



Transforming Programming: Evaluation of the implementation of the UNICEF Gender Policy and Gender Action Plans (GAP 2 and GAP 3)

Interim Report

Transforming Programming: Evaluation of the implementation of the UNICEF Gender Policy and Gender Action Plans (GAP 2 and GAP 3): Interim Report

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Acronyms

CCC	Core Commitments for Children in Humanitarian Action	MENARO	Middle East and North Africa Regional Office
CO	Country Office	MOPAN	Multilateral Organisational Performance Assessment Network
COAR	Country Office Annual Report	NLP	Natural Language Processing
CPD	Country Programme Document	OMP	Office Management Plan
CSI	Core Standard Indicator	OR	Other Resources
DRC	Democratic Republic of the Congo	ORE	Other Emergency Resources
EAPR	East Asia and Pacific Region	PCA	Programme Cooperation Agreement
EAPRO	East Asia and Pacific Regional Office	PSEA	Prevention of Sexual Exploitation and Abuse
ECAR	Europe and Central Asia Region	PSH	Prevention of Sexual Harassment
ECARO	Europe and Central Asia Regional Office	PSN	Programme Strategy Note
EPP	Emergency Preparedness Platform	RAM	Results Assessment Module
EQ	Evaluation Question	RFP	Request For Proposal
ESAR	Eastern and Southern Africa Region	RO	Regional Office
ESARO	Eastern and Southern Africa Regional Office	ROMP	Regional Office Management Plan
GAP	Gender Action Plan	ROSA	Regional Office for South Asia
GBV	Gender-Based Violence	RR	Regular Resources
GEM	Gender Equality Marker	SA	South Asia
GPR	Gender Programmatic Review	ToC	Theory of Change
GSS	Global Staff Survey	UN-SWAP	UN System-wide Action Plan on Gender Equality and the Empowerment of Women
GTP	Gender-Transformative Programming	WCAR	West and Central Africa Region
HQ	Headquarters	WCARO	West and Central Africa Regional Office
KII	Key Informant Interview	WFP	World Food Programme
LACR	Latin America and Caribbean Region	WHO	World Health Organization
LACRO	Latin America and the Caribbean Regional Office	UNAIDS	United Nations Programme on HIV/AIDS
LGBTQI+	Lesbian, Gay, Bisexual, Transgender, Queer or Questioning, Intersex, Asexual and more	UNFPA	United Nations Population Fund
M&E	Monitoring and Evaluation	UNHCR	United Nations High Commissioner for Refugees
MENAR	Middle East and North Africa Region	UNICEF	United Nations Children's Fund



Executive Summary

Background, purpose and scope

This report forms part of the Evaluation of the UNICEF Gender Policy and Gender Action Plans. It presents preliminary findings based on a review of global level primary and data sources. The purpose of this interim report is to surface trends and areas for further exploration.

The interim report relates to the implementation of gender-related organizational changes and performance enablers and explores elements of their contribution to programmatic results. The report covers the period 2018 – 2023.

Methodology

This report employs a mixed method approach, triangulating quantitative data sources (monitoring and financial data, survey data, and quantitative analysis of qualitative data) and qualitative data sources (key documents review and key informant interviews (KIIs) conducted during the inception phase). The analysis focuses on identifying global trends and patterns that will be explored further in subsequent data collection processes as part of the evaluation, including additional document review, a comparative analysis with other organizations on the integration of gender equality, global and regional KIIs, and country case studies.

Emerging findings and conclusions

Overall, the United Nations System-Wide Action Plan on Gender Equality and the Empowerment of Women (UN-SWAP) assessment indicates that UNICEF has made progress on the implementation of the institutional enablers both in terms of year-on-year progress, and in comparison, with other UN agencies. The assessment findings indicate however that UNICEF is not meeting the benchmark in ‘capacity development’.

The results of the Gender Action Plan (GAP) Standard Index also indicate that UNICEF is progressing overall on the implementation of institutional enablers for the period considered. Trend analysis on GAP Standard Index is made more difficult by the change of framework between GAP 2 (2018-2021) and GAP 3 (2022-2025), although comparison is possible for a subset of indicators. Between 2019 and 2021, the proportion of country offices (COs) meeting the GAP Standard Index increased from 63 to 81 per cent. In 2022, this figure dropped to 13 per cent, increasing again to 30 per cent in 2023. Given the continuous improvement in the reported implementation of institutional enablers during GAP 2 and GAP 3 periods respectively, this drop between the two reporting periods likely reflects the application of more stringent criteria in GAP 3.

In relation to specific institutional enablers of gender integration, key highlights from the report are as follows:

- ▶ Enablers for gender responsive programming
- ▶ Internal UNICEF monitoring data indicates that there has been consistent progress in implementing gender analysis in both development and emergency programming. The evaluation's all-staff survey results are more nuanced, especially in relation to the use of gender analysis in planning.
- ▶ While there are improvements in data disaggregation and quality assurance processes implemented on gender data, GAP Standard indicators suggest that there may be room for improvement on implementing the monitoring and evaluation (M&E) system under GAP 3. Data analysis conducted as part of this interim report also identifies issues relating to completeness and accuracy of data. The all-staff survey suggests that gender is widely integrated in M&E systems, with 82 per cent of respondents reporting collection of data on gender results. Whereas views on the user-friendliness of the M&E system and utility of data to inform programming suggests more could be done to improve the system.
- ▶ While there are strong initiatives on gender research and evidence at the global level, the extent to which those translate at the programme level is not fully reflected in GAP monitoring systems and requires further investigation.
- ▶ The approach to calculating the percentage of gender expenditure as part of the UN-SWAP target changed between GAP 2 and GAP 3. In GAP 2 UNICEF continuously met the UN-SWAP requirement of committing 15 per cent of financial resources overall to gender equality during the period considered by the evaluation, and exceeded it in 2020 and 2021, when expenditure on gender results reached 21 per cent of the organization's total expenditure. In GAP 3, the new UNICEF formula for calculating gender-transformative expenditure led to an expected decrease to 6.2 per cent in 2022. The proportion of gender-transformative expenditure increased between 2022 and 2023, nearly doubling from 6.2 to 10.7 per cent between the first and second year of GAP 3 although less than half of COs achieved the resources target (39 per cent in

2023). The lack of core, flexible resources dedicated to gender may make it more challenging to sustain the implementation of organizational enablers and capacity on gender.

UNICEF gender architecture is comparatively more developed than in other UN agencies according to benchmarks such as the UN-SWAP and Multilateral Organizational Performance Assessment (MOPAN). The GAP Standard indicator on adherence to the staffing guidance is stable across the period and was achieved by around 80 per cent of COs in 2023. All-staff survey results also indicate a positive perception of the status of gender human resources. However, secondary data review, survey data and interviews with some UNICEF respondents suggest that the effectiveness of these human resources may be hampered by their level of seniority, influence and capacity.

Partnerships

The breadth of partnerships with women's and girls' organizations during the evaluation period appears to have increased in both development and humanitarian contexts, reflecting the strong corporate commitment in this area. The all-staff survey and some interviews indicate that there are concerns in terms of the effectiveness of these partnerships to sustainably strengthen the capacity of UNICEF's partners, including on gender equality aspects.

Accountability

A key issue relating to accountability is ensuring that responsibility for gender equality results extends beyond gender specialist staff and gender focal points. In the all-staff survey, less than half of respondents who reported that their CO had a gender action plan considered that this plan was well integrated in the Office Management Plan. At CO level, the GAP Standard Index offers a generally positive view of leadership performance on gender. Survey results also indicate that there is a positive view of leadership's commitment to gender equality.

Staffing and culture

- ▶ In 2023, the UNICEF global workforce was composed of 49 per cent of women and 51 per cent of men. There are, however, discrepancies between staff categories that affect the performance of the organization in achieving gender parity indicators. The organization has consistently not met the UN-SWAP requirement on 'equal representation of women' performance indicator, which looks at parity across different categories of staff and leadership positions. "Virtual Parity" indicator in GAP Standard Index showed a stable trend, around 70 per cent in GAP 2 and 64 per cent of GAP 3 due to a change in the way achieving parity is defined in GAP 3. Previously, COs achieved parity for any percentage of female staff above 47 per cent, whilst in GAP 3 parity is only achieved if the CO has at least 47 per cent of female staff, but does not meet the criteria anymore if this percentage exceeded 70 per cent.
- ▶ In 2023, 15 per cent of COs met the requirement for having at least 50 per cent of their staff taking the mandatory foundational gender (pro) training. Whilst this figure is low, there is a high degree of consensus among UNICEF staff who responded to the survey that gender equality is important to their work.
- ▶ The GAP Standard indicator on Prevention of Sexual Exploitation and Abuse (PSEA) scores highly around 80 per cent, but with a slightly decreasing trend between 2022 and 2023. The results of regular staff surveys reveal important discrepancies in perceptions of male and female respondents around organizational culture related to this. This evaluation's all-staff survey also reveals that gender-diverse, female and male respondents have different perceptions of inclusiveness in their workplace.

Quality of gender results

Findings relating to quality of gender results in this interim report are based on the GAP Standard Index results. An analysis including other data sources will explore the relationship between institutional enablers and programmatic results as part of the final report.

- ▶ GAP Standard indicators relating to the quality of gender results criterion generally display good and improving achievement rates across COs, and more moderate progress on addressing gender norms. There is no conclusive evidence, emerging from this preliminary assessment, supporting the assumption that stronger gender equality results would be more likely in COs that report better institutional results. In GAP 3 Standard, there is however a moderate correlation between the capacity and the quality of gender results criteria.

