clés à l’égalité de genre qui ont besoin d’être intégrés à la programmation des NU?

**Engagement**

2. Comment est-ce que vous collaborez avec l’Unicef en ce qui concerne la programmation liée à l’égalité de genre?
3. Quelle/s agence/e assure(nt) le leadership dans le domaine de l’égalité de genre au sein de l’UNCT/UNGTG ?
4. Quel rôle de leadership pensez-vous que l’Unicef joue en ce qui concerne la promotion de l’égalité de genre dans le contexte de la programmation du SNU au Mali?

**Capacité**

5. À votre avis, quelles sont les forces les plus importantes de la programmation de l’UNICEF en ce qui concerne la promotion de l’égalité de genre ? (identifier les bonnes pratiques)
6. Quels sont les principaux résultats que vous pensez avoir atteints en partenariat avec l’UNICEF au Mali en ce qui concerne l’égalité de genre?
7. Quelles sont les principales contraintes institutionnelles du SNU/de l’UNICEF liées à la promotion de l’égalité de genre?
8. Quelles sont les opportunités futures pour une collaboration renforcée avec l’Unicef dans la programmation sur l’égalité de genre?

**Responsabilité**

9. Auriez-vous des recommandations à faire à l’Unicef en ce qui concerne comment renforcer davantage son approche de programmation en matière d’égalité de genre ?
10. (Pour les donateurs seulement) Tenez-vous l’Unicef responsable pour promouvoir l’égalité de genre dans tous les programmes/projets que vous financez ?
11. Pourriez-vous recommander de bonnes pratiques de programmation en matière d’égalité de genre des autres agences du SNU/donateurs/ des partenaires nationaux?

**Discussions focus groupes - Bénéficiaires de projet (femmes et hommes)**

- Présentation de l’équipe d’évaluation et des participants

1. Dans quels types de programmes/projets financés par l’Unicef chacun de vous a déjà participé ?
2. Dans quelle localité a eu lieu ce programme/projet et combien de temps y avez-vous consacré pour participer ?
3. Comment avez-vous entendu parler du programme ?
4. Qu’avez-vous appris de ce programme ?
5. Votre participation dans ce programme a-t-elle changé votre vie d’une façon ou d’une autre ? (soit positif ou négatif ?) Si c’est le cas, comment ? (faire ressortir les résultats spécifiques d’égalité de genre à travers des questions supplémentaires)
6. Avez-vous fait face aux défis/obstacles lors de votre participation à ce programme ?
7. Si oui, qu’est ce que vous avez fait pour les surmonter ?
8. Y-a-t-il des aspects dans le programme/projet que vous voudriez changer dans l’avenir?
## ANNEX 8: LIST OF PERSONS/ORGANISATIONS INTERVIEWED

### UNICEF - Mali Country Office, Bamako
- Marcel K. Rudasingwa: Representative
- Dr. Isselmou Ould Boukhary: Deputy Representative
- Robert Ndambissi: Monitoring and Evaluation Officer
- Bréhima Siaka Diallo: Planning Officer
- Safiou Osseini Raimi: Senior Project Officer, Survival Programme
- Dougoufana Bagayoko: Project Officer, Health
- Etienne Dembele: Project Officer, Vaccination Programme
- Haleinta Thiam: Early Childhood Development Officer
- Fabienne Dubey: Education Officer
- Idrissa Diarra: Education Officer
- Pierre Robert: HIV/AIDS Project Officer
- Katarina J. Mekoulo: Assistant Project Officer, Child Protection (GFP)
- Raoul Coty: Logistics

### UNICEF - Mali, Segou
- Dr. Brehima Sanogo: Advisor, Health Programme
- Dr. Lassana Keita: Advisor, Health Programme
- Koura Diallo: Project Education Officer

