



United Nations  
Botswana

# UN BOTSWANA GENDER SCORECARD REVIEW REPORT

UNCT Performance Indicators for  
Gender Equality &  
Women's Empowerment



**MABOGO  
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August | 2016



## ACKNOWLEDGEMENTS

The UNCT Botswana would like to extend gratitude to all who provided policy, strategic guidance and technical inputs to the Botswana Gender Scorecard Review exercise. Special appreciation is extended to all Heads of Agencies for valuable support and engagement on the process from inception of the exercise to its conclusion.

Particular appreciation is extended to the UN Joint Gender Program (UNJGP) members and its chairperson, Ms. Mareledi Segotso who fully led the conceptualization of the process, rendered technical direction and support to the assignment.

The following agencies and partners participated in the interviews and consultations that contributed towards the findings of the Gender Scorecard Review; FAO, UNAIDS, UNDP, UNFPA, UNHCR, UNICEF, UN Women, WHO, Government of Botswana through the Ministry of Labour and Home Affairs - Gender Affairs Department and different gender Civil Society Organizations. Their contributions and in-depth dialogues affirmed the need for strengthened gender responsive programming for the Botswana development agenda, and in particular the United Nations Partnership Framework (UNBPF) and the individual agency's Country Programme Documents (CPDs).

Sincere appreciation is extended to UNICEF Botswana for the generous financial contribution to conduct the Botswana Gender Scorecard Review. Gratitude is also extended to the consultant Ms. Lara Burger for the facilitation of the consultations and interviews as well as for the consolidation of the Botswana Gender Scorecard Review Report.

# FOREWORD

This Report consolidates the findings of the UN Botswana Gender Scorecard Review (hereinafter referred to as the Gender Review), that was conducted from 12 – 26th August 2016 as part of the UN Joint Gender Programme (UNJGP). The Gender Review was conducted through the United Nations Country Team (UNCT) Performance Indicators for Gender Equality framework. This process strategically occurred towards the end of the UNDAF cycle (2010—2016) and aligned to the drafting of the United Nations–Botswana Partnership Framework (UNBPF) 2017-2021, Botswana National Development Plan 11 (NDP 11), and the Botswana Vision 2036.

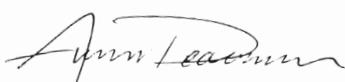
The draft UNBPF is based on four principles underlying the SDGs, namely: human rights, gender equality and women’s empowerment; sustainable development and resilience; leave no one behind; and, accountability. The current development agenda in Botswana presents rich opportunities for the UN to take decisive steps to accelerate Gender Equality and Women’s Empowerment (GEWE) in Botswana. The strength of the UN to ‘deliver as one’ through the UNBPF, Country Programme Documents (CPDs) and the UN Joint Gender Programme provides a platform for increased impact and partnership for GEWE.

The Gender Review brought an opportunity for the UNCT in Botswana to assess how well gender has been mainstreamed within the current UNDAF and the draft UNBPF 2017-2021 and at agency levels. The key objectives of the exercise, as outlined in the “UNCT Performance Indicators for Gender Equality Users’ Guide” (2008) are to:

- To assist the UNCT in identifying areas in which they are meeting or not meeting minimum standards;
- To stimulate a constructive dialogue within the UNCT about the current status of support for gender equality and women’s empowerment and how it can be improved;
- To identify where technical assistance can support the achievement of minimum standards.

The findings of the Gender Review were measured against the eight dimensions of the UN Gender Scorecard; Planning, Programming, Partnerships, UNCT capacities, Decision-making, Budgeting, Monitoring and evaluation and Quality control and accountability. The scorecard method evaluated processes rather than results. The Gender Review also assessed the Country Assessment conducted prior to development of the UNBPF.

The Gender Review findings outline the strengths, weaknesses as well as general recommendations and specific recommendations of the UN Joint Gender Programme (UNJGP). Specifically the review reflected that the UNCT is doing well in the areas of Planning, Budgeting and Quality control and more work is required in the area of Partnerships. These results will be used by UNCT to build on strengths and address weaknesses, leading to better results in the 2017-2021 UNBPF. There is no doubt that the implementation of the Gender Review recommendations will assist the UNCT Botswana to ensure adherence to international norms for gender equality and effectively support this agenda in the country.



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## ACRONYMS

CA	Country Assessment
CBO	Community Based Organisation
CEDAW	Convention on the Elimination of all forms of Discrimination Against Women
CPD	Country Programme Documents
DaO	Delivering as One
FAO	Food and Agricultural Organisation
GBV	Gender Based Violence
GDI	Gender Development Index
GFP	Gender Focal Point
GII	Gender Inequality Index
GGG	Global Gender Gap
MTR	Mid-Term Review
NDP	National Development Plan
NGO	Non-Governmental Organization
RBM	Results-Based Management
RC	Resident Coordinator
SADC	Southern African Development Community
SDG	Sustainable Development Goals
TWG	Technical Working Group
UN	United Nations
UN WOMEN	United Nations Entity for Gender Equality and the Empowerment of Women
UNBPF	United Nations Botswana Partnership Framework
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNDS	United Nations Development System
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children Fund
UNJGP	United Nations Joint Gender Programme
WHO	World Health Organisation

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## I. BACKGROUND

The United Nations Country Team (UNCT) Performance Indicators for Gender Equality Scorecard provides a global and standardised accountability framework for assessing the effectiveness of gender mainstreaming by the UNCT. The Scorecard is focused on the performance of the UNCT as a whole, rather than the achievements of any one agency.

The scorecard highlights the growing importance of collaboration and coordination to achieve common goals, such as gender equality and women's empowerment, by focusing on important elements of gender mainstreaming.

The purpose of the scorecard is fourfold:

- To assist the UNCT in identifying areas in which they are meeting or not meeting minimum standards;
- To stimulate a constructive dialogue within the UNCT about the current status of support for gender equality and women's empowerment and how it can be improved;
- To identify where technical assistance can support the achievement of minimum standards;
- To propose the minimum level of actions needed to support gender equality in the context of Botswana UNCT;

## II. METHODOLOGY

In Botswana, the Scorecard Review (hereinafter referred to as the Review) was conducted from August 12 – 26th August. At the time of the consultancy, the new United Nations Development Assistance Framework (UNDAF) (i.e. United Nations Botswana Partnership Framework (UNBPF) 2017 - 2021) was being drafted. This provided the opportunity to not only address immediate issues related to gender mainstreaming in one of the key documents of the UNCT, but also to reflect on the past in order to identify underperformances and challenges that remain for certain dimensions of the Scorecard.

The Scorecard covers eight dimensions which follow the UNCT planning cycle and include:

- Planning
- Programming
- Partnerships
- UNCT capacities
- Decision-making
- Budgeting
- Monitoring & Evaluation
- Quality control

**It is important to note the following:** For the dimensions related to Budgeting, Programming, UNCT Capacities and Decision-making, the Review focused primarily on past or current UNCT activities, modalities, and the UNDAF. Issues related to Planning, Quality Control and Partnerships, were assessed through the drafting process of the UNBPF. The Monitoring and Evaluation dimension used both the current UNDAF and the draft UNBPF for the Review process.

Alongside the eight dimensions are 22 indicators that allow one to measure the extent of gender mainstreaming. The scorecard method evaluates processes rather than results. Each dimension has up to five ratings as shown in the table below, as well as a rating for non-applicable.

EXPLANATION OF RATING	
Ratings	Explanation Of Rating
<b>5</b>	<b>Exceeds minimum standard:</b> This category should be used only when UNCTs have gone beyond the minimum standards, in other words where excellent work on gender mainstreaming is taking place.
<b>4</b>	<b>Meets minimum standard:</b> This is the minimum that a UNCT is expected to achieve on gender mainstreaming, following UN institutional mandates and standards.
<b>3</b>	<b>Needs improvement:</b> This rating applies to a situation where the UNCT is close to meeting the minimum standard, and is likely to reach this standard over the period of a year, if remedial action is taken.
<b>2</b>	<b>Inadequate:</b> This rating is for dimensions that fall well below the adequate standards and where significant improvement is required.
<b>1</b>	<b>Missing:</b> This rating should be applied where the dimension is not included, for example, if no sex disaggregated data is included or there have been no consultations with women's CBOs and networks.
<b>0</b>	<b>Not applicable:</b> This rating should be applied when the dimension is not relevant, for example, where there is no Gender Theme Group or Poverty Reduction Strategy Paper or its equivalent.

Both primary and secondary data were used to inform the Scorecard. Basic background documents were reviewed and supplemented with individual and group interviews with heads of UN agencies, members of the United Nations Joint Gender Programme (UNJGP) Technical Working Group (TWG), the Managing Agent of the UNJGP on Gender Mainstreaming and Gender Based Violence (GBV), members of the Gender Affairs Department of the Ministry of Labour and Home Affairs, and members of civil society groups. In total, 20 interviews were conducted, including three group interviews. The consultant also attended a planning/drafting session of the new UNBPF.

One participatory discussion was conducted with civil society groups representing women's groups. A debriefing session was held to present the findings and some recommendations, while also providing the opportunity for feedback from the UNJGP TWG.

## III. GENERAL FINDINGS

### STRONG AREAS: MEETS TO EXCEEDS MINIMUM STANDARDS

#### Planning & Quality Control

##### i. Country Assessment quality control

The Country Analysis (CA) for Botswana drew on previous work completed on the Sustainable Development Goals (SDGs), strategic approaches to working with Middle Income Countries, nationally commissioned surveys, studies on malnutrition, HIV/AIDS, child deprivation, gender-based violence, among others.

It is evident that multifaceted gender analytical work of the ways in which gender inequality is reproduced, including the influence of gender relations, roles, status, and discrimination in legislation do not yet occur automatically and on a routine basis for the Country Assessment. This could be accredited to a few reasons:

- The initial TOR developed for the consultant preparing the CA, did require robust gender analytic effort;
- The consultant did not have available gender assessments or studies to inform the CA;
- Sex-disaggregated data on various important sectors, such as the economic sector was limited;
- The TOR does not require for the analytical work to be linked with national and international frameworks of gender equality and women's empowerment

However, after submission of the first draft, opportunities were provided for comments. The UNJGP TWG conducted a thorough appraisal and presented their comments (see summarised comments as Annex B) to the consultant responsible for drafting the Country Assessment report. The main gaps in the CA were identified as i) limited presentation of sex-disaggregated data for certain sectors, resulting in limited analysis of the 'key issues limiting the effective participation of women' and ii) little understanding of the 'persistent inequalities and root causes' in Botswana. Comments by the TWG were appreciated and incorporated into the final report.

##### ii. UNBPF quality control and accountability

The United Nations-Botswana Partnership Framework (UNBPF) 2017-2021 presents the framework for the partnership between Botswana and the United Nations Development System (UNDS) over the period 2017-2021. Developed through a consultative process between the Government, development sector stakeholders including the academia, civil society, development partners and the UNDS, the UNBPF 2017-2021 outlines how the UNDS will provide support to broad-based partnerships towards the realization of The 2030 Agenda for Sustainable Development encompassing the Sustainable Development Goals (SDGs). The UNBPF is based on four principles underlying The 2030 Agenda, namely: human rights, gender equality and women's empowerment; sustainable development and resilience; leave no one behind; and, accountability.

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<sup>1</sup> Draft UNBPF 2017-2021.

<sup>2</sup> Comments by TWG on Gender on draft Country Assessment.

The drafting process of the UNBPF demonstrated exceptional commitment by the UNCT to mainstreaming gender in its entirety. This was demonstrated through i) the training of all UN programme personnel on UNDAF Programming Principles that include gender equality and human rights based approach, ii) the consistent message from the Resident Coordinator (RC) throughout the drafting process that 'gender indicators must be strongly positioned and articulated in the UNBPF', iii) the dynamic and productive discussions on gender during the drafting process on Indicators and Outputs, and iv) ample opportunities for agencies to provide comments and recommendations on the draft UNBPF, which were duly incorporated.