Areas for further investigation

The interim report identifies areas for further investigation in relation to the implementation of institutional enablers, their relevance and their linkages to programmatic results. These include:

- ▶ The extent to which increased efforts dedicated to gender analysis have been translated into programming.
- ▶ Reliability, use and user-friendliness of the gender M&E systems and data.
- ▶ Accuracy of gender-transformative expenditure reporting and differences in gender expenditure among Goal Areas and change strategies.
- ▶ Extent to which having trained gender focal points in the country office has led to improved integration of gender in the day-to-day work of staff and effectiveness of capacity building efforts.
- ▶ Effectiveness of partnerships with women's and girls' organizations in promoting gender-transformative approaches and results and building sustainable capacity of those organizations.
- ▶ Evolution of the organizational culture on gender and drivers of change.
- ▶ Factors for differing perceptions of the workplace culture between men, women and gender diverse people.
- ▶ Evidence of linkages and dependencies between institutional enablers and programmatic results on gender and factors influencing them.



Introduction

Purpose and scope

Purpose

This interim global data and evidence report forms part of the Evaluation of UNICEF Gender Policy and Gender Action Plans. The purpose of this evaluation is to assess UNICEF's performance and results in implementing GAP 2 and GAP 3 and the new Gender Policy, alongside the humanitarian, development and peace nexus from 2018-2023. It covers three main components linked to evaluation questions: the Gender Policy and GAPs conceptual framework; institutional enablers and their implementation; and programmatic results and integration of gender equality across programmes.

The overall evaluation objectives are:

- ▶ To assess the relevance and coherence of the current Gender Policy and the GAP 3 to support gender equality and adolescent girls' empowerment in the context of UNICEF's mandate.
- ▶ To assess the coherence, effectiveness, efficiency and sustainability in implementing gender-related organizational changes and performance enablers of GAPs across UNICEF policies, practices, systems, programming processes, organizational commitments, and accountability mechanisms.

To determine the extent to which UNICEF meets the programmatic results set for all children, adolescents and women on gender equality across the five Goal Areas of the Strategic Plan and in both development and humanitarian settings.

The process of the evaluation to date has consisted of an inception phase during which the evaluation team conducted a preliminary review of UNICEF documentation, a review of existing monitoring systems and available data, key informant interviews with UNICEF staff at all levels, and developed a theory of change to guide the evaluation through a series of participatory workshops with UNICEF staff.

Following this, the interim report was developed as part of the data collection phase of the evaluation. This forms part of a sequential approach to data collection which allows for:

- ▶ Identification of trends and patterns in quantitative data for further exploration through qualitative data collection and analysis.
- ▶ Informing further data collection at country level by focusing on these global trends and issues emerging from this initial analysis.
- ▶ Providing a basis for analysing the contribution of institutional enablers to outcome-level changes in both programmatic and organizational change outcomes.

The interim report relates to all sub-questions under evaluation question (EQ) 2: “How well are the gender-related organizational changes and performance enablers of the GAPs implemented across UNICEF policies, practices, systems, organizational commitments and accountability mechanisms at all levels?”. It also provides preliminary evidence to contribute to EQ3: “To what extent have UNICEF programmatic results for gender equality throughout the life course been met across all five Goal Areas, particularly to advance adolescent girls’ leadership and well-being, in both development and humanitarian settings?”. The full list of EQs and sub-questions included in the scope of this report can be found in Annex 2.

Scope

The interim report presents preliminary findings and trends in relation to the implementation of institutional enablers at global level during the period 2018-2023. It draws on quantitative data sources including UNICEF monitoring data and an all-staff survey conducted as part of the data collection phase of the evaluation. It also draws on qualitative data sources such as a review of documents and key informant interviews conducted in the inception phase. More detail on data sources is provided in the Methodology section below.

The object of this interim report is the implementation of institutional enablers for gender integration in UNICEF. Over time, the framework of institutional enablers has evolved, but it remains structured around key dimensions under organizational change “how” and organizational performance enablers “who” categories as outlined in the GAP 3, as shown in Figure 1 below.

Figure 1. Institutional Enablers for the UNICEF GAP



Sources: [GAP 3](#)

These dimensions form the basis of the input level of the evaluation’s Theory of Change (see Annex 1. Evaluation Theory of Change) and this report provides a global overview of the extent to which those inputs are in place.

This interim report presents emerging findings based on a limited set of data sources analysed at an early stage of data collection. Thus, the interpretation of these data will likely evolve over the course of the evaluation, and therefore the report should be read in that context. It neither set out to, nor does it, provide

a comprehensive analysis of the effectiveness of institutional enablers in supporting the integration of gender into programmatic work and institutional processes. Instead, this interim report focuses on a descriptive analysis of institutional enablers implementation at global level, as a foundation for further analysis and developing more nuanced and comprehensive findings in the final evaluation report.

Limitations

A key methodological limitation to this analysis is that between GAP 2 and GAP 3 the monitoring framework for institutional enablers, the GAP Standard Index (described below in the Methodology), changed substantially. New indicators were introduced in GAP 3, and additional, more stringent benchmarks for scoring existing indicators were developed. This constitutes a challenge for interpreting monitoring data on institutional enablers, as trend data is not available for all indicators across the period covered by the evaluation and, where trend data is available, the change in benchmarks complicates interpretation. To mitigate against these limitations, the following adjustments were made:

- ▶ Trend data is presented across GAP 2 and GAP 3 (from 2019 to 2023) whenever indicators have been maintained during that period, but only for GAP 3 (from 2021 baseline, and actuals for 2022 and 2023) where new indicators were introduced in the new monitoring framework.
- ▶ The evaluation noted that for some indicators that were maintained across GAP 2 and GAP 3, there has been steady progress in GAP 2 (2018-2021) and in GAP 3 (2022-2023) respectively, but a drop in the scores between the two periods in 2022, corresponding to the first year when GAP 3 was introduced. In these instances, the evaluation assumes that, in the absence of other explanations, lower scoring from 2022 compared to 2021 is due to the application of more stringent criteria within the new monitoring framework, but there has been overall progress throughout the period.

Methodology

The report draws on a mixed method approach, triangulating quantitative data sources (monitoring and financial data, survey data, and quantitative analysis of qualitative data) and qualitative data sources (key documents review and key informant interviews conducted during the inception phase). The analysis focuses on identifying global trends and patterns that can be further explored in subsequent data collection processes as part of the evaluation, including additional document review, a comparative analysis with other organizations on the integration of gender equality, global and regional KIIs, and country case studies.

Document review

A qualitative document review framed the analysis presented in the interim report. In addition to documents reviewed during the inception phase relating to the implementation of institutional enablers, 30 new documents were analysed as part of the interim report process. The selection was done by reviewing all documents shared by UNICEF and identifying those relevant to the implementation of institutional enablers at global level in the period covered by the evaluation.

The following types of documents were included in the selection:

- ▶ Documents describing the institutional enablers framework and outlining UNICEF's approach on institutional enablers implementation (for example the current Gender Policy and Strategic Plan, GAP 2 and GAP 3);
- ▶ Existing reviews and evaluations of institutional enablers implementation in UNICEF (such as UNICEF MOPAN Report 2020, UN-SWAP reports from 2018 to 2022, the GAP Evaluation 2019, and the Independent Task Force Report on Workplace Gender Discrimination);
- ▶ Reports on the implementation of institutional enablers (global annual reports on the implementation of the GAP and associated Data Companions); and
- ▶ Background documents relating to specific institutional enablers (including documents relating to human resources policies, financial guidance and notes, training databases).

The complete list of documents reviewed as part of the interim report is presented in Annex 6.

Documents were coded thematically using a coding framework aligned to EQs and sub-questions covered in the scope of analysis. An inductive analysis was also carried out to identify emerging themes and outcomes relating to the Theory of Change (ToC) assumptions from the documents.

Analysis of quantitative secondary data

GAP Standard Index

The GAP Standard Index included nine indicators in GAP 2, and 29 indicators in GAP 3 organized under nine key institutional elements/benchmarks (from now onwards referred to as “criteria”). The GAP Standard Index is the key monitoring data source used in the analysis for this report, as it is the main instrument for tracking the implementation of institutional enablers. More details are provided on this instrument and the way it is measured in Annex 4.

Since 2022 and the advent of GAP 3, a refreshed and more comprehensive GAP Standard was introduced to promote a gender-responsive approach and address issues highlighted in the GAP Evaluation 2019, and other processes. As highlighted above, the shift between the GAP 2 and GAP 3 Standard Indices has methodological implications. A cross-over matrix between GAP 2 and GAP 3 Standard indicators was developed as part of this analysis and validated by staff in the UNICEF gender equality team (see Annex 4). Based on this, trends have been calculated across GAP 2 and GAP 3 Standard indicators. Where no corresponding indicators existed prior to GAP 3, trends are limited to GAP 3 data. Baselines, where available, were extracted from the 2021 data companion.

The analysis conducted on the GAP Standard Index includes a descriptive trend analysis of the different indicators, complemented by a statistical analysis of binary logistic regression to identify possible correlation between GAP Standard criteria and a dichotomous outcome variable: the quality of gender results criteria. Strength of correlation was assessed based on the Pearson coefficient (see Annex 4 for more detail).

Financial data analysis

Financial data on gender expenditure was analysed as part of the analysis on the financial investment institutional enabler. Annual global data from 2019 to 2023 was extracted from UNICEF’s Cube database with support from the UNICEF Programme Group and analysed to draw trends in gender expenditure and in gender-transformative expenditures from 2022, the start of GAP 3, also looking at expenditure by Goal Areas, Gender Equality Marker (GEM) scores, and donors.

Data from Staff surveys

All-staff survey conducted as part of the evaluation of UNICEF GAP

The evaluation team developed an all-staff survey which was disseminated by the Evaluation Office to headquarters (HQ) and all regional offices (ROs) and COs as part of the evaluation. This evaluation’s all-staff survey was made available in the five official UN languages (Arabic, English, French, Russian and Spanish) and piloted for accessibility (including for screen reader use) and by several UNICEF staff. It was open between 13 March and 8 April 2024, and all responses were anonymous. The survey was circulated to all UNICEF employees (a total of 17,656 staff). A self-selection sampling approach was used given the size and scale of the organization. The survey aimed for and surpassed a statistically significant sample size – see Table 1.