### Donors
- Alexandre Guimond: Second Officer, Canadian Embassy
- Mariam Ba Kane: COFED
- Mme. Yeyande Kasse Sangho: Sr. Operations Officer, The World Bank
- Oste Renee: SNV
- Huguenin Bert: Embassy of the Netherlands
- Dembele Fatoumata: Swedish Embassy
- Elfving Karin: Swedish Embassy
- Anbæk Tine: Embassy of Royal Denmark

### Government Partners
- Mme Diallo M'budji Sene: Minister, MPFEF
- Maiga Oumou Maiga: Gender Consultant, MPFEF
- Assitan Diallo: MPFEF
- Cisse Oumou: MPFEF
- Toure Dandara: MPFEF
- Sylla Fatoumata: MPFEF
- Traore Bakary: MPFEF
- Kone Diane: MPFEF
- Traore Fatoumata: MPFEF
- Diarra Ramata: MPFEF
- Bagayoko Youssouf: MPFEF

- Thiam Adam: Bureau du Vérificateur General
Yaranga Traoré   Chef de Division, Enseignement Fondamental, Ministère de l’éducation nationale (MEN)
Mme. Aminata Kane   Chef Section, Scolarisation et Formation des Filles, MEN
Mme. Sow Fatoumata   GFP, Life Skills Program Manager, MEN

Cisse Sidi   CPS/Ministry of Health
Ketia Binta   DNS/DSR, Ministry of Health
Ballo Mamadou   Conseiller Technique, Ministry of Health
Camara Mory   CREDOS

Traore Cheick   Direction Nationale de la Planification et du Développement
Ballo Bourema   ODHD
Diarra Souleyman   ODHD
Keita Mady   CSLP, Malikunnafoni
Dabitou Kassim   ODHD
Traore Modibo   CPS Sante
Doumbia Sekou   CNDIFE MPFEF

Malick Sene   Haut Conseil National de Lutte contre le SIDA
Toure Maimouna   Haut Conseil National de Lutte contre le SIDA
Maiga Ataher   Haut Conseil National de Lutte contre le SIDA

NGO Partners
Traore Nana Sissako   Interafrican Union for Human Rights (IUHR)
Doumbia Souma   AJDM, Director
Doumbia Djeneba   AJDM, Lodgeuse
Somboro Jacques   AJDM, Animateur
Sanogo Mahamane   Aide à l’enfance Canada
Dr. Boubacar Dicko   FENASCOM
Sidi Becaye Doumbia   FENASCOM
Sidibé Kadidia Aoudou   AMSOPT
Dr. Ousmane Traore   ASDAP

Groupe Pivot Santé-Population :
Amadou Sangaré   Directeur Adjoint
Baba Coulibaly   Coordinateur de Programme
Souleymane Dolo   Directeur Exécutif
Dr Ali Kaya   SCS Mali

UNCT
Joseph Byll-Cantaria   Resident Representative, UNDP
Kalfa Sanogo   Gender Focal Point, UNDP
Daouda Diarra   Alternate Gender Focal Point, Rural Development Program Officer, WFP
**Project Staff and Primary Stakeholders**

<table>
<thead>
<tr>
<th>Group</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Youth group</td>
<td>6 girls, 2 boys (ages 14-16)</td>
</tr>
<tr>
<td></td>
<td>(Parlement des enfants, IDEM, Prytanée Militaire de Kati)</td>
</tr>
<tr>
<td>Literacy class</td>
<td>30 young women</td>
</tr>
<tr>
<td>Refuge</td>
<td>12 young women</td>
</tr>
<tr>
<td>CPD Focus group</td>
<td>CGS: 2 women, 2 men (committee members)</td>
</tr>
<tr>
<td>CPD Group 2</td>
<td>8 female beneficiaries</td>
</tr>
<tr>
<td>CPD Group 3</td>
<td>8 male beneficiaries</td>
</tr>
<tr>
<td>CSCom Centre</td>
<td>4 women, 2 men</td>
</tr>
<tr>
<td>ASACO Yangasso</td>
<td>4 women, 7 men</td>
</tr>
<tr>
<td>Relai Yangasso</td>
<td>6 women, 9 men</td>
</tr>
<tr>
<td>Beneficiary group CSCom</td>
<td>6 women, 8 men</td>
</tr>
</tbody>
</table>
ANNEX 9: REFERENCE MATERIALS USED & DOCUMENTS REVIEWED


AA. Le COFED. Information sheet on association. Mali.