### iii. Gender Indicators in UNBPF

The UNBPF, at the time of writing this report, only had a very rough draft available. The draft already reflected a string of gender equality indicators, which clearly articulate tangible changes for rights holders and duty bearers on gender equality and women's empowerment. Some indicators reflect the critical gaps in implementation to promote gender equality, for example the focus on female-headed households for economic empowerment, and the support to increase the political participation of women in Botswana. Gender indicators on the following development areas are captured in the draft UNBPF:

- Political participation
- GBV
- Child Marriage
- Teenage pregnancies
- Maternal mortality
- Gender responsive Low Emission Development
- Targets for productive economic resources
- Access to land and assets
- Gender mainstreaming

During the UNBPF drafting exercise the annual world ranking of gender equality that is conducted by the World Economic Forum - referred to as the Global Gender Gap (GGG) Index was used as a baseline to track progress against gender development as an indicator - instead of the Gender Development Index (GDI) and Gender Inequality Index (GII).

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<sup>3</sup>Draft UNBPF 2016 – 2021.

<sup>4</sup>Comment by UNWOMEN consultant.

<sup>5</sup>Global Gender Gap Report 2015 by World Economic Forum,  
<http://www3.weforum.org/docs/GGGR2015/cover.pdf>

The GGG Index does not seek to set priorities for countries, but rather to provide a comprehensive set of data and a clear methodology for tracking gaps on critical indicators, so that countries may set priorities within their own socio-economic, political and cultural contexts. At the end of 2015, Botswana ranked 55 out of 145 countries, which is significantly a lower rank than some of its immediate SADC neighbours (Namibia 16th, South Africa 17th, and Mozambique 27th). While Botswana ranks 15th place in the world for the sub-index of Economic participation and Opportunity, the final ranking is impacted due to poor performances on Health and Survival (87th place) and Political Empowerment (126th). 'Compared to 10 years ago, Botswana is the country that has made the region's biggest improvement on the Health and Survival sub-index, but also the largest decrease on the Political Empowerment sub-index.'

### Budgeting

The UNCT has demonstrated its unique commitment to gender equality and women's empowerment through considerable funding allocation, which was significantly increased in early 2015. By end of 2015, around \$420,000 was pledged and spent on the UNJGP. In addition, the UNCT has clear plans for implementing budgets set aside for gender through the UNJGP. The UNJGP uses a modality of parallel funding, whereby each agency tracks its own expenditure for gender programming.

Three agencies, UNFPA, UNDP and UNICEF have consistently provided financial support to the UNJGP since 2015. UNAIDS, UNFPA and UN Women provide technical support for implementation of this programme through direct support to implementing partners and to internal UN gender mainstreaming initiatives. Unfortunately, some UN agencies' contributions remain marginal. UNFPA in addition contributes through its management and lead on the UNJGP. Contributions made through the funding of persons as permanent technical resources to the UNCT (e.g. UNWOMEN consultant and UNFPA Gender Specialist) are not always appreciated by the whole UNCT.

According to the Scorecard criteria, the UNCT reaches exceptional standards related to gender sensitive budgeting and tracking of expenses.

### AVERAGE AREAS: MEETS MINIMUM STANDARDS

#### Programming

Under the Delivery as One (DaO) approach, the United Nations System focuses on greater coordination of agency efforts with country priorities. The UNCT agreed after the Mid-Term review in 2014, to 'elevate gender as a flagship programme for development' in Botswana.

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<sup>6</sup>Global Gender Gap Report 2015 by World Economic Forum, <http://www3.weforum.org/docs/GGGR2015/cover.pdf>

<sup>7</sup>The UNJG hope to spend roughly another \$300 000 by the end of 2016 should implementation go according to work plans.

After some initial delay, two programmes under the UNJGP were launched mid-2014. The programmes were initiated with the objective to address key national gender priorities, which at that time were identified as challenges towards gender mainstreaming and GBV. Reports and discussions with staff highlighted the following broader achievements of the UNJGP:

- It strengthened and harmonised UN support to gender work in Botswana, while proving contextually-relevant to the broad national gender needs;
- The two programmes were all aligned with National Gender Policy of the Government;
- The Joint Work Plans provided an opportunity for coordinated support to Government and CSO partners.

The UNJGP achieved key results, such as a National Strategy towards ending GBV by 2020 that which should facilitate coordinated nationwide action to address GBV, along with a GBV Research Agenda to guide GBV research activities by the different stakeholders. The Policy on Gender and Development was also approved by Parliament in late 2015. Through the two programmes, gender summits were hosted, training sessions and capacity development activities on gender and GBV were conducted, and community-based initiatives were launched.

The UNJGP's 2015 Annual Progress Report identified a number of challenges with implementation of the UNJGP. These included amongst others the 'poor engagement by other agencies other than UNFPA, UNDP and UNICEF in the joint programme activities'. Poor engagement is defined as a 'lack of participation in the JGP TWG meetings, no response to correspondence, and lack of input on technical and other programme documents'. The report also makes reference to the fact that 'some agencies did not honour their financial commitments, resulting in lack of implementation for some activities by implementing partners'. Interviews during the Review identified more challenges for the UNJGP:

- The UNJGP objectives were too broad and ambitious, leading to a scattered rather than focused approach, further resulting in some of the planned activities not being implemented;
- The two programmes exposed some misplaced confidence in the human resource capacity of national and civil society partners, but more specifically the capacity of the Gender Affairs Department to engage with a range of multifaceted interventions;
- The two programmes agreed that a temporary intervention to facilitate faster implementation at the Gender Affairs Department was procurement being done by UNDP however, this not only overburdened UNDP but affected its ability to implement other projects;
- More than \$400, 000 (75% expenditure rate) was spent on both programmes in 2015; however delivery rate for 2016 at mid-year is low.

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<sup>8</sup> Botswana UNJGP document on Gender Mainstreaming.

<sup>9</sup> UNJGP Annual Progress Report 2015.

<sup>10</sup> UNAIDS provides ad hoc technical support into the gender dimensions of the Botswana AIDS Impact Survey.

<sup>11</sup> UNJGP Annual Progress Report 2015.

A considerable amount of burden remains on two agency, namely UNFPA and UNDP, for implementation. Some staff believes that a second round of the UNJGP should revisit the current model – one where all UN agencies are now participating – and seek to leverage the comparative advantages and resources of a selective number of agencies contributing. The arrival of UNWOMEN in 2016 as part of the UNCT to support gender programming is very timely and opens up new opportunities.

A full evaluation of the UNJGP is scheduled for the end of its second year of implementation. The evaluation will provide a more in-depth assessment around issues of i) Coherence & Synergies, ii) Accountability, and iii) Sustainability of Results & Value Addition. The key learnings from the evaluation should be used to guide the UNCT on future modalities of a Joint Programme on Gender.

An acute gap that remains in programming is capacity development to relevant Government ministries on gender mainstreaming in national budgets. Some attempts have been made, but gender budgeting as a tool that disaggregates budgets by gender in order to discover the extent to which policies that have gendered implications are differentially funded is not used, including in the national development plans and annual ministry budgeting processes. Few gender budgeting initiatives exist. In 2000, the NGO Coalition piloted a gender-responsive budget analysis project in the ministries of Labour and Home Affairs and Local Government. In 2010, the BOCONGO Gender Sector commissioned a consultancy to develop a gender budget strategy. Despite this, stakeholders have not developed an implementation plan. Technical capacity on gender budgeting is limited in the country'. In its strategic note, UN-Women states that it 'will engage with the Ministry of Finance, the Ministry of Labour and Home Affairs/ Gender Affairs Department, SADC Gender Unit, civil society, and gender advocates to support gender-responsive national planning and budgeting processes.'

Credit is due to FAO with its efforts on gender mainstreaming at the Ministry of Agriculture. In 2015 FAO commissioned a gender assessment for the agriculture and rural sector in Botswana. The assessment aimed to establish the status of men and women in agriculture and rural development. FAO also prepared a Gender Policy Brief, with the aim of turning the Brief into a fully-fledged strategy for the Ministry of Agriculture. FAO also managed to host a one day workshop earlier in 2016 with the Gender Affairs Department to contribute to the preparation of the report on CEDAW, with specific focus on Article 14, which refers to women in rural areas.

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<sup>12</sup> Concept note for evaluation of UNJGP August 2016.

<sup>13</sup> Botswana Country Assessment 2016.

<sup>14</sup> FAO, Botswana Country Gender Assessment for Agriculture and Rural sector, September 2015.

<sup>15</sup> Roles, access to productive resources, decision-making, etc.

<sup>16</sup> Note that members of the TWG were not aware of this workshop, neither reported on any of this engagement with the Government by FAO in the UNJGP report.

While FAO is conducting much relevant work toward gender equality, it unfortunately happens externally to the larger UNJGP management arrangement, with little sharing with the UNJGP TWG. It should be noted that FAO was not a signatory to the 2015-2016 JGP.

Through the UNJGP, support was provided in the preparation of both the 4th CEDAW and Beijing +20 reports. The 4th CEDAW country report is currently awaiting both validation and submission, and further support will be provided for domestication of the CEDAW. Therefore, 'the ground for promoting gender equality and women's empowerment has been set through both the UNBPF and CEDAW reporting, but what remains critical for the achievement of the outcomes is vigorous implementation of all new planned activities and obligations.

## Monitoring and Evaluation

No dedicated mid-term gender equality evaluation was carried out during the UNDAF. The MTR reports in very general terms on the key gender-related expected results. For example, it states that while 'quantitative evidence for the outcomes [for GBV] is still scanty, it is apparent that there are increasing levels of awareness, responsiveness and service delivery towards addressing gender based violence', and that 'mainstreaming of gender in national laws and policies has not taken root', while listing reasons for limited progress in these areas. Nevertheless, a number of cross-cutting issues mentioned in the MTR were subsequently addressed through the development of the UNJGP on GBV and Gender Mainstreaming.

One of the key outcomes in the current UNDAF (Outcome 1.3), reads 'Gender will be mainstreamed in all national laws and policies, and in national, district and community plans and programmes'. As previously mentioned, the outcome was 'adopted' into the UNJGP on gender mainstreaming, but there was limited action in this area, which meant a key objective of the UNDAF on gender mainstreaming not being met. Overall, gender monitoring is considered by staff to be weak for other gender indicators in the current UNDAF. The first obstacle identified for joint gender monitoring, is the variability in structure and reporting among UNCT agencies. The second was that 'monitoring on gender became the responsibility of the UNJGP, freeing some agencies from reporting on their own progress toward gender equality'. It is however important to note that the UNJGP covers only 2 years (2015-2016), while the current UNDAF has been running since 2010 with gender indicators. Gender monitoring has always been done under the UNDAF Result Groups since the inception of the current UNDAF.

Apart from the clear M&E framework developed for the UNJGP, the draft UNBPF Results Framework now also incorporates gender-responsive indicators. The baseline indicators are anticipated to allow for meaningful measurement through sex disaggregated data and monitoring to measure results.

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<sup>17</sup> Mid-Term Review, GoB – UN POP 2010-2014, September 2014.

## UNCT Capacity

The multiple-stakeholder Joint Gender Programme Technical Working Group (UNJGP TWG) was established principally to oversee implementation of the UNJGP. Nevertheless, TWG members will, in their agency capacities, have contributed substantively to processes requiring gender sensitisation, inclusion or reviews in their mandate areas. The TORs for the JGP TWG are spelt out in the two JGP documents. The detailed Work Plans specify implementing partners, UN agency engagement, and budgets for the two joint gender programmes.