Table 1. Survey sample size

SAMPLE SIZE PARAMETERS	SAMPLE SIZE TARGET	SAMPLE SIZE ACHIEVED
Population: 17,656	n = 640	n = 883
Confidence Interval: 99%		
Margin of Error: 5%		

The sample demonstrates a representation of the broader population across some key demographic factors, including:

- ▶ Representation of 105 out of 129 country offices across all seven UNICEF regions;
- ▶ In total, 54 per cent of respondents were women, 37.6 per cent were men and 0.8 per cent were diverse/gender, non-conforming/non-binary/third gender/gender-fluid/two-spirit/trans;
- ▶ Overall, 4 per cent identified as LGBTQI+; and
- ▶ A total of 14.9 per cent of respondents reported living with a disability.

The full set of results of the quantitative survey is presented in Annex 3.

Data from other surveys

Data from the all-staff survey was complemented by data from other relevant (internal) staff surveys conducted during the period covered by the evaluation. This was done to enhance triangulation, and avoid asking questions in the all-staff survey that were already covered by other data collection exercises, to limit duplication and respondent fatigue (in particular, those related to staffing and culture institutional enablers). Other surveys include:

- ▶ Survey conducted as part of the EDGE certification process in 2022;
- ▶ Global Staff Survey (GSS) data from 2020 and 2022; and
- ▶ Pulse Check on workplace culture survey data from 2021 and 2023.

This data was analysed looking at the gender gap in responses and overall scores.



Emerging Findings

Overall implementation of gender institutional enablers (EQ2)

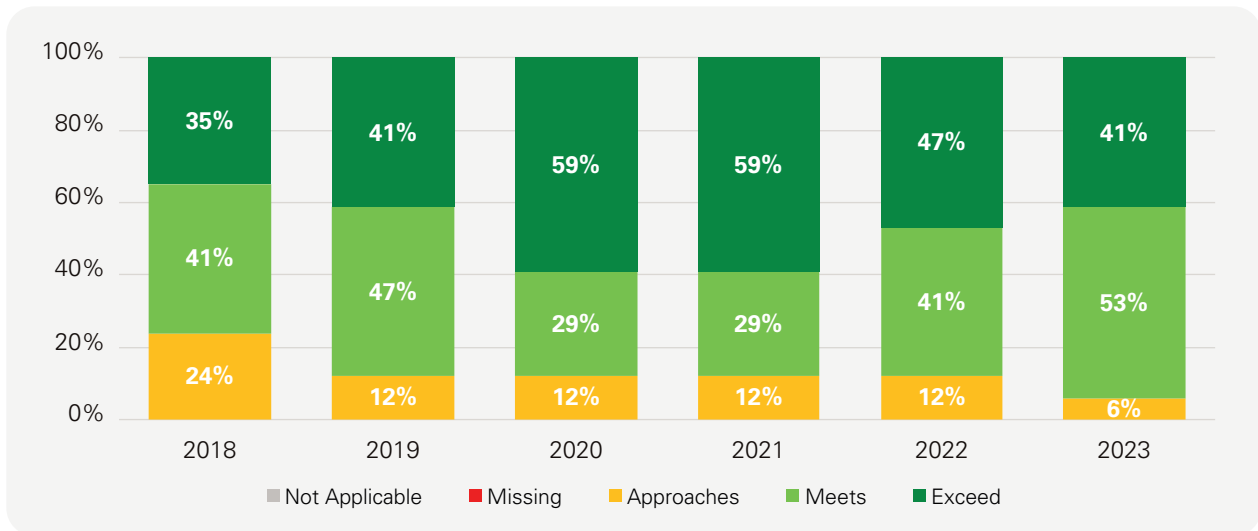
The GAP 3 outlines UNICEF’s commitment to an organizational change strategy supporting the integration of gender equality in policies, practices, and accountability mechanisms to achieve gender-transformative results in programmatic work. The plan also outlines workplace-related enablers for gender equality, which contribute to transforming the organization into a more diverse, inclusive and equitable institution.

The overall picture of the implementation of the two types of institutional enablers: enablers for programming for gender-transformative results and enablers for gender equality in the workplace – is globally positive, both in terms of year-on-year progress, and in comparison with other UN agencies. The UN-SWAP assessment findings highlight that UNICEF remains one of the strongest performers in the UN-SWAP. In 2023, UNICEF “met” or “exceeded” benchmarks on 16 out of 17 indicators (94 per cent) and “approached requirement” in one indicator (6 per cent). This represented its highest overall compliance rate. Figure 2 indicates the percentage of indicators where UNICEF has “approached”, “met” or “exceeded” benchmarks since the beginning of UN-SWAP assessment in 2018. In 2019, the two performance indicators “approaching requirements” were *evaluation* and *capacity development*, while from 2020 to 2022, the two indicators “approaching requirements” have

been *capacity development* and *equal representation* and in 2023 the only indicator for which the requirement was not met was *capacity development*. The reason for this consistent lower scoring on the capacity development area will be investigated through further data collection and analysis.

In line with the UN-SWAP assessment, the results of the GAP Standard Index also indicate that UNICEF is progressing overall on the implementation of institutional enablers for the evaluation period. The GAP Standard is an index used as a benchmark to monitor and measure the organization’s performance on key institutional elements for gender-responsive planning and programming. The GAP 3 version includes nine criteria relating to programming (gender data and M&E, gender analysis and planning and quality of gender results); accountability (leadership and accountability, partnerships and expenditures); and institutional readiness (capacity, staffing and culture). As described above, trend analysis on GAP Standard Index is complicated by the change of framework between GAP 2 and GAP 3, and requires separate consideration of both periods 2019-2021 for GAP 2, and 2022-2023 for GAP 3. Between 2019 and 2021, the proportion of COs meeting the GAP Standard increased from 63 to 81 per cent (see Figure 3 below). The 2022 data reflects the application of a more stringent criteria, leading to a drop in the proportion of COs meeting the GAP Standard to a low of 6.2 per cent in 2022, increasing again to 29.5 per cent in 2023.

Figure 2. UN-SWAP comparative analysis of ratings by year

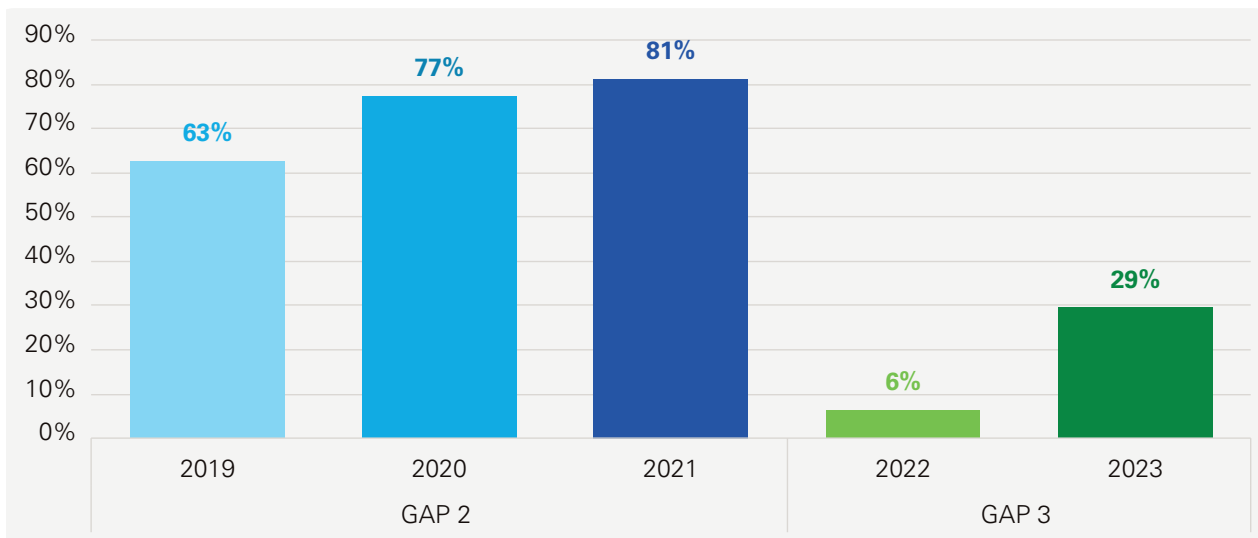


Sources: [UN-SWAP 2.0 UNICEF performance 2022](#)

Despite the sharp decline observed during the transition between the two GAPs, the constant positive trends observed in both indicate that there has likely been a constant improvement in the reported implementation of institutional enablers overall in the period considered by the evaluation. This

interpretation is in line with the 2023 Annual GAP Report, which considers that the reduction in the number of COs meeting the benchmark was reflective of the more stringent criteria applied. However, this trend will need to be explored in additional data collection to validate this interpretation.

Figure 3. Percentage of COs meeting GAP Standard



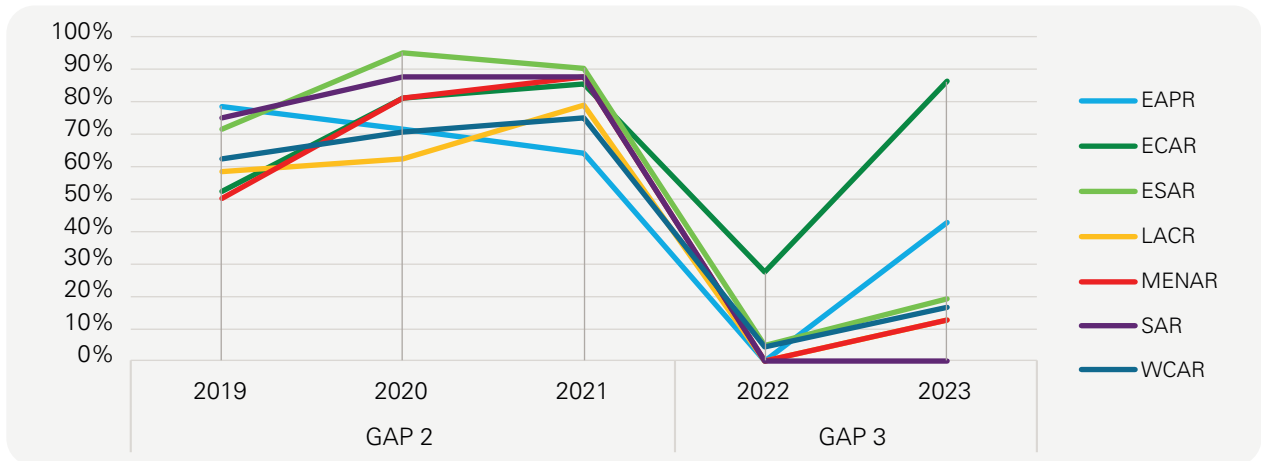
Sources: [H5.2 GAP standard_2023.xlsx](#) , [H5.2 GAP standard 2022.xlsx](#), authors' calculations¹

1 The percentage of COs meeting the GAP Standard presented in this figure differs from the one reported in the GAP 3 annual report for 2022 (it excluded criterion 7 'Gender integration in CO/RO/HQ programming and planning in development and humanitarian settings' and 6 'Resources'. Unless specified, all analysis for GAP Standard Index for 2022 and 2023 presented in this report is based on calculations that include all indicators and all criteria except indicator 1.3 ('At least one senior staff trained on in gender equality') for 2023 data. This indicator was "muted" by UNICEF Gender Equality team as they were not confident that the data was accurate. Additionally, UNICEF Gender Equality team preferred not to penalize COs for not having done a training that is by invitation only. More detail on this is presented in the M&E section.