AA. L’état d’avancement de la situation des droits humains des femmes et des filles au Mali et la mise en œuvre de la CEDEF. Internal report, UNICEF, Mali.

AA. SNV. Le point de vue malien sur l’équité; la femme et l’homme se complètent. (no date, no author). 


AA. Violence against Women in Mali - A report to the Human Rights Committee. 


AA. 2007. Presentations from NGOs and Associations met during the evaluation mission. Mali.


UNICEF. 2006. Atelier de Formation des Formateurs/trices des régions de Kayes, Ségou et Mopti, Ségou, 10-14 Juillet 2006. Synthèse des fiches d’évaluation de la formation remise par les participant(e)s.

UNICEF. 2006. Fiche de suivi des CDPE. Mali.


### Annex 10. Documents Review Pro-Forma to Assess Consistency with UNICEF Gender Policy - MALI

<table>
<thead>
<tr>
<th>Level of Aggregation</th>
<th>Evaluation criteria</th>
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<tbody>
<tr>
<td><strong>Individual</strong></td>
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<tr>
<td>PERS</td>
<td>✔ Work on gender equality related assignments included as one of key assignments for the year</td>
<td>Only the PER of the Gender Focal Point explicitly includes a reference to gender equality related assignment. This was listed third of the four key goals. The Deputy Director has responsibilities tied to increased gender equality but it is unclear if his PER explicitly addresses GE goals. At the time of evaluation, the PER of the newly formed Gender Task Force’s (GTF) members did not include reference to GE goals.</td>
<td>☑ 0: no reference ☐ 1: poor ✔ 2: Fair ☐ 3: Satisfactory ☑ 4: Highly satisfactory</td>
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<tr>
<td><strong>Projects and Programmes</strong></td>
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<tr>
<td>Programme and project Planning Documents (for Flagship projects or principal programmes): Education Pour la Vie (2003-2007)</td>
<td>✔ Includes relevant gender analysis ☐ Addresses strategic gender issues ✔ Addresses practical needs from GE perspective ☐ Stakeholder participation, including participation of women and girls and vulnerable groups of boys and men during preparation ✔ Indicators to monitor activities (gender specific) and impacts (gender strategic): Very sporadic, gender is only mentioned in participation rates in attendance. Teachers and trainers not gender-specific. Literacy is not gender specific except for girls in urban situation. ☐ Other:</td>
<td></td>
<td>☑ 0: no reference ☐ 1: Poor ✔ 2: Fair ☐ 3: Satisfactory ☑ 4: Highly satisfactory</td>
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## Evaluation of Gender Policy Implementation in UNICEF
### Mali Country Case Study (September 2007)