The UN's Resource Guide for Gender Theme Groups indicates that such groups are most effective, when they are facilitating:

1. Coherence within the UNCT, thus when they play a key role in ensuring that each UN organisation brings its comparative advantage in gender equality and women's human rights to joint efforts and to coordinated UNCT action on gender equality;
2. Alignment with national development goals, thus in ensuring that commitments already made to gender equality – national plans of action, gender equality legislation, CEDAW commitments – form part of mainstream policy frameworks;
3. A better information base upon which to base public policy formulation, thus marshalling UNCT's efforts to improve the national statistical base and capacity in support of gender equality.

Assessing the TWG for the Joint Programme through the above criteria, it can be concluded that as a working/thematic group it succeeds in the criteria of 'alignment with national development goals', but more effort is needed to strengthen the comparative advantage of each UN agency and serve as the national statistics base (both quantitative and qualitative data) to support gender equality initiatives. This only indicates that huge potential is locked up in a proper functioning working group of theme group, something that the current TWG is yet to explore.

Perceptions by some UN staff, Gender Affairs Department staff, and civil society members regarding meaningful participation by all stakeholders in the JGP TWG meetings, hold valuable messages to the UNCT. These can be summarised as follows:

- The JGP TWG meetings are very much focused on monitoring and/or reporting on progress against specific indicators. It is not fully used as a forum to harness the skills and knowledge of different UN agencies for the improvement of the UNCT as a team.
- The meetings are not used to build trust between stakeholders, especially between the Government and civil society. Civil society members further expressed concern that this results in disconnect between what they do and the mandate of the UN and/or the Government

<sup>18</sup> UN Resource Guide on Gender Theme Groups, January 2005, prepared by UNIFEM.

In an effort to strengthen the functioning of Gender Focal Points in agencies, the JGP TWG drafted TOR for GFPs (ANNEX D). Agencies are yet to adopt this for their GFPs, while some use existing, though outdated TOR to guide individuals.

UNWOMEN summarises its mandate in Botswana through a Strategic Note. UNWOMEN's comparative advantage is its normative, operational and coordination mandate, which is two-fold:

- Leadership in inter-agency coordination on gender equality and women's empowerment, contributing to the UN system delivering as one; and
- Its support (technical, institutional, coordinating) to the Government of Botswana in general, the national gender machinery in particular and the multi-stakeholder coordination mechanism on gender equality and women's empowerment.

The full presence (i.e. the identification of a Country Director with technical and support staff) of UNWOMEN within the UNCT is now of importance, especially to ensure full delivery on this mandate, and strengthen UN Botswana's work on gender mainstreaming.

### Decision-making

As managing agent for the UNJGP, UNFPA chairs and coordinates the UNJGP. The Assistant Representative of UNFPA, as Head of Agency, is part of the UNCT senior management team. The constructive attitude toward gender as a key mandate of the UN in Botswana was very much credited to the whole of the UNCT, joining in the practice of critical reflection and strategising on gender.

Heads of Agency meetings are held monthly. Updates on the JGP are provided to UNCT by the JGP Chairperson on quarterly basis and as necessary. Apart from these Joint Gender Programme updates, the regular monthly Heads of Agency Meetings do not include discussions on gender programming.

## WEAK AREAS: NEEDS IMPROVEMENT

### Partnerships

In preparation for the UNBPF, three stakeholder consultation rounds were conducted. Most notably was the National Consultation Workshop on 3rd- 4th August 2016 where the UNBPF priority areas were validated and technical level inputs provided. This saw both the Gender Affairs Department and a number of civil society organisations participating. While some viewed the participation of civil society as fruitful, members of civil society did not share the same sentiments.

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<sup>19</sup> Interviews with GFP's of UN agencies.

<sup>20</sup> UNWOMEN Strategic Note for Botswana, Draft 2016-2021.

Firstly, no specific working or technical group was convened to discuss gender equality in the UNBPF during the August 2016 consultation round. This resulted in the few civil society members that attended the consultation workshop having to strategise with other working groups to provide inputs. Secondly, no explicit opportunity was provided to engage on gender during group discussions, leaving it up to individuals to take advantage to raise issues related to gender during group work. Thirdly, although the participants felt the UNBPF process was well-intentioned, they did not always fully understand it, resulting in further lack of their meaningful participation. Members of civil society mentioned that while the drafting of the UNBPF might have been a well-understood and familiar with Government members, the UN should not assume this is the case for all people participating in the consultations. Lastly, with the majority of participants at the Consultation Workshop being Government employees, civil society members felt their contribution was not always valued.

It is understood that the draft UNBPF used information gathered from key populations and stakeholders that were consulted during the preparation of the 'Vision 2036' framework and the National Development Plan 11 (NDP 11). It is further understood that the quality and inclusiveness of these consultation rounds were never questioned by the UNCT, thus bringing into questioning to what degree the Government managed to embrace the needs and concerns of the most marginalised.

There is broad agreement from both internal and external sources that the UN as a whole has not made sufficient efforts to include the challenges and needs of key marginalised populations, with specific reference to the LGBTI group, migrants and people with disabilities. A key observation by a UN senior staff member is that 'the mandate of the UN is to take a position on the principles that define their mandate on matters of equality and inclusiveness'.

Additionally, the UN Botswana partners and engages with the private sector as an important stakeholder in economic growth and job creation and as a central actor in addressing climate change. As such, the private sector is an important strategic partner for UNCT in achieving its vision to help eradicate poverty and reduce inequalities. Consequently, the absence of the private sector at critical consultation rounds for the UNBPF must be viewed as an essential missed opportunity by the UNCT.

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<sup>21</sup> Groups gathered in accordance to the three Outcomes of the UNBPF (Policy, Implementation and Data Collection).

<sup>22</sup> With too few members they could not cover all the groups they wanted.

<sup>23</sup> Participants that attended the focus group discussion for the UNBPF Gender Review. Individuals from four key CBOs attended.

<sup>24</sup> Members of civil society mentioned that while the drafting of the UNBPF might be a familiar and well-understood process by Government members, the UN should not assume this is the case for all people participating in consultation rounds.

<sup>25</sup> UN Senior staff member.

## IV. RECOMMENDATIONS

High Priority	
Secondary Priority	
<b>Recommendations: General</b>	
	<p><b>Establish an internal screening process of the TOR for the next Country Assessment against clear gender criteria:</b> This will ensure that adjustments to ensure robust gender analysis can be made at an early stage. In order to avoid the often-observed dilution of gender equality along the drafting process, establish quality control of final versions which checks compliance with gender criteria. See 'Relevant Quality Criteria' for Country Assessment, ANNEX C of this report.</p>
	<p><b>Ensure robust gender analysis during the Country Assessment:</b> Either recruit someone with strong gender analytical capacity, or budget for a gender analyst to be recruited alongside the lead consultant.</p>
	<p><b>Establish an inventory of existing gender studies and gender-sensitive documents that were produced through UNCT to support CA and UNDAF drafting processes:</b> The content of a recent body of evidence is strongly recommended to nourish area- and sector-specific gender mainstreaming, and also to inform UNCT's planning and programming. These should be made accessible to all UNCT agencies.</p>
	<p><b>Ensure that Mid-Term Reviews of UNDAF mandate thorough assessment of gender-specific results:</b> 'Relevant Quality Criteria' for Mid-Term Reviews can be found in ANNEX C of this report.</p>
	<p><b>Ensure quality consultation during planning processes:</b> Consider separate consultation rounds with civil society, which represent marginalised groups (e.g. women, LGBTI populations, migrants) and cross-check quality of consultation rounds conducted by the Government, should they be used to inform UNCT planning processes.</p>
	<p><b>Ensure articulation of clear gender criteria for Outcomes and Outputs and the establishment and application of gender indicators:</b> Tip sheets and/or criteria can be developed and shared by UNWOMEN or the TWG with agencies. This should lead to a more harmonised approach to gender mainstreaming, throughout the drafting of a next UNDAF. Concepts can be taken from strategic background documents produced by agencies (e.g. UNICEF has a clear set of gender guidelines on a range of development issues).</p>
	<p><b>Appreciate all methods to 'mainstream' gender in the UNBPF:</b> It can be done through gathering gender statistics; conducting cost-benefit analyses; commissioning research on gender equality and/or inequality; conducting gender impact assessments; or inserting female targeted interventions.</p>

At the feedback session on initial findings and recommendations it was agreed by the UNCT to host another round of consultation with women's rights groups to sahra

<p><b>Ensure strong alignment between UNDAF/UNBPF and CPDs:</b> Cross-linkages during drafting processes of these documents should reflect the gender indicators developed through both processes.</p>	
<p><b>Use new draft CEDAW report for guidance on potentially key gender equality and women's empowerment priorities:</b> Although still a draft, the document should serve as guidance to the UNCT and can guide programming for a follow-up UNJGP.</p>	
<p><b>Advocate for the signing of the Southern African Development Community (SADC) Gender Protocol:</b> The mandate of the UN is to take a stance on the principles that define it on matters of equality and inclusiveness.</p>	
<p><b>Advocate for discussion and inclusion of key population groups such as LGBTI, migrants and sex-workers in advocacy work, policy drafting, service delivery, etc.:</b> The UNCG's Website, it's Twitter and Facebook accounts provide excellent platforms for the UNCT to advocate for the inclusion of key populations through stories, information and dialogue.</p>	
<p><b>The fundamentals of the UN's relationship with its partners in Botswana needs to be strengthened beyond financial support:</b> The role of the UN need to be shifted from that of a funding partner for this is essentially the mandate or objective of the Government, to that of technical support and advocacy where essential advocacy matters, national policy priorities, implementation bottlenecks, etc. will be addressed.</p>	
<p><b>Have a broader gender capacity development focus:</b> Do not only develop the technical capacity of the Gender Affairs Department, but additionally pay attention to technical experts in other Government sectors, especially when talking about gender mainstreaming in national budgeting processes, and to civil society organisations.</p>	
<p><b>Utilise the gender experts at the time of their fielding in Botswana:</b> UN agencies host regional gender experts. Organise joint presentations for UNCT on a particular topic, tools, approaches or methodology of interest on gender during such visits to foster learning on regional gender challenges and/or collaborations.</p>	
<p><b>Internal gender technical support:</b> The presence of UNWOMEN can be utilised for capacity development within the UNCT. Capacity building however must be organic – a more coaching and mentoring style than only in the form of workshops. For example, quarterly meetings with GFPs of agencies can be utilised as opportunities for learning and knowledge sharing.</p>	
<p><b>Keep in check the potential alienation of civil society:</b> Especially during processes such as the drafting of key policy and planning documents. Such forums should be used to advocate for improved partnership between Government and civil society.</p>	
<p><b>Set budget aside to support much needed evidence-based research/assessments:</b> Increase understanding, for example of the real impact of the Women's Economic Empowerment programme implemented by the Government, or the reasons for low political participation by women. Programming on both these development challenges is currently not directed by robust evidence.</p>	

### Recommendations: TWG of the UNJGP

**Revisit the structures and functionality of the TWG of the UNJGP:** Seek ways to iron out challenges mentioned around participation, commitment, and the manner of meetings of the current structure and identify practical and realistic solutions taking into account different capacities of different agencies. Use the Resource Guide on Gender Theme Groups as guideline to improve functioning:  
[https://undg.org/wp-content/uploads/2015/06/6828-Resource\\_Guide\\_Gender\\_Theme\\_Groups.pdf](https://undg.org/wp-content/uploads/2015/06/6828-Resource_Guide_Gender_Theme_Groups.pdf)

**Assess and address the current lack in technical gender capacities in UN agencies:** Provide opportunity during the JGP TWG meetings for individuals to share with the team her/his gender expertise in a specific sector. This will encourage both self-learning and strengthen the UNCT's capacity as a whole.

**Utilise findings and recommendations of upcoming UNJGP evaluation:** Allow for an open and candid evaluation to guide the UNCT on the steps forward for a UNJGP.

**Identify a clear set of objectives with clarity on the roles of UN agencies during implementation of (a future) UNJGP:** Realism is essential when seeking coordination and coherence across individual UN agencies with their own diverse systems and ways of operating. Comparative advantages of agencies should be better made use of.