In 2023, of the 44 COs working within humanitarian/emergency contexts globally (COs classified as level 2 or level 3 emergency responses for parts of or the entirety of the year), 27.9 per cent met the GAP Standard Index compared to 30.2 per cent of non-humanitarian/non-emergency contexts. There

are also regional differences in terms of the percentage of CO meeting the GAP Standard, as illustrated in Figure 4. Higher performing regions are Europe and Central Asia (ECA) and East Asia and Pacific (EAP), while South Asia (SA) presents the lowest percentage of COs meeting the standard.

Figure 4. Percentage of COs meeting GAP Standard, by region



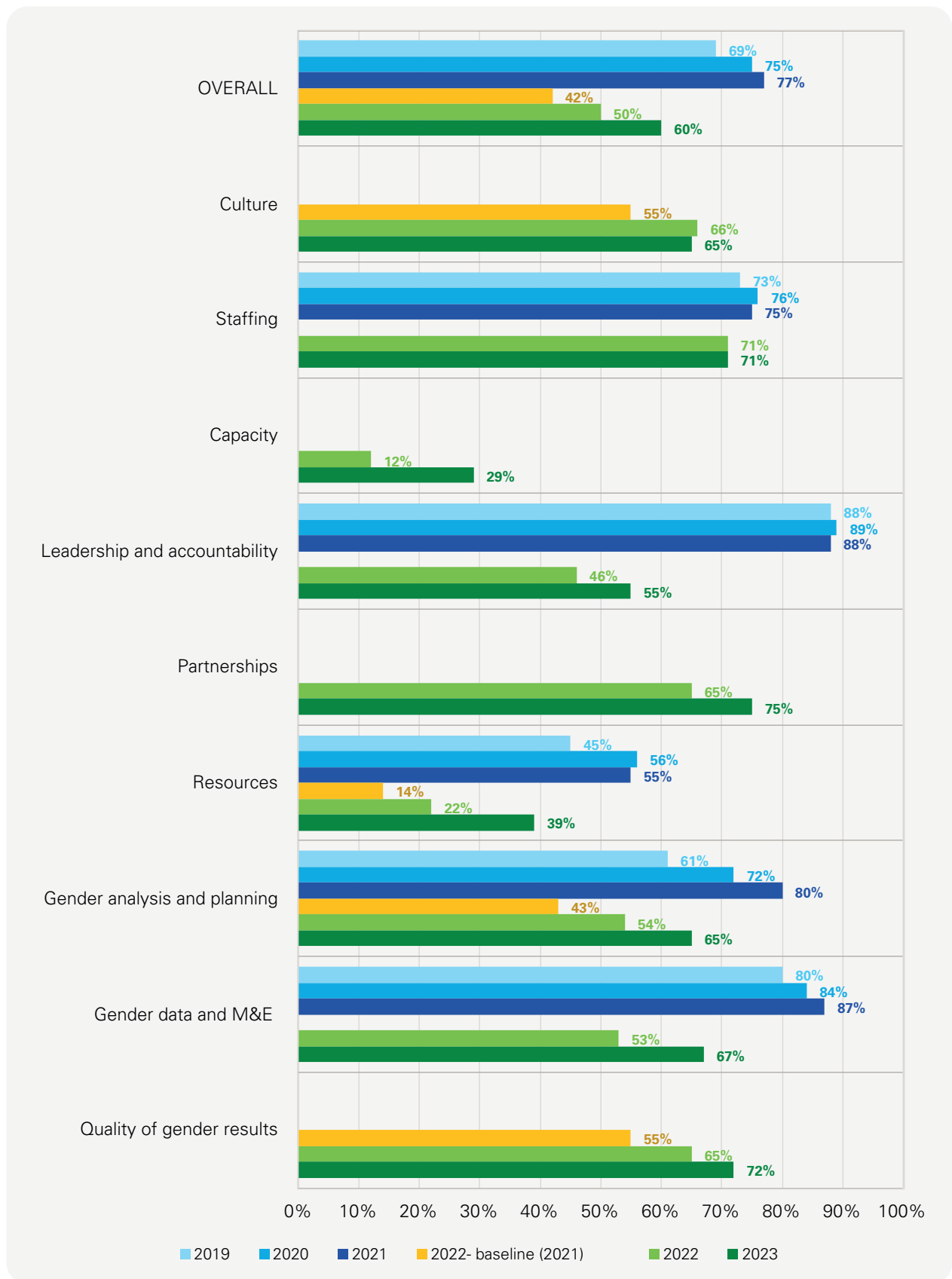
Sources: [H5.2 GAP standard_2023.xlsx](#), [H5.2 GAP standard 2022.xlsx](#), authors' calculations

While overall assessments of institutional enablers indicate that UNICEF is progressing on their implementation, the analysis of GAP Standard indicators offers a more nuanced picture of UNICEF's performance. Full data on GAP Standard results is presented in Annex 4.

Figure 5 presents GAP Standard data trends at criteria level. These were calculated by aligning indicators and criteria between GAP 2 and GAP 3 Standards, where possible, and calculating the average across indicators within each criterion. The overall GAP Standard trend is an average of all the criteria. Across the GAP 2 Standard, the highest performing indicators were related to *leadership and accountability*, scoring around 90 per cent overall, and to *gender data and M&E* scoring around 85 per cent in the period, while the lowest scoring indicator was *financial resources*.

In GAP 3 Standard however, the three criteria of *culture*, *partnerships* and *quality of gender results* scored the highest, while *capacity* scored the lowest. Interpreting these shifts will require further exploration in data collection, to understand what could be due to the change in the framework, and what could reflect actual evolution in the implementation of institutional enablers. There is a positive trend for all criteria from 2022 to 2023 except *culture*.

Figure 5. GAP Standard criteria trends



Sources: [H5.2 GAP standard_2023.xlsx](#) , [H5.2 GAP standard 2022.xlsx](#), authors' calculations

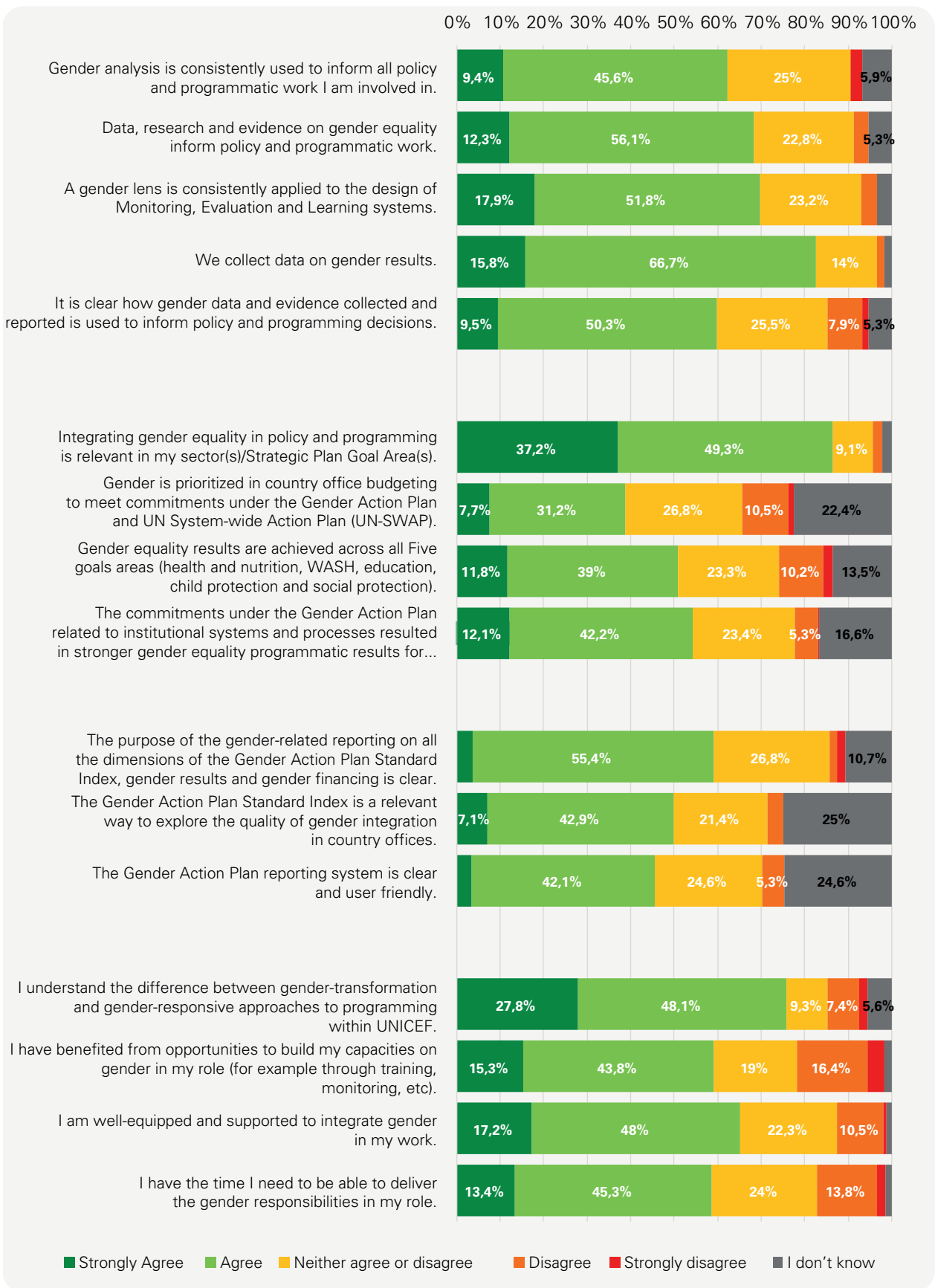
Enablers for gender responsive work (EQ2.1)

The enablers for gender responsive work include specific strategies to strengthen programming to achieve more transformative results. These enablers are: gender analysis and its use in planning; gender M&E, research, data and evidence; financial investment in gender programming; and the gender human resources architecture. Results are presented according to these categories.