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<th>Level of Aggregation</th>
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<tr>
<td><strong>Project Planning and Report</strong>&lt;br&gt;Flagship project&lt;br&gt;- Education des Filles (Girls' Education)</td>
<td>✓ Includes relevant gender analysis&lt;br&gt;✓ Addresses strategic gender issues&lt;br&gt;✓ Addresses practical needs from GE perspective&lt;br&gt;✓ Stakeholder participation, including participation of women and girls and vulnerable groups of boys and men during preparation&lt;br&gt;✓ Indicators to monitor activities (gender specific) and impacts (gender strategic): Disaggregated for admission rates, not for completion of courses.</td>
<td>Gender training provided to teachers and at the Ministry of Education.&lt;br&gt;The “Children’s Government” insists on equal number of girls and boys ministers.&lt;br&gt;Non-formal education for young people (9-15) also insists on parity of numbers of boys and girls.&lt;br&gt;There are private sectors, NGOs, multi- and bi-lateral parties are all engaged in some way.</td>
<td>4: Highly satisfactory</td>
</tr>
<tr>
<td><strong>Country Office</strong>&lt;br&gt;Country Program Document (CPD) 2008-2012&lt;br&gt;5 year programme</td>
<td>✓ Use of sex-disaggregated data and their implications: Eg. gaps in girls and boys enrollment rates, HIV/AIDS prevalence rates for women and men&lt;br&gt;✓ Participatory preparation to involve women and girls and vulnerable groups of boys and men&lt;br&gt;✓ Meaningful diagnosis in reducing gender disparities and inequalities: inconsistent&lt;br&gt;✓ Stakeholder priorities in relation to gender specific issues&lt;br&gt;✓ Gender disaggregated monitoring indicators&lt;br&gt;✓ Examples issues of concern for women’s and girls and vulnerable groups of boys and men.&lt;br&gt;✓ Analysis of gender roles, needs and constraints&lt;br&gt;✓ Analysis of institutional and regulatory issues affecting male and female children: Mentions</td>
<td>The CPD relied on the 2008-2012 UNDAF and the 2007-2001 PRSP. The preparation process was participatory to the extent that it included government partners, the civil society, and any other key partners.&lt;br&gt;While most of the document applied gender-blind terms such as “enfants, élèves, maîtres, les élus, les agents communaux”, there was commendable effort in some places to provide analysis based on sex-disaggregated data (education, HIV/AIDS).&lt;br&gt;The CPD made a clear attempt to explicitly address gender-specific concerns (eg. early marriages and pregnancies, gender-based violence). In fact, the country office changed the name of one of the programmes from “Education for Life” to “Education and Equity”, in order to lend more gender visibility to the program.</td>
<td>4: Highly satisfactory</td>
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</tbody>
</table>
### Level of Aggregation | Evaluation criteria | Comments | Rating
---|---|---|---
| | recommendations raised after CRC and CEDAW application reviews | For the monitoring and evaluation framework, only some of the indicators in gender-specific programs are gender-sensitive. | |
| | Cultural constraints affecting women and men and male and female children: Harmful practices such as FGM/C, early marriages were mentioned. | | |
| | Specific interventions or components to assist women and girls and vulnerable groups of boys and men by removing gender constraints and enhancing empowerment: Cited interventions target girls (in education and protection) and women (in health and culture of rights). | | |

**RBM Assessment**
Baseline information provided for most expected results, but only disaggregated by sex in relation to HIV/AIDS.

1. **Child Development and Survival**
   
   STATED OBJECTIVES: Gender specific where women make up the primary target group (maternity oriented program), but genderblind language used for this entire section, such as “enfants, élèves, population”
   
   RESULTS INDICATORS: consistent with above stated expected results.

2. **Education and Equity**
   
   STATED OBJECTIVES: Gender specific (le taux d’admission des filles...; filles domestiques), again where girls are the primary targeted group, but also gender-blind where other groups of children are targeted (enfants de la rue, enfants talibés, enfants handicapés).
   
   RESULTS INDICATORS: Consistent with above stated expected results.

3. **Child Protection**
   
   STATED OBJECTIVES: Target groups not disaggregated by sex (enfants). However, one of the objectives is gender-specific as it seeks the legislation against FGM.
   