**Clarify the role of UNWOMEN:** Where conditions permit, UNWOMEN's role should be clarified and made explicit within future joint gender programmes.

## V. SCORECARD DIMENSIONS: Scores for UNCT Botswana

The Scorecard below and actual value for each dimension is calculated by utilising the 22 criteria for the eight dimensions. For detailed comments and evidence to arrive at the scores, please refer to the ANNEX A that follows immediately after. The highest score possible is five (5).

Summary by Scorecard Dimension	Botswana Score
1. Planning	3.7
2. Programming	4.0
3. Partnerships	2.0*
4. UNCT Capacities	3.2
5. Decision-making	3.75
6. Budgeting	4.7
7. Monitoring and Evaluation	3.0
8. Quality Control and Accountability	4.5

\*NOTE: At the feedback session on September 6th to UNCT on the initial findings of this Review, the UNCT agreed to arrange another round of consultation with women's groups and CBO's to address this short-fall. The aim of the consultation round is to share the draft UNBPF for final comments and/or recommendations.

# ANNEX A: SCORECARD RESULTS

## UNCT Performance Indicators for Gender Equality and Women's Empowerment Botswana UNCT – August 2016

### Rating

- 5 = exceeds minimum standards
- 4 = meets minimum standards
- 3 = Needs improvement
- 2 = Inadequate
- 1 = Missing
- 0 = not applicable

Dimensions	Definition	Rating
<b>1. PLANNING (CA/UNBPF)<sup>27</sup></b>		
<b>1.a - Adequate UNCT review of country context related to gender equality and women's empowerment</b> <b>Source: UNDG Guidance</b>	<b>Exceeds minimum standards</b> <ul style="list-style-type: none"> <li>• Includes an in-depth evidence-based analysis of the ways in which gender inequality is reproduced, including the influence of gender relations, roles, status, inequalities and discrimination in legislation and policies, access to and control of resources.</li> <li>• The analysis notes links to national legal frameworks, relevant to the promotion of gender equality and women's empowerment, and specific measures for follow up to CEDAW reports and CEDAW Committee concluding comments.</li> </ul>	<b>Rating: 3.0</b>  <b>Comments:</b> The first <i>draft</i> CA according to evidence did not produce adequate gender analytic data or evidence and no reasons were noted for the failure to present sex-disaggregated data. The draft was improved after substantial comments by the JGP TWG (Annex B).  The final CA is strong in presenting sex-disaggregated

<sup>27</sup> To be completed once during the CA/UNDAF period. Countries that don't have a CA/UNDAF, including conflict/post conflict/crisis countries, should apply these indicators and standards to any other common country planning and programming that the UNCT agrees on. This process will be reviewed on an ongoing basis by the Development Operations Coordination Office.

Dimensions	Definition	Rating
	<ul style="list-style-type: none"> <li>All data is sex-disaggregated, or there is a specific reason noted for not disaggregating by sex.</li> <li>Critical capacity gaps are identified in the area of the promotion of gender equality.</li> </ul> <p><b>Meets minimum standards</b></p> <ul style="list-style-type: none"> <li>Includes an analysis of the ways in which gender inequality is reproduced, including the influence of gender relations, roles, status, inequalities and discrimination in access to and control of resources.</li> <li>The analysis notes links to national legal framework relevant to the promotion of gender equality and women’s empowerment, and includes reference to CEDAW reports and concluding comments.</li> <li>All data is sex-disaggregated, or there is a specific reason noted for not disaggregating by sex.</li> </ul> <p><b>Needs improvement</b> Any two of the above three areas (under <i>Meets minimum standards</i>) are met.</p> <p><b>Inadequate</b> Any one of the above three areas (under <i>Meets minimum standards</i>) is met.</p> <p><b>Missing</b> <b>Not applicable</b></p>	<p>data, but the version still lacks - for all sectors - sufficient <b>analysis</b> that reflects the roles, status, forms of discrimination and the reasons behind inequalities related to access and control. For instance, little is mentioned about the reasons for boys’ drop out from school.</p> <p>As the CEDAW reporting was way overdue by the time the CA was prepared, none of the measures for follow-up could be included. However, UNCT made a commitment to take the concern in the most recent draft CEDAW report into account for the draft UNBPF.</p> <p><b>Evidence:</b> Final Country Assessment; Comments by Technical Working Group on Gender.</p>
1.b - Gender equality and women’s empowerment in UNBPF	<p><b>Exceeds minimum standard</b> More than one outcome clearly articulates how gender equality and women’s empowerment will be promoted.</p> <p><b>Meets minimum standard</b></p>	<p><b>Rating:</b> 3.5 <b>Comments:</b> It would be unfair to rate this indicator lower as the UNBPF did not allow for a range of OUTCOMES,</p>

Dimensions	Definition	Rating
<p><b>outcomes</b></p> <p><b>Source: UNDG Guidance</b></p>	<p>One outcome clearly articulates how gender equality will be promoted.</p> <p><b>Needs improvement</b></p> <p>One outcome includes reference to gender, but does not clearly articulate how gender equality will be promoted.</p> <p><b>Inadequate</b></p> <p>Gender equality or women’s empowerment are given ‘token’ or minimal attention.</p> <p><b>Missing</b></p> <p><b>Not applicable</b></p>	<p>because it focuses on the three broad outcomes decided between the Government and UNCT (Planning, Implementation and Data Strengthening). Thus, the opportunity to include one outcome that clearly articulates how gender equality and women’s empowerment will be promoted, was not possible, hence the 3.5 score.</p> <p>Narrative of UNBPF highlights marginalized groups, including women, female headed households, and girls.</p> <p><b>Evidence:</b></p> <p>Draft UNBPF and discussions with staff</p>
<p><b>1.c - Gender equality and women’s empowerment in UNBPF outputs</b></p> <p><b>Source: UNDG Guidance</b></p>	<p><b>Exceeds minimum standard</b></p> <p>At least one half of outputs clearly articulate tangible changes for rights holders and duty bearers which will lead to improvements in progress toward gender equality and women’s empowerment.</p> <p><b>Meets minimum standard</b></p> <p>Between one third and one half of outputs clearly articulate tangible changes for rights holders and duty bearers which will lead to improved gender equality.</p> <p><b>Needs improvement</b></p> <p>Less than one third of outputs clearly articulate tangible changes for rights holders and duty bearers which will lead to improved gender equality.</p>	<p><b>Rating: 4.0</b></p> <p><b>Comments:</b></p> <p>While outputs at the time of writing in the draft UNBPF might not clearly articulate tangible changes for rights holders and duty bearers which will lead to improved gender equality, the indicators now tied to Outputs will ensure support to reaching targets on gender equality and women’s empowerment. These include indicators related to:</p> <ul style="list-style-type: none"> <li>❖ Political participation</li> <li>❖ GBV</li> <li>❖ Child Marriage</li> <li>❖ Birth registration</li> <li>❖ Teenage pregnancies</li> </ul>

Dimensions	Definition	Rating
	<p><b>Inadequate</b> Outputs refer to gender equality or women in passing, but with no logical connection to changes in gender equality.</p> <p><b>Missing Not applicable</b></p>	<ul style="list-style-type: none"> <li>❖ Maternal mortality</li> <li>❖ Gender responsive LED</li> <li>❖ Targets for productive economic resources</li> <li>❖ Access to and control over land and assets</li> </ul> <p><b>Evidence:</b> Draft UNBPF</p>
<p><b>1.d - Indicators to track UNBPF results are gender-sensitive</b></p> <p><b>Source: UNDG Guidance</b></p>	<p><b>Exceeds minimum standard</b> At least one indicator at outcome level, and one half of indicators at output level, are gender sensitive, and will adequately track progress towards gender equality results.</p> <p><b>Meets minimum standard</b> At least one indicator at outcome level, and between one third and one half of indicators at output level, are gender sensitive, and will adequately track progress towards gender equality results.</p> <p><b>Needs improvement</b> No gender-sensitive indicators at outcome level, and less than one third of indicators at output level are gender sensitive.</p> <p><b>Inadequate</b> Token reference to gender equality or women in indicators.</p> <p><b>Missing Not applicable</b></p>	<p><b>Rating: 4.0</b></p> <p><b>Comments:</b> Significant number of indicators at the time of writing in the draft UNBPF clearly articulate tangible changes for rights holders and duty bearers which will lead to improved gender equality. These included outputs related to:</p> <ul style="list-style-type: none"> <li>❖ Political participation</li> <li>❖ GBV</li> <li>❖ Child Marriage</li> <li>❖ Teenage pregnancies</li> <li>❖ Birth registrations</li> <li>❖ Maternal mortality</li> <li>❖ Gender responsive LED</li> <li>❖ Targets for productive economic resources</li> <li>❖ Access to and control over land and assets</li> </ul> <p><b>Evidence:</b> Draft UNBPF</p>

Dimensions	Definition	Rating
<p><b>1.e - Baselines are gender-sensitive</b></p> <p><b>Source: UNDG Guidance</b></p>	<p><b>Meets minimum standard<sup>28</sup></b> All data is sex-disaggregated, or there is a specific reason noted for not disaggregating by sex.</p> <p><b>Needs improvement</b> Some data is sex-disaggregated but sex-disaggregation is not systematic.</p> <p><b>Inadequate</b> There is token sex-disaggregation of data.</p> <p><b>Missing</b> <b>Not applicable</b></p>	<p><b>Rating: 2.8</b></p> <p><b>Comments:</b> Most data are sex-disaggregated for sectors. Sectors that still need more data are:</p> <ul style="list-style-type: none"> <li>• The participation of women in the formal and informal economic sectors;</li> <li>• Key populations groups such as LGBTI and Migrants</li> <li>• Access to Justice</li> <li>• Family planning methods and behaviour</li> </ul> <p><b>Evidence:</b> Country Assessment; Interviews with staff</p>
<b>2. PROGRAMMING</b>		
<p><b>2.a - Gender perspectives are adequately reflected in joint programming</b></p> <p><b>Source:</b> ECOSOC 1997, 2004, 2005, 2006, TCPR 2007, World Summit Outcome 2005</p>	<p><b>Exceeds minimum standard</b></p> <ul style="list-style-type: none"> <li>• Promoting gender equality and women's empowerment is reflected in long-term programming consistent with the opportunities and challenges identified in the UNCT's background analysis of gender inequality and women's rights situation (e.g., in CA/UNBPF, MDG report, etc.).</li> <li>• UNCT joint initiative(s) (e.g., advocacy and other initiatives) in support of gender equality and women's empowerment exist.</li> </ul> <p><b>Meets minimum standard</b></p> <ul style="list-style-type: none"> <li>• There are detailed, practical and adequately funded programmes addressing the problems and</li> </ul>	<p><b>Rating: 4.5</b></p> <p><b>Comments:</b> The two UNJGP programmes have detailed, practical and adequately funded programmes, and simultaneously address the most crucial gender inequality issues for the UN and the Government (GBV and Mainstreaming). However, the 2015-2016 JGP does not directly address political participation and economic empowerment of women.</p> <p><b>Evidence:</b></p>

<sup>28</sup> It is not possible to exceed the minimum standard in this case, because the indicator refers to an absolute value (all data).