The Annual UNICEF Report on the Gender Action Plan highlights achievements in implementing institutional enablers such as the use of gender analysis in COVID-19 response planning or the deployment of gender specialists in emergencies. Progress in the number of countries that report gender-transformative results is presented as an outcome of the efforts invested in implementing those institutional enablers. The number of COs reporting gender-transformative results thus rose from 43 in 2021 (34 per cent) to 68 in 2023 (53 per cent). Some gaps are however identified in terms of staff capacity to implement institutional enablers and number of COs meeting the financing benchmark of 15 per cent of expenditures dedicated to gender-transformative results.

Both GAP Standard indicators and the distribution of the evaluation's all-staff survey scores relating to enablers for gender responsive work indicate mixed performance on institutional enablers for gender-responsive and gender-transformative results. The GAP Standard index results indicate overall progress on criteria related to 'gender analysis', 'M&E' and 'resources'. However, in 2023 less than half of COs (39 per cent) achieved the benchmark of 15 per cent gender-transformative expenditure in 2023 while other criteria relating to enablers of gender-responsive work were achieved by more than half of COs. Scores on this all-staff survey varied from high levels of agreement on the statements "we collect gender data" and "gender is relevant in my sector" with over 80 per cent of respondents agreeing or strongly agreeing (82.5 per cent and 86.5 per cent respectively) to lower scores on statements "the GAP reporting system is user-friendly" and "gender is prioritized in CO budgeting" with less than half of respondents agreeing/strongly agreeing (45.6 per cent and 38.9 per cent respectively). In terms of agreeing/strongly agreeing with the statement "gender is prioritized in CO budgeting", there are important regional variations, ranging from only 33 per cent of respondents from country offices in Eastern and Southern Africa (ESA) and Latin America and the Caribbean (LAC) to 65 per cent in EAP. However, the percentage of respondents agreeing/strongly agreeing with the statement is the same for those based in COs in humanitarian/emergency and in non-humanitarian/non-emergency contexts.

Figure 6. Degree of agreement of UNICEF staff on enablers for gender-responsive work statements



Source: This evaluation's all-staff survey

Gender analysis and planning

The 2022 and 2023 annual reports on the GAP show substantial progress in terms of conducting gender analysis, for example on undertaking rapid gender analysis in emergency contexts. Some of the respondents interviewed in the inception phase of this evaluation raised concerns; that conducting gender analysis may sometimes become a tick box exercise and recommendations from these reviews may not be used systematically to inform the development of subsequent plans.

In the GAP Standard, the *gender analysis* criterion tracks the extent to which gender analysis is conducted and used in programming and results frameworks across development and emergency programmatic work. Overall, there has been good progress on this criterion over the evaluation period, with steady improvement in the overall score throughout GAP 2 and GAP 3 Standard Indices. The indicators *implementation of Gender Programmatic Reviews (GPR)* and *integration of gender analysis in Country Programme Documents (CPDs)*, show a steady score increase during GAP 2, dropping at the start of GAP 3 and increasing again, to around 60 per cent (GPR indicator) and 70 per cent (CPD indicator) of COs in 2023. With regards to the integration of gender analysis in humanitarian programmes, *integrating UNICEF's minimum standards for gender in the Core Commitments for Children in Humanitarian Action (CCCs) in Emergencies* is the highest scoring indicator, achieved by 95 per cent of eligible COs in 2023, which is also highlighted as an achievement in the Annual GAP Report 2023. The *rapid gender analysis in humanitarian contexts* indicator slightly increased from 2022 to 2023 to two thirds of eligible COs. By contrast, the indicator *completion of gender analysis in the Emergency Preparedness Platform (EPP)* is among the lower scoring indicators. It was achieved by 3 per cent of COs in 2022 but saw a notable increase in 2023, being achieved by 32 per cent of eligible country offices. This large increase will be further investigated using natural language processing (NLP) to review a large body of relevant documents, as well as through country case studies to try to understand what is driving this trend.

While internal UNICEF monitoring data indicates that there has been consistent progress in conducting gender analysis in both development and emergency programming, the all-staff survey results are more nuanced. On the statement “gender analysis is consistently used to inform all policy and programmatic work I am involved in” just over half of respondents agree/strongly agree (55 per cent). There are also variations between sectors within the programme and policy functions, the highest proportion of respondents agreeing/strongly agreeing were in adolescent development (63 per cent) and the lowest one in innovation (17 per cent). Regional disaggregation indicates a consistent proportion of around 60 per cent of respondents agreeing/strongly agreeing, except in the Latin America and the Caribbean Regional Office (LACRO) and East Asia and Pacific Regional Office (EAPRO) where scores were lower (38 per cent and 51 per cent respectively). A slightly higher proportion (60 per cent) of respondents based in humanitarian/emergency COs agreed/strongly agreed with the statement, compared to those in non-humanitarian/non-emergency COs (51 per cent).

Figure 7. Degree of agreement of UNICEF staff with the statement “gender analysis is consistently used to inform all policy and programmatic work I am involved”, by sector within programme and policy functions

By sector within programme and policy functions

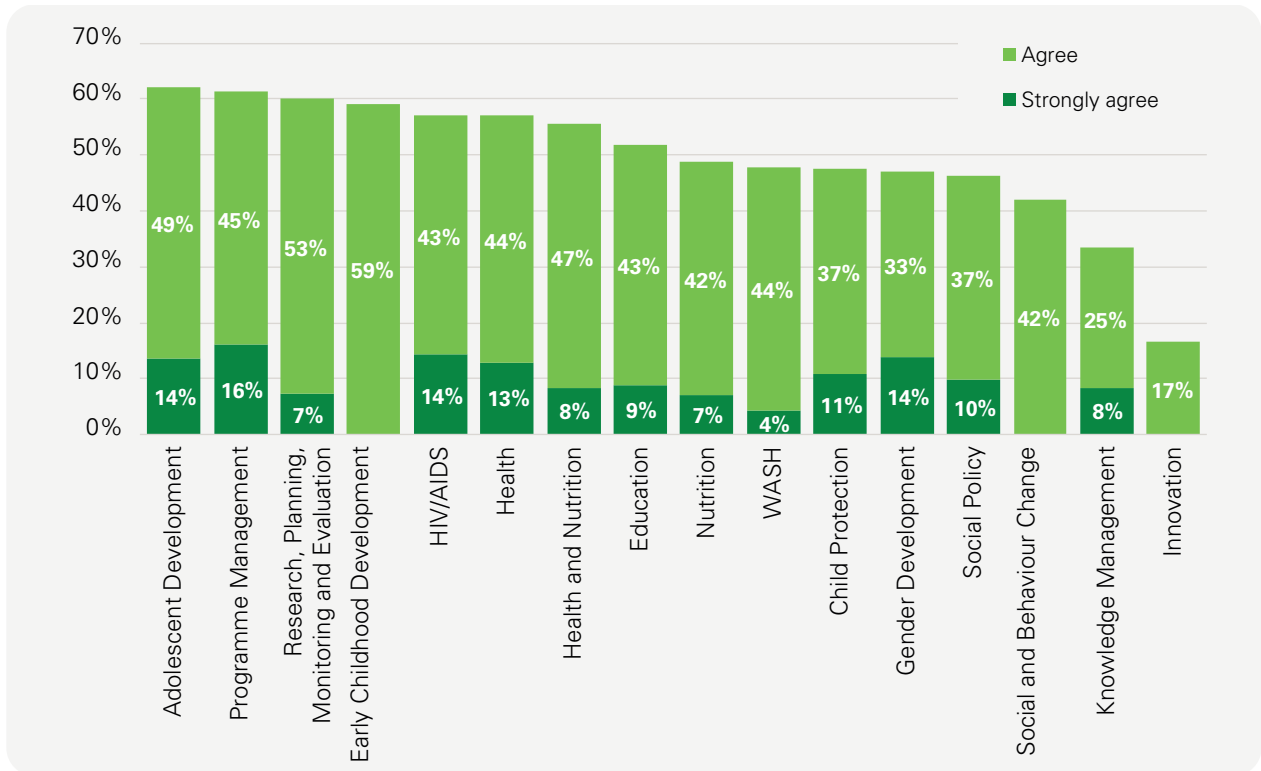
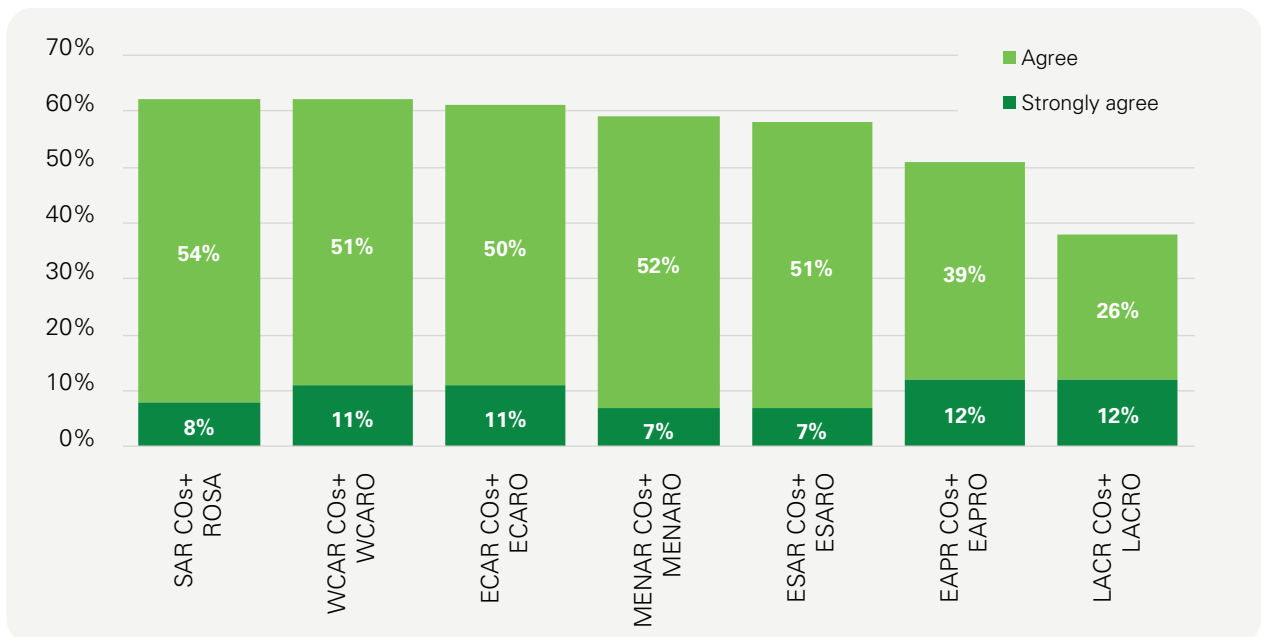