   RESULTS INDICATORS: linked to the above stated target groups, therefore not gender-sensitive.
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<td><strong>4. Children and HIV/AIDS</strong></td>
<td><strong>4</strong>: Highly satisfactory</td>
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<td><strong>STATED OBJECTIVES</strong>: Except for Results 4.4 where pregnant women are targeted, all the other objectives use gender-blind language (<em>enfants, jeunes, adolescents</em>). However, some of the indicated HIV/AIDS related baseline data is sex-disaggregated.</td>
<td><strong>Results INDICATORS</strong>: Not gender explicit.</td>
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<td><strong>5. Advocacy &amp; Partnership for Children’s Rights</strong></td>
<td><strong>5</strong>: Not applicable</td>
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<td><strong>STATED OBJECTIVES</strong>: While the first expected result (5.1) aims for improved and reliable data systems where data is disaggregated by sex, in general, children are referred as an aggregate target group.</td>
<td><strong>RESULTS INDICATORS</strong>: consistent with the above, children not considered as boys/girls.</td>
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**Annual Workplan: Children and HIV/AIDS 2007**

- Gender issues included in advocacy areas
- Specific projects/activities to assist women and girl children vulnerable groups of boys and men by removing gender constraints and enhancing empowerment: **Except mothers.**
- Gender disaggregated monitoring indicators
- Gender strategic partnerships
- Number of male and female participants/beneficiaries made explicit
- Annual project objectives include explicit gender equality objectives
- Outputs explicitly linked to clear gender equality results, where appropriate
- Explicit links to GE issues in UNDAF and CCA

**The entire project is described with no gender terms at all. The first mention of gender-specific concern is in the description of the context on page 9 (out of 12 pages).**

- Indicators are disaggregated somewhat, when mothers are mentioned.
- In the partnership with hospital, there is no mention of gender; general terms used such as parents and children.
- In the non-formal education chapter, again, there are no explicit references to male and female youth or participants. The same pattern is followed in the advocacy section.
- Institutional strengthening does not include any sex-disaggregated data, actually, it only aims to track number of meetings held.