Dimensions	Definition	Rating
	<p>challenges identified in the background analysis of gender inequality and women's rights situation.</p> <ul style="list-style-type: none"> <li>• UNCT joint initiative(s) in support of gender equality exist.</li> </ul> <p><b>Needs improvement</b> Meets either one of the two areas above (under <i>Meets minimum standard</i>).</p> <p><b>Inadequate</b> Token reference to gender equality in programming.</p> <p><b>Missing</b> <b>Not applicable</b></p>	<p>UNJGP programme documents; Country Assessment; Interviews with UN staff.</p>
<p><b>2.b – Joint programmes</b> <b>Source: UNDG Guidance</b></p>	<p><b>Exceeds minimum standard</b> Key national gender equality and women's empowerment priorities are being addressed through a Joint Programme on gender equality, and through mainstreaming gender equality into other Joint Programmes.</p> <p><b>Meets minimum standard</b> A Joint Programme on promoting gender equality and women's empowerment is in place, and work is in progress to mainstream gender into other Joint Programmes.</p> <p><b>Needs improvement</b> Joint Programme on promoting gender equality and women's empowerment being formulated, and limited mainstreaming in other Joint Programmes.</p>	<p><b>Rating: 4.8</b></p> <p><b>Comments:</b> Key national gender equality and women's empowerment priorities (in this case identified as GBV and Gender Mainstreaming) are being addressed through two UNJGP programmes. While nine UN agencies in principle signed up in support of the UNJGP, not all are observing their commitments.</p> <p>The Joint Programmes are aligned with priorities in the current National Gender Strategy that identified the following areas as priority areas:</p> <ul style="list-style-type: none"> <li>• Women and Poverty, including Economic Empowerment</li> <li>• Women in Power and Decision-Making</li> <li>• Education and Training of Women</li> </ul>

Dimensions	Definition	Rating
	<p><b>Inadequate</b> No Joint Programme on promoting gender equality and women's empowerment being formulated, and limited attention to gender in Joint Programmes</p> <p><b>Missing</b> <b>Not applicable</b></p>	<ul style="list-style-type: none"> <li>• Women and Health</li> <li>• Violence Against Women, including women's Human rights</li> <li>• The Girl-child</li> </ul> <p>The Government's National Development Plan (11th version) also includes a section on achieving gender equality and empowerment of women.</p> <p><b>Evidence:</b> UNJGP documents; UNJGP Annual Report March 2016; National Gender Policy and draft NPD 11.</p>

Dimensions	Definition	Rating
<p><b>2.c - UNCT support for national priorities related to gender equality and women's empowerment</b></p> <p><b>Source: TCPR 2007</b></p>	<p><b>Exceeds minimum standard</b></p> <ul style="list-style-type: none"> <li>• UNJGP budgetary allocations support implementation of national gender equality legal frameworks, including: <ul style="list-style-type: none"> <li>• National Plan of Action on Gender Equality and Women's Empowerment.</li> <li>• Implementation of CEDAW, and follow-up to CEDAW Committee concluding comments.</li> <li>• Collection and analysis of sex-disaggregated data at the national level.</li> <li>• Gender mainstreaming in ministries other than the women's machinery.</li> </ul> </li> </ul> <p><b>Meets minimum standard</b> Meets any three of the above.</p> <p><b>Needs improvement</b> Meets any two of the above.</p> <p><b>Inadequate</b> Meets one of the above.</p> <p><b>Missing</b> <b>Not applicable</b></p>	<p><b>Rating: 4.8</b></p> <p><b>Comments:</b> The UNJGP nearly fulfils all the measures to 'exceed' the minimum standard in this criterion. However, the collection and analysis of sex-disaggregated data at national level still has a long way to go, specifically for areas other than GBV in which the UNJGP has achieved a lot.</p> <p>UNJGP achievements include a draft CEDAW report – last report was in 2008; workshops, summits and training on gender mainstreaming for the Gender Affairs Department. Around \$420 000 spent on gender equality and women's empowerment in 2015 alone, and around \$300 000 anticipated for 2016.</p> <p><b>Evidence:</b> UNJGP documents; Financial statements (UNDP); UNJGP Annual Report March 2016.</p>
<p><b>2.d - UNCT support to gender mainstreaming in programme based</b></p>	<p><b>Exceeds minimum standard</b></p> <ul style="list-style-type: none"> <li>• Capacity development provided to relevant Government ministries for mainstreaming gender in Poverty Reduction Strategy Papers or equivalent.</li> <li>• Capacity development provided to relevant</li> </ul>	<p><b>Rating: 3.0</b></p> <p><b>Comments:</b> Capacity development to mainstream gender has been provided to maximum 8 Ministries, but comprehensive</p>

Dimensions	Definition	Rating
<p><b>approaches</b></p> <p><b>Source: TCPR 2007</b></p>	<p>Government ministries for mainstreaming gender in General Budget Support programming.</p> <ul style="list-style-type: none"> <li>Capacity development provided to relevant Government ministries for mainstreaming gender in Sector Wide Approaches and/ or National Development Plans.</li> </ul> <p><b>Meets minimum standard</b> Meets any two of the above.</p> <p><b>Needs improvement</b> Meets any one of the above.</p> <p><b>Inadequate</b> Token attention to gender mainstreaming in programme based approaches.</p> <p><b>Missing</b> <b>Not applicable</b></p>	<p>capacity development on Gender Responsive Budgeting is lacking.</p> <p>The Gender Affairs Department is responsible for the gender mainstreaming capacity development in other Ministries.</p> <p><b>Evidence:</b> Meeting with Gender Affairs Department; Interviews with UN staff; UNJGP documents; Country Assessment.</p>
<p><b>2.e - UNCT support to gender mainstreaming in aid effectiveness processes</b></p> <p><b>Source: TCPR 2007</b></p>	<p><b>Exceeds minimum standard</b> Gender-responsive budgeting (GRB) is promoted in the Ministry of Finance and other key ministries. UNCT takes lead role in strengthening the Government's ability to coordinate donor support to promote gender equality. UNCT supports monitoring and evaluation of gender mainstreaming in National Development Plans, Poverty Reduction Strategy Papers or equivalent, General Budget Support programming, and Sector Wide Approaches.</p>	<p><b>Rating: 2.5</b></p> <p><b>Comments:</b> The UNCT was requested to assist in ensuring a more gender-sensitive draft National Development Plan 11. Members from the UN and the Gender Affairs Department provided recommendations at the time of writing to the Government. Gender Budget support is non-existing.</p> <p><b>Evidence:</b> Country Assessment, draft NDP11 and Vision2036</p>

Dimensions	Definition	Rating
	<p><b>Meets minimum standard</b> Meets any two of the above.</p> <p><b>Needs improvement</b> Meets one of the above.</p> <p><b>Inadequate</b> Token attention to gender mainstreaming in aid effectiveness processes.</p> <p><b>Missing</b> <b>Not applicable</b></p>	<p>Framework</p>
<p><b>3. PARTNERSHIPS</b></p>		
<p><b>3.a - Involvement of National Machineries for Women / Gender Equality and women's departments at the sub-national level<sup>29</sup></b> <b>Source: UNDG Guidance</b></p>	<p><b>Exceeds minimum standard</b> Women's machinery / department participates fully in:</p> <ul style="list-style-type: none"> <li>• Consultations about CA/UNBPF planning (e.g. the Consultation Round on 3<sup>rd</sup>-4<sup>th</sup> August).</li> <li>• Development of UNBPF outcomes, outputs and indicators.</li> <li>• As key informants / stakeholders in the monitoring and evaluation of UNBPF results.</li> </ul> <p>Full participation means that the women's machinery / department is present at meetings, is involved in decision-making, and that recommendations made are followed-up and there is involvement at the implementation level.</p>	<p><b>Rating: 2.0</b></p> <p><b>Comments:</b> The women's machinery (Gender Affairs Department) was invited and involved during the development of the UNBPF through the consultation rounds. While they were present in the UNBPF consultation, there are capacity issues within the institution that need to be improved for optimum involvement. The role of GeAD in supporting the achievement of UNBPF outcomes is not clearly defined, although they are noted as one of the key implementing partners for the UNJGP.</p> <p>Some GeAD members interviewed were also not sure</p>

<sup>29</sup> To be completed once during the CCA/UNDAF process.

Dimensions	Definition	Rating
	<p>• Role of women's machinery in supporting achievement of UNBPF outcomes clearly defined.</p> <p><b>Meets minimum standard</b></p> <ul style="list-style-type: none"> <li>• Women's machinery/ department participates fully in CA/ UNDBPF consultations.</li> <li>• Role of women's machinery/ department in supporting achievement of UNBPF outcomes clearly defined.</li> </ul> <p><b>Needs improvement</b></p> <ul style="list-style-type: none"> <li>• Women's machinery/ department participates fully in one of the above (under Meets minimum standard).</li> </ul> <p><b>Inadequate</b></p> <p>Token participation by women's machinery/ department.</p> <p><b>Missing</b></p> <p>Not applicable</p>	<p>what state the UNBPF draft has reached during the interviews, and if they would have opportunities to review it for last comments.</p> <p><b>Evidence:</b></p> <p>Interviews with Gender Affairs Department and UN staff.</p>
<p><b>3.b - Involvement of women's NGOs and networks<sup>30</sup></b></p> <p><b>Source: UNDG Guidance</b></p>	<p><b>Exceeds minimum standard</b></p> <p>Women's NGOs and networks participate fully in:</p> <ul style="list-style-type: none"> <li>• Consultations around CA/ UNBPF planning (e.g. the prioritization retreat).</li> <li>• Development of UNBPF outcomes, outputs and indicators.</li> <li>• Monitoring and evaluation of UNBPF results.</li> </ul>	<p><b>Rating: 2.0</b></p> <p><b>Comments:</b></p> <p>As with the GeAD, civil society organisations representing women attended the Consultation workshop on the 4<sup>th</sup> August 2016. Four gender organisations participated in this interview:</p>

<sup>30</sup> To be completed once during the CCA/UNDAF process.

Dimensions	Definition	Rating
	<p>Full participation means that women NGOs and network representatives are present at meetings, involved in decision-making, that recommendations made are followed-up, and that they are also involved at the implementation level.</p> <ul style="list-style-type: none"> <li>• Role of women's NGOs and networks in supporting achievement of UNBPF outcomes clearly defined.</li> </ul> <p><b>Meets minimum standard</b></p> <ul style="list-style-type: none"> <li>• <b>Women's NGOs and networks participate fully in CCA/UNBPF consultations.</b></li> <li>• Role of women's NGOs and networks in supporting achievement of UNBPF outcomes clearly defined.</li> </ul> <p><b>Needs improvement</b></p> <ul style="list-style-type: none"> <li>• Women's NGOs and networks participate fully in one of the above (under Meets minimum standard)</li> </ul> <p><b>Inadequate</b> Token participation by women's NGOs and networks.</p> <p><b>Missing</b> Not applicable</p>	<ul style="list-style-type: none"> <li>• Botswana Council of Churches</li> <li>• Gender Links</li> <li>• Kagisano Society Women's Shelter</li> <li>• Stepping Stones International</li> </ul> <p>As reported in the narrative part of the report, full and meaningful participation remains hindered and random. Members were not sure if and what comments would be included in the draft UNBPF. The role of women's CBOs/NGOs are thus not clearly defined.</p> <p><b>Evidence:</b> Interviews with UN Staff and civil society members.</p>
<p><b>3.c - Women from excluded groups included as programme partners and</b></p>	<p><b>Exceeds minimum standard</b></p> <ul style="list-style-type: none"> <li>• Women from excluded groups and their capacities and livelihoods strategies, clearly identified in UNCT country level analysis.</li> <li>• UNCT proactively involves women from excluded</li> </ul>	<p><b>Rating:</b> 2.0</p> <p><b>Comments:</b> Women from excluded groups are identified in the CA.</p>