Figure 8. Degree of agreement of UNICEF staff with the statement “gender analysis is consistently used to inform all policy and programmatic work I am involved”, by region

By region



Source: All-staff survey

“ Gender analysis is consistently used to inform all policy and programmatic work I am involved ”

Further primary data collection conducted during the country case studies will support validation of the quality and the use of these analyses to inform programming.

Gender M&E

The 2019 GAP Evaluation recommended that institutional enablers should be more systematically monitored, evaluated, and reported to guide country-specific strategies. The management response to this recommendation pledged to set up systems for monitoring the effectiveness of change strategies and the results of the implementation of the institutional enablers. The development of a more comprehensive monitoring system for institutional enablers through the GAP 3 Standard Index reflects action against this commitment. UNICEF further developed its M&E system to monitor the implementation of the GAP institutional and programmatic results. All GAP programmatic indicators are included as a sub-set of the Strategic Plan Results Framework and COs report on a revised set of six mandatory CSIs on gender integration.

The evaluation's all-staff survey suggests that gender is widely integrated in M&E systems, with 82 per cent of respondents agreeing/strongly agreeing that they collect data on gender results. However, views on the user-friendliness of the M&E system and actual utility of this data to inform programming were less positive. Half of the respondents (50 per cent) considered that the GAP Standard Index was relevant to explore the quality of gender integration at CO level, and less than half (45.6 per cent) considered that the GAP reporting system was clear and user-friendly.

In line with this, there appears to be mixed results in implementing the M&E system under GAP 3. Some areas show progress in terms of improving data quality on gender. The indicator *level of sex-disaggregation on CSIs* shows positive results, being achieved by 89 per cent of COs in 2023. The indicator *level of sex-disaggregation on Results Assessment Module (RAM) standard indicators* has remained stable at a low level, achieved by only 26 per cent of COs in the 2022-2023 period. According to UNICEF respondents, this reflects a broader trend in the transitioning from RAM indicators to CSIs, which explains the emphasis put on improving data disaggregation in CSIs as RAM indicators are phased out. There are also efforts reported at HQ level to ensure quality

of the GAP Standard data as part of the CSI review including following up with COs where gender-tagged activities, GEM scores and output narratives do not match. This will be done alongside evaluating the quality of gender results.

Issues relating to completeness and accuracy of GAP Standard data were identified. These include:

- ▶ Inconsistencies in the way the GAP Standard is calculated. For 2022 data (2023 reporting), the overall GAP score formula for each country was calculated without including the overall score for two criteria: 6 – *resources* and 7 – *gender integration in CO/RO/HQ programming and planning in development and humanitarian settings*. The formula led to the calculation of 12.4 per cent (16) COs meeting the 70 per cent benchmark for the achievement of the Standard reported in the 2023 Annual GAP Report. However, the calculation done on the data from 2023, which will be reported in the 2024 annual report) includes these two criteria. When including criteria 6 and 7 in the calculations, only half of those 16 who were reported to have met the benchmark in 2022 would have met the GAP Standard (eight country office or 6.2 per cent).
- ▶ The changes implemented in indicators and the way they are measured between the two GAPs are not consistently documented. This makes trend analysis difficult over a longer period, even where the criteria measured are consistent over the two action plans.
- ▶ GAP 3 Standard indicator baselines for 2021 are often different from GAP 2 Standard indicators' actual values for the same year, where some correspondence exists. According to discussions with the Gender Programme Group, baselines were set in a way that would give COs a "blank slate" opportunity to remove any errors in the previous period as part of a broader approach to baseline setting in the UNICEF monitoring system.

In summary, while the GAP Standard Index covers key dimensions of institutional enablers and quality checks on data reported are implemented, there is room for improvement in terms of providing an accurate picture of institutional enablers implementation. The country case studies will investigate the extent to which qualitative monitoring is used alongside the GAP Standard to answer the "so what?" question in

relation to the contribution of institutional enablers to higher level changes in organizational and programmatic outcomes.

Data, research and evidence

Evidence analysed so far on the use of data, research and evidence to support gender-transformative results in programming is mixed. While there are strong initiatives on this at global level, the extent to which those translate at the programme level is unclear.

The 2023 Annual GAP Report provides examples of initiatives in this area, such as providing new guidance to COs on strengthening gender statistics systems and developing survey tools for collecting gender data in household surveys. Globally, UNICEF has also undertaken important work in collating and disseminating research and evidence on gender programming externally. The UNICEF Global Office of Research and Foresight published a compendium of papers gathering reflections and lessons in preparation for UNICEF's Gender Policy and Action Plan 2022-2025. UNICEF has also invested in making gender data and research easily accessible, for example through the [Adolescent Data Portal](#) and the [Gender Equality Data hub](#).

While gender analysis at programme level is included in the GAP Standard (see section 3.2.1 above), aspects of data, research and evidence are not captured in the GAP Standard and other institutional monitoring frameworks on gender equality. The survey results indicate a positive perception among respondents of the extent to which gender data, research and evidence are used to inform programming in UNICEF, with 68.4 per cent of respondents agreeing/strongly agreeing with this. Further data collection in country case studies is needed to understand the extent to which evidence on what works in gender integration, including innovations is used to shape programmatic approaches at country level.

Financial investment

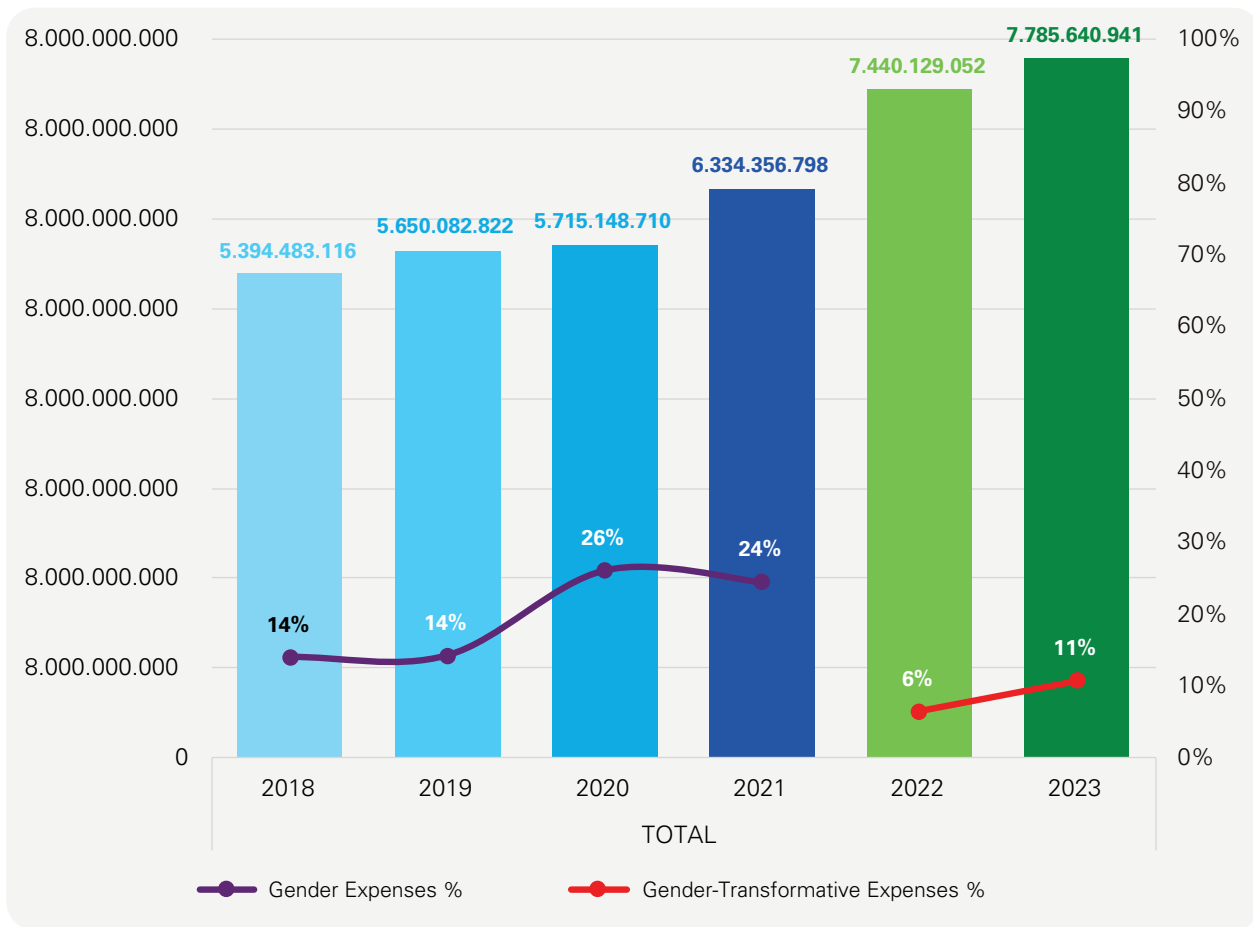
Evolution of gender expenditure across the period