- **0**: no reference
- **1**: Poor
- **2**: Fair
- **3**: Satisfactory
- **4**: Highly satisfactory
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<tr>
<td>Master Plan of Operations (MPO) - 2003-2007 5 year programme</td>
<td>Use of sex-disaggregated data and their implications: <strong>Not consistent</strong></td>
<td>The analysis mentions gender differential impacts in education, HIV/AIDS, protection. But the degree of gender awareness is not sustained throughout the document: abundant use of gender neutral terms: <em>enfants, adolescents, jeunes</em>. The CRC allows authors to mention children but not girls and boys. The M&amp;E section follows this pattern to a great extent.</td>
<td>☐ 0: no reference</td>
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<td></td>
<td>Participatory preparation to involve women and girls and vulnerable groups of boys and men</td>
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<td>Meaningful diagnosis in reducing gender disparities and inequalities: <strong>Inconsistent</strong>.</td>
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<td>Stakeholder priorities in relation to gender specific issues</td>
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<tr>
<td></td>
<td>Gender disaggregated monitoring indicators</td>
<td></td>
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<tr>
<td></td>
<td>Examples issues of concern for women’s and girls and vulnerable groups of boys and men</td>
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<tr>
<td></td>
<td>Analysis of gender roles, needs and constraints</td>
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<td></td>
<td>Analysis of institutional and regulatory issues affecting male and female children: CRC, CEDAW, etc..</td>
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<td></td>
<td>Cultural constraints affecting women and men and male and female children</td>
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<td></td>
<td>Specific interventions or components to assist women and girls and vulnerable groups of boys and men by removing gender constraints and enhancing empowerment: <strong>Empowerment issues not addressed</strong>.</td>
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<td>Other</td>
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<td>within the context of UNICEF’s mandate and programme focus made. Link to MDG, to the national HIV/AIDS body (Haut Conseil National de Lutte contre le SIDA), but link to UNDAF not evident.</td>
<td>In the psycho-social section, terms are again gender neutral.</td>
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<tr>
<td>I-MEP (Integrated Monitoring &amp; Evaluation Plan)</td>
<td>□ Inclusion of a Gender Equality strategy</td>
<td>The narrative tends to mention young children, <em>jeunes enfants</em>, and women. Monitoring indicators: Only in Maternity, Education inconsistently: only for School attendance; Non-formal education calls for sex-disaggregated data. Not for VAEN, e.g. % of decision-makers, enfant, victim, etc., not in HIV/AIDS: primary prevention no sex-disaggregated data required: <em>jeunes, élèves, formateurs, participants, orphelins</em> Not in vaccination, not in Education, not in Nutrition, not in Child Development In the Programme Promoting Rights' Culture, studies on attitudes to rights issues do not insist on sufficient gender-specific data.</td>
<td>□ 0: no reference</td>
</tr>
<tr>
<td></td>
<td>□ Use of sex disaggregated data in indicators and results statements</td>
<td></td>
<td>□ 1: Poor</td>
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<td></td>
<td>□ Participatory preparation to involve women and girls and vulnerable groups of boys and men</td>
<td></td>
<td>□ 2: Fair</td>
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<td></td>
<td>□ Meaningful diagnosis in reducing gender disparities and inequalities</td>
<td></td>
<td>□ 3: Satisfactory</td>
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<tr>
<td></td>
<td>☒ Qualitative and quantitative monitoring indicators that will effectively measure changes in gender equality: Somewhat</td>
<td></td>
<td>□ 4: Highly satisfactory</td>
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<td></td>
<td>☒ General project indicators to be gender-sensitive (e.g., include numbers of female and male beneficiaries reached): Somewhat</td>
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<td></td>
<td>☒ Targets need to be disaggregated by sex where possible and appropriate: Somewhat</td>
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<td>SITAN (Situational Analysis) 2001</td>
<td>☒ Use of sex-disaggregated data and analysis of their implications - Only general statistics were disaggregated by sex. Analysis of their implications was limited to health and education sectors.</td>
<td>Based on the 1997 situational analysis, the 2001 SITAN applied the life-cycle and human-rights based approaches. There is mention in the introduction that gender issues would be examined within each age group, and this was not consistent. In general however, there is no distinction made between young girls and boys as they are referred to &quot;<em>jeunes enfants&quot;</em> for the most part, with some exceptions: &quot;*en particulier, les&quot;</td>
<td>□ 0: no reference</td>
</tr>
<tr>
<td></td>
<td>☐ Participatory preparation to involve women</td>
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<td>□ 1: Poor</td>
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<tr>
<td></td>
<td>☒ Meaningful diagnosis in reducing gender disparities and inequalities</td>
<td></td>
<td>□ 2: Fair</td>
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<td></td>
<td>☒ Stakeholder priorities in relation to gender specific issues identified</td>
<td></td>
<td>□ 3: Satisfactory</td>
</tr>
<tr>
<td></td>
<td>☒ Examples of gender issues for women and girls, boys and men. Only for women and girls. Issues affecting men and boys were not spelt</td>
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<td>□ 4: Highly satisfactory</td>
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### Evaluation of Gender Policy Implementation in UNICEF