Dimensions	Definition	Rating
<p><b>beneficiaries in key UNCT initiatives</b></p> <p><b>Source: UNDG Guidance</b></p>	<p>groups in planning, implementation, decision-making, and monitoring and evaluation.</p> <ul style="list-style-type: none"> <li>• Women from excluded groups are participants and beneficiaries in key UNCT initiatives, e.g. in UNBPF outcomes and outputs.</li> </ul> <p><b>Meets minimum standard</b></p> <ul style="list-style-type: none"> <li>• Women from excluded groups clearly identified in UNCT country level analysis.</li> <li>• Women from excluded groups are participants and beneficiaries in key UNCT activities, e.g. in UNBPF outcomes and outputs.</li> </ul> <p><b>Needs improvement</b></p> <p>Meets one of the above (under <i>Meets minimum standard</i>).</p> <p><b>Inadequate</b></p> <p>Token involvement of women from excluded groups.</p> <p><b>Missing</b></p> <p><b>Not applicable</b></p>	<p>They are also targeted in some draft UNBPF indicators, but as beneficiaries, not as participants. Targeting is inferred in some outputs via general inclusionary terms without clearer articulation about gender specificities. Marginalised women are not involved in higher-level processes (planning, decision-making, etc.) and were poorly represented at consultation rounds.</p> <p><b>Evidence:</b></p> <p>Interviews with UN staff and civil society members; Draft UNBPF.</p>
<p><b>4. UNCT CAPACITIES</b></p>		
<p><b>4.a - Multi-stakeholder Gender Theme Group is effective</b></p> <p><b>Source: TCPR 2007</b></p>	<p><b>Exceeds minimum standard</b></p> <ul style="list-style-type: none"> <li>• Gender Theme Group adequately resourced, and resourced equally to other Theme Groups.</li> <li>• All key stakeholders participate (e.g. national partners, Bretton Woods institutions, regional banks, civil society, trades unions, employer organizations, the private sector, donors, and international NGOs).</li> <li>• Gender Theme Group recommendations taken into</li> </ul>	<p><b>Rating:</b> 4.0</p> <p><b>Comments:</b></p> <p>The JGP TWG reported on the weak participation by some UN agencies in meetings; other donors or international agencies and the private sector do not participate in the JGP implementation.</p>

Dimensions	Definition	Rating
	<p>account in preparation of CA/UNBPF.</p> <ul style="list-style-type: none"> <li>Gender Theme Group has a clear terms of reference with membership of staff at decision making levels and clear accountability as a group.</li> </ul> <p><b>Meets minimum standard</b></p> <ul style="list-style-type: none"> <li>Gender Theme Group adequately resourced.</li> <li>Gender Theme Group recommendations taken into account in preparation of CCA/UNBPF.</li> <li>Gender Theme Group has clear terms of reference.</li> </ul> <p><b>Needs improvement</b></p> <p>Meets any two of the above (under Meets minimum standard).</p> <p><b>Inadequate</b></p> <p>Meets any one of the above (under Meets minimum standard).</p> <p><b>Missing</b></p> <p><b>Not applicable</b></p>	<p>Recommendations by the JGP TWG are taken into consideration in the preparation of the Country Assessment and UNBPF.</p> <p>As mentioned in the narrative, the JGP TWG has clear terms of reference with membership of some staff at decision making levels. However clear accountability as a group is not reflected. The JGPs have annual Work Plans.</p> <p><b>Evidence:</b> Country Assessment; Draft UNBPF; UNJGP Annual Report March 2016; Interviews with UN staff.</p>
<p><b>4.b - Capacity assessment and development of UNCTs in gender equality and women's empowerment programming</b></p> <p><b>Source: ECOSOC</b></p>	<p><b>Exceeds minimum standard</b></p> <ul style="list-style-type: none"> <li>Resident Coordinator systematically promotes, monitors and reports on capacity assessment and development activities related to gender equality and women's empowerment.</li> <li>Regular review of capacity of UNCT to undertake gender mainstreaming (e.g. once every one or two years).</li> <li>The impact of the gender component of existing training programmes regularly reviewed, and</li> </ul>	<p><b>Rating: 2.5</b></p> <p><b>Comments:</b> Only two agencies (UNDP and UNFPA) take a mandatory approach to capacity development on gender equality and women's empowerment. UNDP staff all completed an e-course and UNFPA programme managers are obligated to complete an online course on gender. Other agencies do not demonstrate a</p>

Dimensions	Definition	Rating
<p>2006</p>	<p>revised based on the review.</p> <ul style="list-style-type: none"> <li>• Training on gender mainstreaming takes place for all UNCT staff (one day every six months for new staff for first year, minimum of one day of training once every year after this).</li> <li>• Gender specialists and gender focal points receive specific training (minimum four days of training a year on gender equality and women's empowerment programming).</li> </ul> <p><b>Meets minimum standard</b></p> <ul style="list-style-type: none"> <li>• Resident Coordinator systematically promotes, monitors and reports on capacity development activities related to gender equality and women's empowerment</li> <li>• Regular review of capacity of UNCT to undertake gender mainstreaming (e.g. once every two or three years).</li> <li>• Training on gender mainstreaming takes place for all UNCT staff (one day every six months for new staff for first year, minimum of one day of training once every two years after this).</li> <li>• Gender specialists and gender focal points receive specific training (minimum two days of training a year on gender equality and women's empowerment programming).</li> </ul> <p><b>Needs improvement</b> Any two of the above (under Meets minimum standard) are met.</p> <p><b>Inadequate</b></p>	<p>systematic approach to capacity development of staff.</p> <p>Other capacity development initiatives for existing or new staff and of GFPs are not institutionalised, monitored or the impact measured. No evidence was found of agencies review and measuring the impact of capacity development.</p> <p><b>Evidence:</b> Interviews with UNDP and UNFPA staff.</p>

Dimensions	Definition	Rating
<p>4.c - Gender expert roster with national, regional and international expertise used by UNCT members<sup>31</sup></p> <p>Source: ECOSOC 2006</p>	<p>Token attention to capacity development of UNCTs in gender mainstreaming.</p> <p><b>Missing</b> Not applicable</p> <p><b>Exceeds minimum standard</b></p> <ul style="list-style-type: none"> <li>• Gender expert roster exists, is regularly updated and includes national, regional and international experts.</li> <li>• Experts participate in key UNCT activities (e.g. UNBPF planning, development of Joint Programmes on gender equality and women's empowerment).</li> <li>• Roster used on a regular basis by UN agencies (dependent on size of UN country programme).</li> </ul> <p><b>Meets minimum standard</b></p> <ul style="list-style-type: none"> <li>• Gender expert roster exists.</li> <li>• Roster used on a regular basis by some UN agencies (dependent on size of UN country programme).</li> </ul> <p><b>Needs improvement</b> Roster in place but not updated or utilised.</p> <p><b>Inadequate</b> No roster exists.</p> <p><b>Missing</b> <b>Not applicable</b></p>	<p><b>Rating: 3.0</b></p> <p><b>Comments:</b> Due to the small size of the UNCT, the existence and use of a gender roster is probably not of such importance, or could be kept at regional level. Gender experts (staff in UNFPA and UNWOMEN consultant) actively participated in planning processes (i.e. UNJGP and UNBPF).</p> <p><b>Evidence:</b> Interviews; Observation of UNBPF planning process; Recommendations provided by TWG on Gender (ANNEX B)</p>

<sup>31</sup>The roster can be maintained at national or regional levels.

Dimensions	Definition	Rating
<b>5. DECISION-MAKING</b>		
5.a - Gender Theme Group coordinator is part of UNCT Heads of Agency group Source: TCPR 2007	Yes/No	<b>Rating:</b> 4.0 <b>Comments:</b> YES, the head of UNFPA is the acting chair of the JGP TWG, hence sits in at UNCT Heads of Agency meetings.
5.b - UNCT Heads of Agency meetings regularly take up gender equality programming and support issues Source: TCPR 2007	<p><b>Exceeds minimum standard</b></p> <ul style="list-style-type: none"> <li>• Gender equality programming and support issues included in 75% of Heads of Agency meetings.</li> <li>• Decisions related to gender equality programming and support issues are followed through.</li> </ul> <p><b>Meets minimum standard</b></p> <ul style="list-style-type: none"> <li>• Gender equality programming and support issues are included in 50% of Heads of Agency meetings.</li> <li>• Decisions related to gender equality programming and support issues are followed through.</li> </ul> <p><b>Needs improvement</b> Heads of Agency meetings occasionally include gender equality programming on their agenda.</p> <p><b>Inadequate</b> Token attention to gender equality programming and support issues.</p> <p><b>Missing</b></p>	<p><b>Rating:</b> 3.5</p> <p><b>Comments:</b> Heads of Agency meetings are held monthly. Updates on the JGP are provided to UNCT by the JGP Chairperson on quarterly basis.</p> <p><b>Evidence:</b> Agendas of Heads of Agency Meetings; Interviews with Heads of Agencies.</p>

Dimensions	Definition	Rating																																																
<p><b>6. BUDGETING</b></p> <p><b>6.a - UNCT Gender responsive budgeting system instituted</b></p> <p><b>Source: ECOSOC 2005</b></p>	<p><b>Not applicable</b></p> <p><b>Exceeds minimum standard</b> The UNCT has implemented a budgeting system which tracks UNCT expenditures for gender equality programming, as a means of ensuring adequate resource allocation for promoting gender equality.</p> <p><b>Meets minimum standard</b> The UNCT has clear plans for implementing a budgeting system to track UNCT expenditures for gender equality programming, with timeliness for completion of the plan noted.</p> <p><b>Needs improvement</b> Discussions ongoing concerning the need to implement a budgeting system to track UNCT expenditures for gender equality programming.</p> <p><b>Inadequate</b> The issue of implementing a budgeting system to track UNCT expenditures for gender equality programming has been raised, but a decision was taken not to proceed with this.</p> <p><b>Missing</b> <b>Not applicable</b></p>	<p><b>Rating: 5.0</b></p> <p><b>Comments:</b> The UNJGP programme provides the opportunity for the UNCT to track expenditure for gender equality programming accurately. It also includes clear plans with timeliness for completion of both UNJGP Work Plans. Parallel funding allows for individual agencies to track expenditure.</p> <p>The following data represents expenditure for 2015:</p> <table border="1" data-bbox="794 367 1043 1048"> <thead> <tr> <th rowspan="2"></th> <th colspan="3">GENDER MAINSTREAMING</th> <th colspan="3">GENDER-BASED VIOLENCE</th> </tr> <tr> <th>Allocations US\$</th> <th>Expenditure US\$</th> <th>Expenditure Rate, %</th> <th>Allocations US\$</th> <th>Expenditure US\$</th> <th>Expenditure Rate, %</th> </tr> </thead> <tbody> <tr> <td>UNFPA</td> <td>75,000</td> <td>71,741</td> <td>96</td> <td>136,600</td> <td>123,339</td> <td>90</td> </tr> <tr> <td>UNDP</td> <td>127,300</td> <td>87,791</td> <td>69</td> <td>172,700</td> <td>105,636</td> <td>61</td> </tr> <tr> <td>UNICEF</td> <td>-</td> <td>-</td> <td>-</td> <td>45,000</td> <td>28,193</td> <td>63</td> </tr> <tr> <td>UN Women</td> <td>-</td> <td>-</td> <td>-</td> <td>5,000</td> <td>4,038</td> <td>81</td> </tr> <tr> <td><b>Total</b></td> <td><b>202,300</b></td> <td><b>159,532</b></td> <td><b>79</b></td> <td><b>359,300</b></td> <td><b>261,206</b></td> <td><b>73</b></td> </tr> </tbody> </table> <p>It is predicted that another \$300 000 will be spent in 2016.</p> <p><b>Evidence:</b> UNJGP Annual report March 2016; Interview with staff; UNJGP Work Plans.</p>		GENDER MAINSTREAMING			GENDER-BASED VIOLENCE			Allocations US\$	Expenditure US\$	Expenditure Rate, %	Allocations US\$	Expenditure US\$	Expenditure Rate, %	UNFPA	75,000	71,741	96	136,600	123,339	90	UNDP	127,300	87,791	69	172,700	105,636	61	UNICEF	-	-	-	45,000	28,193	63	UN Women	-	-	-	5,000	4,038	81	<b>Total</b>	<b>202,300</b>	<b>159,532</b>	<b>79</b>	<b>359,300</b>	<b>261,206</b>	<b>73</b>
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Dimensions	Definition	Rating
<p><b>6.b - Specific budgets allocated to stimulate stronger programming on gender equality and women's empowerment</b></p> <p><b>Source: ECOSOC 2005</b></p>	<p><b>Exceeds minimum standard</b> Specific budgets to strengthen UNCT support for gender equality and women's empowerment located for:</p> <ul style="list-style-type: none"> <li>• Capacity development and training of UNCT members.</li> <li>• Gender equality pilot projects.</li> <li>• Support to national women's machinery.</li> <li>• Support to women's NGOs and networks.</li> <li>• Maintenance of experts' roster.</li> <li>• Gender mainstreaming in CA/ UNBPF exercises (e.g. for the preparation of background documentation, gender analysis capacity building, technical resource persons, etc.).</li> </ul> <p><b>Meets minimum standard</b> Specific budgets allocated for any four of the above.</p> <p><b>Needs improvement</b> Specific budgets allocated for any three of the above.</p> <p><b>Inadequate</b> Specific budget allocated for one or two of the above.</p> <p><b>Missing</b> <b>Not applicable</b></p>	<p><b>Rating: 4.4</b></p> <p><b>Comments:</b> Gender Mainstreaming in the CA was supported by the JGP TWG. Mainstreaming in the draft UNBPF was supported by UNFPA's gender specialist and UNWOMEN's consultant. Capacity development for staff is encouraged as part of e-learning, although no specific budgets are set aside for other training. There are no funds for an experts' roster.</p> <p>There is support to the women's machinery and civil society through the UNJGP but this has not been at the country team level.</p> <p><b>Evidence:</b> UNJGP Programme documents and Work Plans.</p>
<b>7. MONITORING AND EVALUATION</b>		
<p><b>7.a - Monitoring and evaluation includes adequate attention to gender</b></p>	<p><b>Exceeds minimum standard</b></p> <ul style="list-style-type: none"> <li>• A dedicated gender equality evaluation is carried out once during the UNDAF period.</li> <li>• Gender audit undertaken once during UNDAF</li> </ul>	<p><b>Rating: 3.0</b></p> <p><b>Comments:</b> For this criteria the Review took in account the initial</p>