In GAP 2, UNICEF was tracking gender expenditure overall, based on GEM at output level and on gender-tagged activities. Since the beginning of GAP 3, UNICEF has been tracking two types of gender expenditure: gender-responsive (or gender integrated) expenditure, and gender-transformative expenditure. To calculate gender-transformative expenditure, the GEM tagging at the output level (planned expenses) and the gender tagging at the activity level (actual expenses) are used together. The final ratings depend on the specific percentage of expenditure allocated to gender activities under the output in question. Whereas for GAP 2 all gender-related expenditure counted towards the 15 per cent gender expenditure UN-SWAP target, from GAP 3 only gender-transformative expenditures count towards this. More detail on the calculation of gender-transformative expenditures in GAP 3 can be found in Annex 5.

In GAP 2 UNICEF continuously met the UN-SWAP requirement of committing 15 per cent of financial resources overall to gender equality during the evaluation period, and exceeded it in 2020 and 2021, where expenditure on gender results reached 21 per cent of the organization's total expenditure. In 2021, the proportion of gender-related expenditure in emergency contexts was 15.7 per cent.

In GAP 3, the new UNICEF formula for calculating gender-transformative expenditure led to an expected decrease to 6.2 per cent in 2022 and to 8.5 per cent in emergency contexts. This new formula is in line with the recommendations of the UN Secretary-General's High-level Task Force on Financing Gender Equality and the implementation of a minimum 15 per cent financial target for activities making principal contribution to gender equality. As a result of this change in formula, UNICEF "met" but did not "exceed" the UN-SWAP financial resources allocation criteria in 2022. However, the proportion of gender-transformative expenditure has increased between 2022 and 2023, nearly doubling from 6.2 to 10.7 per cent between the first and second year of GAP 3, raising from US\$498 million in 2022 to US\$904 million in 2023. This may be an indication of continued positive trend on gender funding, albeit at a lower reported level compared to the last year of GAP 2 (2021).

Figure 9. Gender-Transformative Expenses out of total UNICEF expenditure, Total

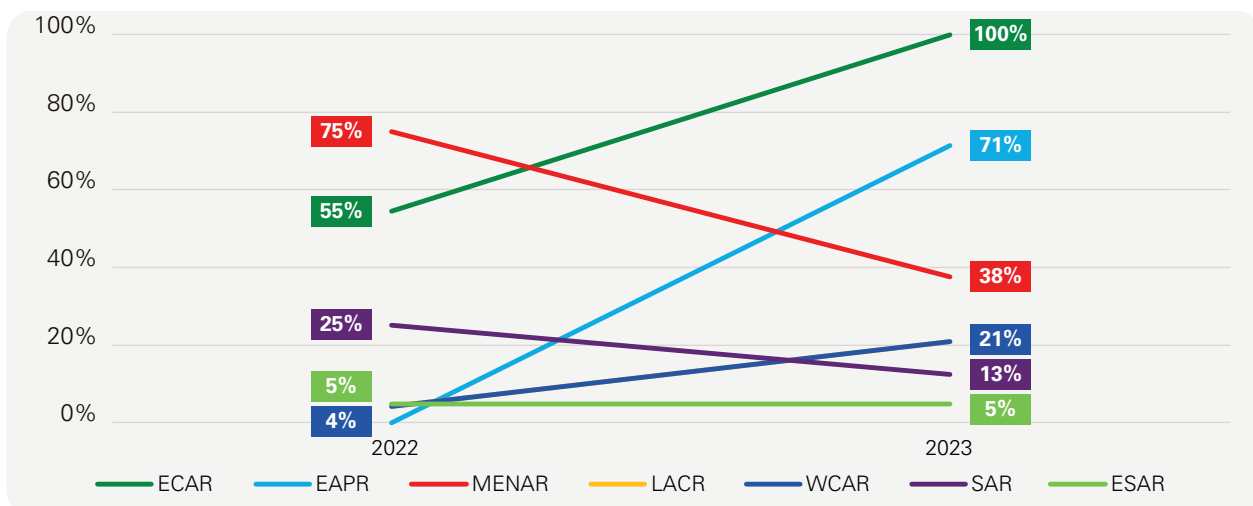


Source: UNICEF Strategic Plan expenditure cube, 2019-2021 and 2022-2025

However, there are important variations between countries' gender expenditure. An analysis of country-level distribution from GAP 3 Standard indicator reveals that currently less than half of the COs achieve the resources target. The proportion of COs meeting the resources target varies across regions

and between 2022 and 2023 – as displayed in Figure 10. In 2023, the higher performing regions in terms of COs achieving the resources target are ECA and EAP, while ESA presents the lowest proportion of COs meeting the resources target.

Figure 10. Percentage of country offices meeting the expenditure target in 2022 and 2023, Total



Sources: [H5.2 raw_2023.xlsx](#), [H5.2 GAP standard 2022.xlsx](#), authors' calculations

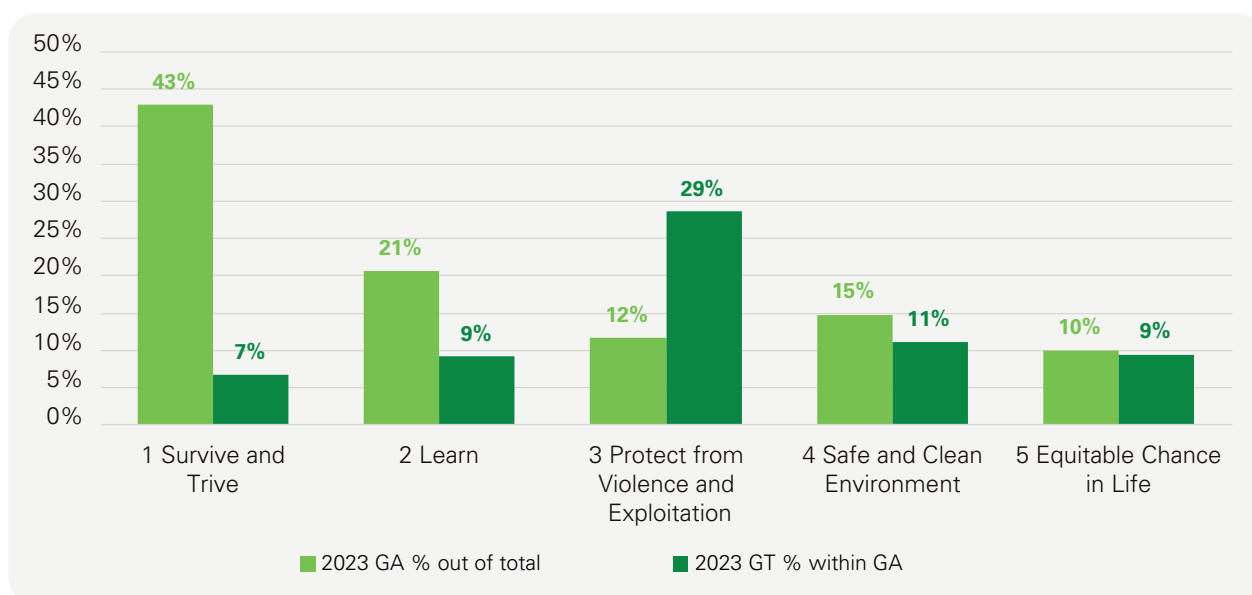
During GAP 2, the proportion of COs meeting the 15 per cent requirement increased from 45 to 55 per cent between 2019 and 2021. Due to the changes in calculations in GAP 3, this proportion of COs meeting the criterion dropped to 22 per cent in 2022, climbing to 39 per cent in 2023. This low proportion of COs dedicating sufficient resources to gender-transformative work is in line with the staff survey results, with less than half of respondents (38.9 per cent) agreeing/strongly agreeing with the statement “Gender is prioritized in country office budgeting to meet commitments under the Gender Action Plan and UN System-wide Action Plan”, being the lowest score among the statements relating to enablers for gender-responsive work.

There are also variations among Goal Areas as reflected in Figure 11. Figures are shown for 2023 only as they do not differ greatly from 2022. Goal 1 Area ‘Survive and Thrive’ has the highest proportion (43 per cent) of expenditure among Goal Areas, but the lowest proportion of gender-transformative

expenditure (increased from 3 to 7 per cent between 2022 and 2023), followed by Goal Area 2 and 5 (9 per cent). In contrast, Goal Area 3 on ‘Protection from Violence and Exploitation’, represents a smaller proportion of expenditure (12 per cent) across Goal Areas, but has the highest percentage of gender-transformative expenditure within each of the Goal Areas (29 per cent up from 21 per cent in 2022).