**Mali Country Case Study (September 2007)**

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| CSLP (PRSP)           | - Use of sex-disaggregated data.  
- Participatory preparation to involve women  
- Meaningful diagnosis in reducing gender disparities and inequalities  
- Stakeholder priorities in relation to gender specific issues identified  
- Examples of gender issues for women and girls, boys and men  
- Analysis of gender roles, needs and cultural or socio-economic constraints at both practical needs and strategic interests levels  
- Analysis of institutional and regulatory issues affecting male and female children | The 2002 PRSP used a classic approach in that its analysis did not take into consideration much of the MDGs or rights-based issues. The data that was used was vague and not disaggregated by sex. This frustrated multi and bi-lateral organizations operating in the country and led to the development of an improved PRSP, called the “Second Generation”. This allowed UN organizations to fund the process, and to ensure data related to their respective mandates was included in the analysis. UNICEF, UNDP and USAID have formed a partnership in order to establish better coordination of monitoring and evaluation systems.  
Second Generation PRSP:  
Gender disaggregated data are used in reports in areas of girls education, elected officials, access to public housing, roles in the civil service and access to loans.  
The process is described as participatory and one of the eleven thematic groups was gender and poverty. There is no description of how women may have been encouraged to contribute.  
Gender is mentioned in a single paragraph in the second version.  
One section describes the situation of women. | ○ 0: no reference  
○ 1: Poor  
○ 2: Fair  
○ 3: Satisfactory  
○ 4: Highly satisfactory |
<p>| PRSP, May 2002        |                                                                                                          |                                                                                                                                                                                                                                                                                                                                          |        |
| PRSP, 2nd generation, December 2006 |                                                                                                          |                                                                                                                                                                                                                                                                                                                                          |        |</p>
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<td>and another is devoted to exploring possible impacts on women of implementation of the PRSP. Important differences between rural and urban situations are described. Reporting is unreasonably positive and optimistic e.g. the increase of women mayors from 5 to 7 is mentioned but not accompanied by the significance of this change to the proportion of 703 mayors.</td>
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<td>UNDAF (2008-2012)</td>
<td></td>
<td>The 5 key identified results for Mali cooperation do not identify gender equality. In the previous 2003-2007, gender equity was mentioned as an issue. In the human rights part of the document, rights of women are mentioned, but children are not considered as boys and girls. Result 3: boys and girls are seen as having different vulnerabilities. In the result related to HIV/AIDS, the different impacts on different sexes were not alluded to. The M&amp;E section (narrative) does not insist on sex-disaggregated data. In the table M&amp;E, there is some gender awareness that is linked to gender-specific narrative parts. However, this is not satisfactorily consistent: example in the table for Education, data is disaggregated for school admission rates but not retention rates. HIV/AIDS data in the table is not disaggregated at all.</td>
<td>□ 0: no reference □ 1: Poor □ 2: Fair □ 3: Satisfactory □ 4: Highly satisfactory</td>
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<td>January 2007</td>
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<td>□ Includes programmes designed to address stakeholder priorities regarding gender equality identified in the SITAN or CCA</td>
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<td>□ Funding to support gender equality initiatives or programme components comes from balance of core and external sources. Funding is presented as lump sum by organization.</td>
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<td></td>
<td>☒ Provides relevant gender analysis and use of sex-disaggregated data. Very inconsistently.</td>
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<td>□ Other</td>
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<tr>
<td>Annual Report 2006</td>
<td>□ All programmes explicitly report on the specific ways their programme has contributed</td>
<td>The situational analysis does not mention any gender issues, even when discussing HIV/AIDS.</td>
<td>□ 0: no reference</td>
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<td>Level of Aggregation</td>
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<td>to gender equality results.</td>
<td>CSLP is also referred to. MDGs are listed: in MDG2 and 3 that sex-disaggregated data is provided (even then, it is only in enrolment rates). Only where targets are women is gender related analysis included, eg. Obstetric emergency. Other areas like child development, water and sanitation, community “relai”, vaccination do not mention gender based differentials.</td>
<td>□ 1: Poor&lt;br&gt;棫 2: Fair&lt;br&gt;棫 3: Satisfactory&lt;br&gt;棫 4: Highly satisfactory</td>
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<td></td>
<td>☑ Section on MDGs includes reference to how UNICEF’s work has contributed to MDG3</td>
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<td>☐ Each programme area includes some degree of gender analysis and identification of the key gender issues the programme needs to address</td>
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<td>☑ Programme objectives include an explicit gender equality objective. Only in education project (in formal education there’s only enrollment targets for girls, in informal education it is more gender specific).</td>
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<td>☐ Future Work Plans include reference to actions to be taken to promote increased gender equality within the context of each programme.</td>
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