Dimensions	Definition	Rating
<p><b>mainstreaming and the promotion of gender equality and women's empowerment</b></p> <p><b>Source: UNDG Guidance</b></p>	<p>period.</p> <ul style="list-style-type: none"> <li>• The UNDAF Monitoring and Evaluation Framework measures gender-related outcome and output expected results.</li> <li>• Data for gender-sensitive indicators in the UNDAF Results Matrix is gathered as planned.</li> <li>• All monitoring and evaluation data is sex-disaggregated, or there is a specific reason noted for not disaggregating by sex.</li> <li>• The UNDAF Annual Review reports on the main gender-related expected results.</li> <li>• Resident Coordinator reporting covers the main gender-related expected results.</li> <li>• Gaps against planned results are rectified at an early stage.</li> </ul> <p><b>Meets minimum standard</b></p> <ul style="list-style-type: none"> <li>• The UNDAF Monitoring and Evaluation Framework measures gender-related outcome and output expected results.</li> <li>• Data for gender-sensitive indicators in the UNDAF Results Matrix is gathered as planned.</li> <li>• All monitoring and evaluation data is sex-disaggregated, or there is a specific reason noted for not disaggregating by sex.</li> <li>• The UNDAF/CAP Annual Review reports on the main gender-related expected results.</li> <li>• Resident Coordinator reporting covers the main gender-related expected results.</li> </ul> <p><b>Needs improvement</b></p> <p>Any four of the above (under <i>Meets minimum standard</i>)</p>	<p>M&amp;E framework of the UNDAF, and the M&amp;E Frameworks (Work Plans) developed in 2014 for the UNJGP at a later stage.</p> <p>The criticism in the MTR related to gender outputs, indicators and measuring progress (more clearly stated in the narrative part of this report) was taken into account.</p> <p>The Scorecard Guide recommends a Gender Audit mid-term through the UNDAF, which did not take place during the current UNDAF. This Scorecard review was the first since the inception of this UNDAF.</p> <p>The Resident Coordinator included reporting on the UNJGP in his letter to the SG.</p> <p><b>Evidence:</b> MTR September 2014; Resident Coordinator's letter to the Secretary General.</p>

Dimensions	Definition	Rating
	<p>are achieved.</p> <p><b>Inadequate</b> Less than four of the above (under <i>Meets minimum standard</i>) are achieved.</p> <p><b>Missing</b> <b>Not applicable</b></p>	
<b>8. QUALITY CONTROL AND ACCOUNTABILITY</b>		
<p><b>8.a - CA/UNBPF quality control<sup>32</sup></b></p> <p><b>Source: UNDG Guidance</b></p>	<p><b>Exceeds minimum standards</b></p> <ul style="list-style-type: none"> <li>• Gender experts involved in all aspects of CA/UNBPF preparation.</li> <li>• Readers' Group comments refer specifically to gender equality and empowerment of women.</li> <li>• Evidence of changes based on Readers' Group comments concerning gender equality and empowerment of women.</li> <li>• Relevant assessment on gender equality and empowerment of women from the CA quality review template taken into account in revising the CA/UNBPF.</li> <li>• Relevant assessment on gender equality and empowerment of women from the UNBPF quality review template taken into account in revising the UNBPF.</li> </ul> <p><b>Meets minimum standard</b></p> <ul style="list-style-type: none"> <li>• Gender experts involved in all aspects of CA/UNBPF preparation.</li> <li>• Relevant assessment on gender equality and</li> </ul>	<p><b>Rating: 4.5</b></p> <p>Gender experts were involved in the preparation and review of UNBPF – both from UNFPA and UNWOMEN, and members of the Gender Affairs Department. The process did not follow one of Readers' Group Comments due to the small size of the UNCT. While the drafting of the UNBPF demonstrates a much stronger involvement of experts and recommendations, this is yet to be achieved for all aspects of the Country Assessment.</p> <p>Other members of the JGP TWG, staff members of agencies, or Head of Agencies provided ad hoc comments (both through email communication and workshop participation) to the draft UNBPF to improve gender equality that were accordingly included. Key changes made to the document include:</p> <ul style="list-style-type: none"> <li>• Comments to make the narrative part of the draft UNBPF more gender responsive/inclusive;</li> <li>• Formulation of indicators to ensure a gender-</li> </ul>

<sup>32</sup> To be completed once during the CCA/UNDAF process.

Dimensions	Definition	Rating
	<p>empowerment of women from the CA quality review template taken into account in revising the CA.</p> <ul style="list-style-type: none"> <li>• Relevant assessment on gender equality and empowerment of women from the draft UNBPF quality review template taken into account in revising the draft UNBPF.</li> </ul> <p><b>Needs improvement</b> Meets only one or two of the above (under Meets minimum standard).</p> <p><b>Inadequate</b> Token attention to gender equality during review and quality control exercises.</p> <ul style="list-style-type: none"> <li>• <b>Missing</b> <b>Not applicable</b></li> </ul>	<p>responsive UNBPF Results Framework.</p> <p>The first <i>draft</i> CA according to evidence did not produce adequate gender analytic data or evidence and no reasons were noted for the failure to present sex-disaggregated data. The draft was improved after substantial comments by the JGP TWG (Annex B).</p> <p><b>Evidence:</b> Review of CA comments provided by JGP TWG; Interviews with UN staff; Observations during UNBPF drafting processes.</p>

## ANNEX B: GENDER REVIEW OF COUNTRY ASSESSMENT BY UNJGP TWG

The gender review serves the purpose to integrate gender in the country assessment (CA). It looks at the dynamics of power relationships between men and women, their access to and control over resources, their activities, and the constraints they face relative to each other.

### GENERAL COMMENTS AND RECOMMENDATION

- Gender is not mainstreamed across the CA
- One chapter is dedicated on Gender; however the remaining CA is gender neutral/blind. (see description of gender terminology in Annex below)
- Sex disaggregation of data is not consistent throughout the CA. This should be adopted consistently throughout the document as a standard practice.
- Outcome Statements and indicators to be gender-sensitive. (Guidance provided in the CA)
- Limited analysis on the persistent inequalities and root causes (especially where evidence is available) to further highlight the enabling and hindering factors of these inequalities. (E.g. high GBV prevalence linked to cultural inequalities; high HIV prevalence among women, high Maternal Mortality Rate and possible link to abortion, Women in political leadership). This analysis will guide focus of the UNDAF interventions.
- Effectiveness and impact of policies on men and women should be reflected in the CA.
- Key issues limiting the effective participation of women in different development programmes are not reflected.
- General analysis on the level of engagement and participation by civil society organisations, including women's groups in policy development and general decision-making, including their funding by government.
- To highlight feedback on the Ibrahim Index.
- The absence of sex-disaggregated data in specific sectors should also be noted as a challenge in the CA.
- GBV only reflected under the Gender section. It should be identified under the Health, Education, and Economic Empowerment/engagement. (reflected in CA)

Additional Sources/References to be consulted:

- National HIV and AIDS Response – Gender Assessment Report, October 2014 (Government of Botswana, NACA, UNAIDS & EU )
- Botswana HIV Investment Case (UNAIDS)
- Annual Gender Barometers (UNFPA)
- Gender Based Violence Indicators Study, 2012 (UNFPA)

## ANNEX: THE CHECKLIST

### COUNTRY ANALYSIS ASSESSMENT WITH A GENDER LENS

Objective of gender responsive programming

- To advance women's equal participation with men as decision makers in shaping the sustainable development of their societies;
- To support women and girls in the realization of their full human rights; and
- To reduce gender inequalities in access to and control over the resources and benefits of development.

#### Checklist

	Questions	Example (both positive and negative in the draft CA)
1.	Were references to gender focused documentation and data such as existing national gender studies, MDG reports, gender evaluations, relevant regional instruments and frameworks included?	MDG Goals Status Report 2015; Human Development Report 2015; SADC Gender Barometer; Beijing +20 progress report; Africa Gender Equality Index report 2015; NGO shadow reports
2.	Were legal frameworks relevant to the promotion of gender equality and women's empowerment, such as CEDAW reports and concluding comments consulted? Does the CAA provide information on the integration of international norms and standards in national legislative and policy frameworks?	SADC gender protocol Beijing + 20 progress report CEDAW report and concluding comments.
3.	Does the information gathered make the differences between women and men explicit; as such, data disaggregated by sex, age, ethnic group and socio-economic status? It can often be challenging to identify robust sex-disaggregated data across the board, as such data is frequently lacking. The absence of sex-disaggregated data in specific sectors should also be noted as a challenge.	Women's representation in cabinet (8%), parliament (10%) and local Government (18%)
4.	Does the CAA provide information to the differential perspectives, roles, needs, and interests of women and men in the country including the practical needs and strategic interests of women and men?	
5.	Does the CAA provide information on the relations between women and men pertaining to their access to, and control over resources, benefits and decision-making processes?	
6.	Do policies and legislation discriminate women in its outcomes? Do policies and legislation support full participation of women and gender equality? Does the CAA provide information on the potential different impact of policies and programs on men, women, girls and boys? What may have prevented women from participating in or benefiting from a policy, legislation, programme.	Botswana's response to poverty (page 15)

7.	Have patterns of discrimination and inequality, including among different groups of men and women been identified and analyzed?	By 2041, Botswana will have succeeded in developing a highly skilled workforce capable to sustain competitiveness of Botswana's export clusters. (page 19) Share of skilled workers in the workforce
8.	Have capacity gaps of key actors, duty bearers and rights holders been identified and analyzed?	In the health sector Botswana spends 4.5 percent of its GDP and 18 percent of the total Government budget on the sector, compared to 3.5 percent and 11.2 percent on average in other upper middle income countries. While Botswana compares favorably in terms of access to improved water sources and child immunization rates, in a number of areas it performs poorly, including in access to improved sanitation facilities, the prevalence of malnutrition maternal mortality ratios and life expectancy. The latter could be attributed to high HIV/AIDS prevalence. Poor social development outcomes are further exacerbated by a fragmented social protection system.(page 19)
9.	How well does the CAA provide analysis of the ways in which gender inequality is reproduced?	
10.	Among development challenges and outcome statements, are gender equality issues stand-alone points, or are they mainstreamed in a meaningful way?	See all outcome statements and mentioned development challenges in the text
11.	Does the CAA provide information to the political, social, economic and cultural constraints, opportunities, and entry points for reducing gender inequalities and promoting more equal relations between women and men?	Botswana's response to poverty (page 15)
12.	Does the CAA state how women (women's organizations and gender advocacy groups, gender sector) have participated in decision-making for policies, legalization, programs? Have women (women organizations, gender advocacy groups, gender sector) been directly consulted in identifying such needs and opportunities? Have women participated in monitoring and evaluation of results?	Women are active participants, agents and of their own development -not represented by someone else, but consulted and involved directly at all stages of policy, legislation and program making Particularly in decision-making.

## Gender Equality Indicators

They should measure the following:

- Differences in participation, benefits, outcomes, and impacts for women, men, boys, and girls;
- Changes in gender relations (positive or negative)—that is, changes toward equality, or changes toward inequality between men and women, and between girls and boys; and
- How these changes impact on the achievement of development objectives, particularly economic growth, poverty reduction, and sustainable development.

Gender Integration Spectrum in Programming			
Type of Intervention	Impact	Example in CA	Example of indicator
Gender-negative or gender-blind	Fails to acknowledge the different needs or realities of women and men, girls and boys. Aggravates or reinforces existing gender inequalities and norms.	Lack of disaggregated data, because of a failure to acknowledge that programs and policies have different effects on women and men.	Increased HIV/AIDS services available to the community
Gender-sensitive or gender-responsive	Recognizes the distinct roles and contributions of different people based on their gender; takes these differences into account and attempts to ensure that women or girls equitably benefit from the intervention.	Cash transfer programs provides funds to families to keep girls in school as one element to reduce girls' vulnerability to HIV.	Increased income of women-headed households.

<p>Gender-transformative: challenges and changes both norms and uneven access to resources in order to reduce gender gaps in economy, politics, and the legal and social sphere.</p> <p>Changes in gender relations may be brought about by</p> <ul style="list-style-type: none"> <li>i) investments to reduce gender gaps in human capital, particularly in education;</li> <li>(ii) ensuring equal access to economic resources, opportunities, and services;</li> <li>(iii) increasing women's opportunities to participate in decision making and leadership; and</li> <li>(iv) reducing inequalities and eliminating discrimination by advancing the rights of girls and women.</li> </ul>	<p>Explicitly seeks to redefine and transform gender norms and relationships to redress existing inequalities.</p>	<p>The mining sector has been the largest contributor to GDP since 1977/78.</p> <p>To what extent have women participated in the mining sector both in decision-making as well as benefitting from the revenues?</p>	<p>Increased decision-making for women relative to men in the community. OR</p> <p>Increased household responsibilities of men in relation to women.</p>
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## ANNEX C: RELEVANT QUALITY CRITERIA

*The following set of criteria is critical for the preparation of the Country Assessment:*

- Ensure that all data is provided in a sex-disaggregated manner.
- Demand that gender dimension are raised, analysed, interpreted and explained in all areas.
- Request for the gender analysis to reveal data gaps on men or women.
- Request for the assessment to include that potential differences in risks and impact on women and men is taken into account.
- Ensure that the TOR requires for the realities of vulnerable groups of women, including women of different ages and in different circumstances (adolescent girls; women and girls in rural areas; elderly women, divorced, widowed, or disabled women) are taken into account explicitly.
- Make sure the analysis will reflect the different productive and reproductive roles that women and men play.
- Make sure the analysis consider unequal power relations between men and women for relevant sectors and the root causes for this.
- Ensure the analysis identify the systemic obstacles that women and girls face in all sectors.
- Ensure other recent gender sensitive studies, gender-sensitive documents and good practice produced with UNCT support are used to inform each of the sectors/areas.
- Require for the assessment to make direct links between national and UN system-wide commitments to gender equality in the selection of priority areas for the UNDAF.

*The following set of criteria (questions) is critical during the Mid-Term Review*

- Are representatives of the Gender Affairs Department, civil society, and GFPs and/or gender experts participating in the process?
- Does the TWG have clear and specific TOR for engagement in the MTR process?
- Which mechanisms were put in place for monitoring integrated coverage of gender indicators?
- Is the gender dimension raised, analysed, interpreted and explained in all key areas?
- Is quality reporting being done against gender indicators?
- Are recent gender-sensitive studies, gender-sensitive documents and good practice produced with UNCT support used to inform each of the sectors since the inception of the UNBPF?
- Are the realities of vulnerable groups of women, including women of different ages and in different circumstances (adolescent girls; women and girls in rural areas; elderly women' divorced, widowed, or disabled women taken explicitly into account during implementation as planned?
- Are other key population groups accurately targeted through implementation?
- Are gender-sensitive sector-specific studies and reports being taken into account?
- Are existing commitments of the Government in relation to girls' and women's human rights and gender equality visibly taken into account as envisioned?
- In all areas where capacity development for governmental counterpart (including the Gender Affairs Department) is foreseen, what real impact has it have on implementation of gender outcomes?
- Has the TWG coordinated with any other gender expertise in relevant UN regional offices to seek partnership and advice, and ensure mutually reinforcing work on achieving gender equality?

## ANNEX D: GENDER FOCAL PERSONS – TERMS OF REFERENCE

Appointment of Gender Focal Persons (GFPs) in UN agencies is aimed at improved facilitation of implementation of an agency's gender strategy/action plan and activities related to incorporation of gender concerns into the CO's policy, programming and culture. Gender Focal Persons (GFPs) are persons who have been designated within an institution or organization to monitor and stimulate greater consideration of gender equality issues in the operations of such an organization. They serve to ensure that organizational operations and responses do not further perpetuate gender inequalities. GFPs also serve to assist heads of agencies to incorporate gender equality measures into the country offices collective programming and they act as resource persons on gender mainstreaming and as catalysts for gender issues in the office.

The responsibility and accountability for gender mainstreaming rest with senior managers as they have the commitment and competencies to lead. GFPs cannot be accountable for the implementation of gender mainstreaming in their organizations. The role of GFPs should be understood as that of a facilitator and advisor. This is critical to avoid all gender-related work assigned only to GFPs instead of the rest of the staff members in an agency. Staff appointed as GFPs should be on regular posts to create sustainability in knowledge and experience on gender equality. Diversity by each agency should be ensured through appointing men and women as GFPs.

### **A: Suggested responsibilities and tasks at level of individual agencies:**

Under direct supervision of an agency's senior management and in collaboration with other respective staff, the GFP will fulfil the following tasks and responsibilities:

1. Serve as the office's Focal Point on gender mainstreaming issues, keep contacts with Gender Advisors, UNFPA as the Managing Agent of the Joint Programmes on Gender Mainstreaming and GBV, UN Women as the coordinating agency on GEWE, and ensure proper networking with the Gender machinery and GFPs from other UN agencies;
2. Dissemination of gender information among the agency staff;
3. Advocate for and ensure inclusion of gender perspectives into the office, policy and operations.
4. Ensure gender sensitivity in formulation, implementation and monitoring/evaluation of programmes and projects;
5. Provide advice on gender equality issues to relevant staff, implementing partners and stakeholders;
6. Support development of gender-related information materials;
7. Compile and disseminate best practices and lessons learnt on gender;
8. Support the identification of gender related indicators and goals for advancing equality within the agency's mandate;
9. Identify gender-related training needs within the agency and facilitate relevant capacity building initiatives.

The tasks above can be performed with the support of local and regional gender advisors.

### **B. Monitoring and Reporting:**

- Ensure programme reports are gender-sensitive
- Update on gender-related indicators
- Sex disaggregated statistics on agency-related indicators.
- Regular updates to staff and Agency Head on gender activities;

## ANNEX E: RERERENCES

1. Botswana Country Analysis – 2015 Draft Report for the Botswana United Nations Country Team.
2. Botswana Government, Draft National Development Plan April 2017 – March 2023.
3. Botswana Government and United Nations System in Botswana, Independent Evaluation Operational Plan 2010-2015, November 2015.
4. Botswana Government and United Nations System in Botswana Draft UNBPF 2017 – 2021.
5. Botswana Government and United Nations System in Botswana UNDAF 2010 – 2016.
6. Botswana National Gender Policy, <http://www.gov.bw/en/Ministries--Authorities/Ministries/Ministry-of-Labour--Home-Affairs-MLHA/Ministers-Speeches/THE-NATIONAL-POLICY-ON-GENDER-AND-DEVELOPMENT/>
7. FAO Botswana, Contribution of FAO Botswana to the CEDAW reporting, 2016.
8. FAO Botswana, Gender Policy Brief for the Botswana Agriculture and Rural Sector, 2016.
9. FAO, Botswana Country Assessment for Agriculture and Rural Sector September 2015.
10. GoB-UN POP 2010-2014 Mid-Term Review, September 2014.
11. Gender review of the UNDAF Country Assessment by TWG for Joint Programme.
12. National HIV and AIDS Response Gender Assessment Report October 2014, Government of Botswana, NACA, UNAIDS & EU.
13. Pedersen, A., Annual Letter to the Secretary General 2015 by Resident Coordinator UN Botswana.
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15. SADC Gender Protocol, <http://www.sadc.int/documents-publications/show/803>
16. SADC, Regional Humanitarian Appeal, June 2016.
17. The National Gender Programme Framework 1998.
18. UNAID Botswana Country Office Work Plan 2016-2017.
19. UNCT meetings, Agendas from January 2016 – August 2016.
20. United Nations Joint Programme Evaluation, Concept Note Final.
21. United Nations Joint programme on gender based violence 2016 Work plan.
22. United Nations Joint programme on gender mainstreaming 2016 Work plan.
23. United Nations Joint Programme Progress Report March 2016.
24. UN Resource Guide for Gender Theme Groups, January 20105.
25. UNWOMEN Botswana, Strategic Note 2016-2021.

## ANNEX F: INTERVIEW LIST

Person	Position	Agencies
Anders Pedersen	RC & Country Representative	UNDP
Gang Sun	Country Representative	UNAIDS
Julianna Lindsey	Country Representative	UNICEF
Scott Stephen Whoolery	Deputy Country Representative	UNICEF
Mareledi Segotso	Assistant Representative	UNFPA
Lare Sisay	Deputy Resident Representative	UNDP
Martins Ovberedjo	Country Representative	WHO
David Tibe	Assistant Representative - Programmes	FAO
Kealeboga Kelly Dambuza	National Programme Officer- Gender	UNFPA
Magdeline Madibela	Programme Officer (Officer-in-Charge)	UNWOMEN
Mavis Bengtsson	Programme Specialist - Health, HIV/AIDS, Gender and Human Rights	UNDP
Bame Mannathoko	Monitoring and Evaluation Officer	UNDP
Onalena Rammekwa	Programme Staff - Environment	UNDP
Jun Fan	Social Policy Chief & Gender Focal Point	UNICEF
Nadine Schuepp	Advocacy & Community Support Adviser	UNAIDS
Mandipa Machacha	Assistant Protection Officer/OIC	UNHCR
Moses Keetile	Programme Specialist, Population and Development	UNFPA
Kefilwe Koogotsitse	Adolescent Sexual & Reproductive Health Specialist	UNFPA
Kentse Moakofhi	National Professional Officer - Malaria	WHO
Civil Society Members	<ul style="list-style-type: none"> <li>▪ Botswana Council of Churches</li> <li>▪ Gender Links</li> <li>▪ Kagisano Society Women's Shelter</li> <li>▪ Stepping Stones International</li> </ul>	Civil Society Members
Gender Affairs Department	Four staff members including the Director	Ministry of Labour and Home Affairs





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United Nations  

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**Botswana**

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