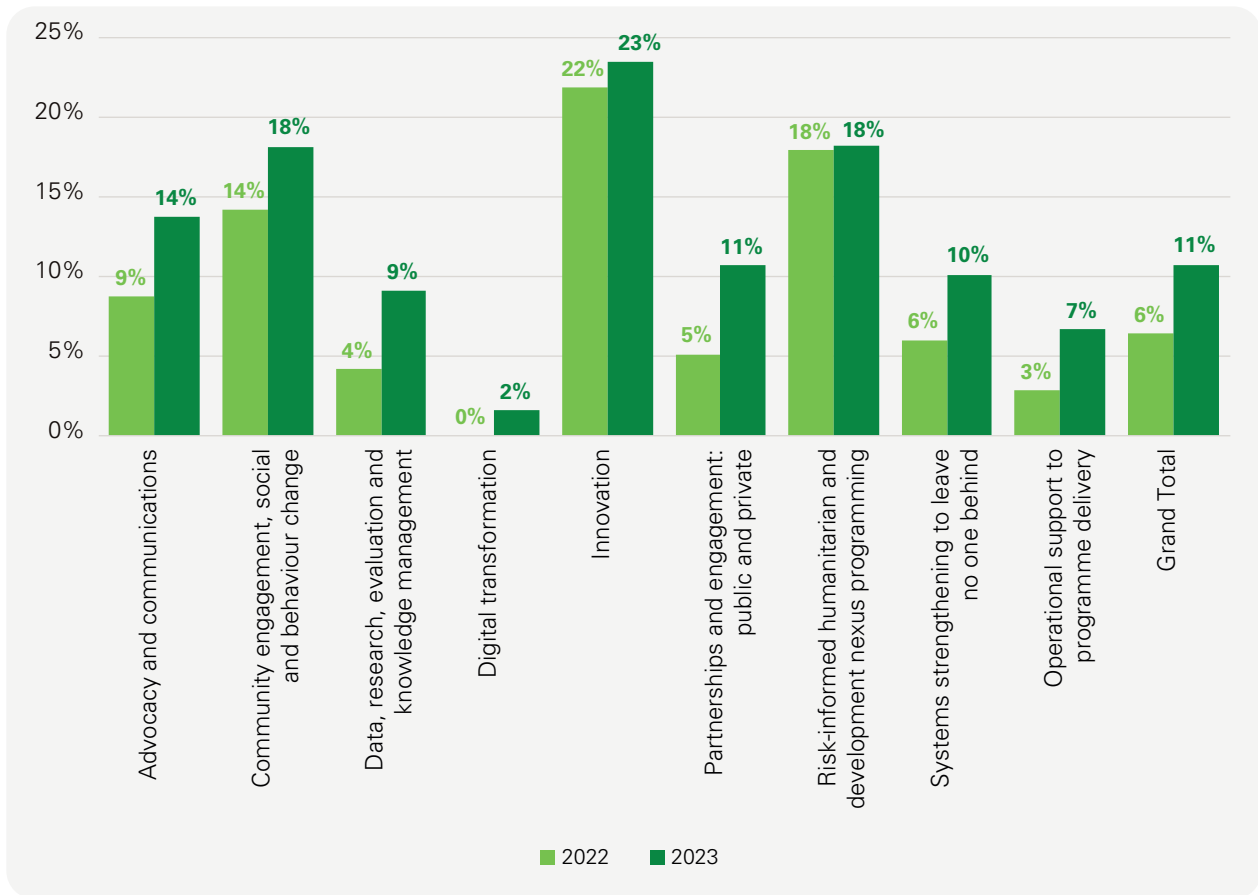
There are also important variations among change strategies in terms of the share of expenditure dedicated to gender as reflected in Figure 12. While there is an increase in the share of gender expenditure across all change strategies, the proportion of those varies from a high of 23 per cent in *innovations* to a low of 2 per cent in *digital transformation* in 2023. These differences in gender expenditure among Goal Areas and change strategies will be further explored and triangulated with data analysed under EQ3 on programmatic results.

Figure 11. Goal Area expenditure and Gender-Transformative Expenses out of total UNICEF expenditure, by Goal Area, 2023



Source: UNICEF Strategic Plan expenditure cube, 2022-2025

Figure 12. Gender-transformative expenses as total expenditure, by change strategies, 2022 and 2023



Source: UNICEF Strategic Plan expenditure cube, 2022-2025

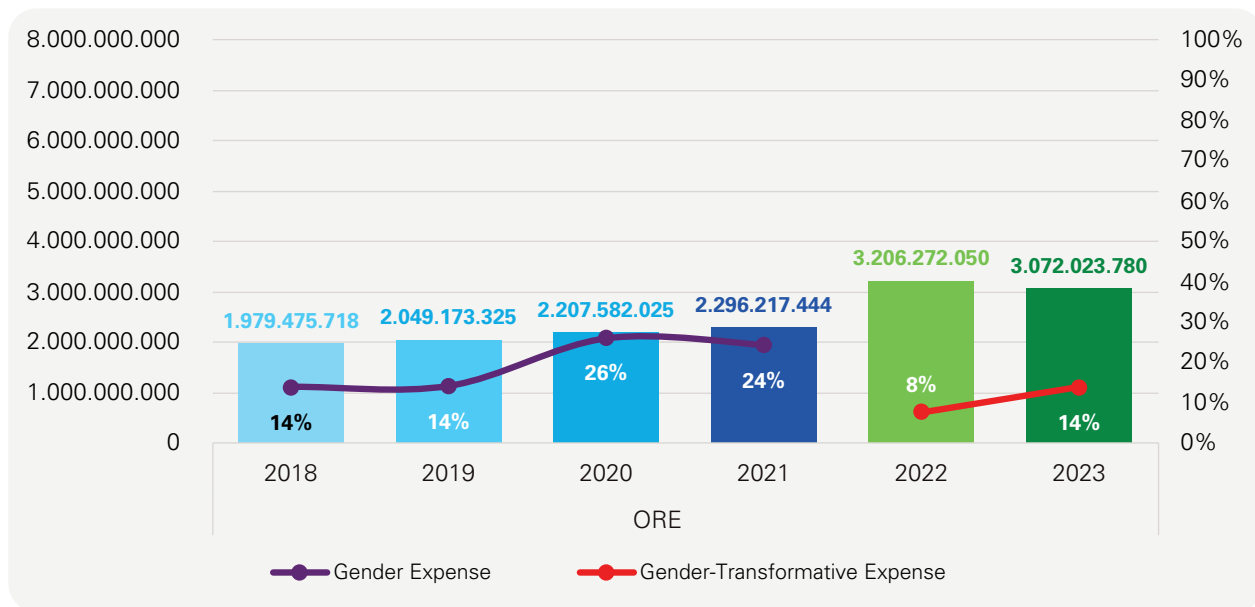
Distribution of gender expenditures by resource types

UNICEF allocates resources across three categories: Other resources emergency (ORE), other resources (OR), and regular resources (RR). Regular resources encompass core and flexible funds, while ORE and OR are earmarked resources.

The 2019 evaluation highlighted that there had been a reduction in core funding for gender equality in between GAP 1 and 2, and limited flexible funds dedicated to gender mainstreaming (corresponding to RR). In contrast, the increase in gender-related resources was attributed to a large increase in gender thematic funds and to private sector contributions (in OR/ORE). The previous evaluation highlights that these resources were earmarked for specific initiatives, rather than flexibly supporting gender integration in UNICEF, and that despite an overall increase in resources dedicated to gender, distribution of those was skewed with insufficient long-term funding being available for implementation of institutional enablers. Analysis of recent expenditure data

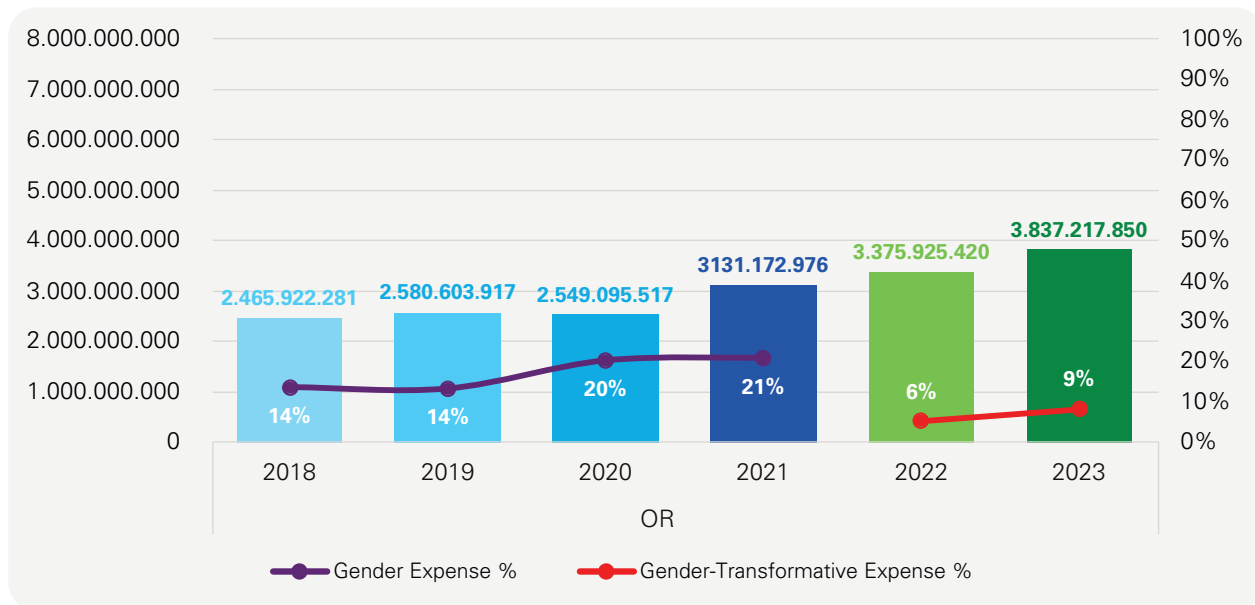
conducted for this interim report presented in Figure 13, Figure 14 and Figure 15 illustrates that this finding may still hold true at the time of this evaluation in terms of the stagnation and decrease in amount and proportion of flexible (RR) resources over the period considered.

Figure 13. Gender-transformative expenses out of total UNICEF expenditure, ORE



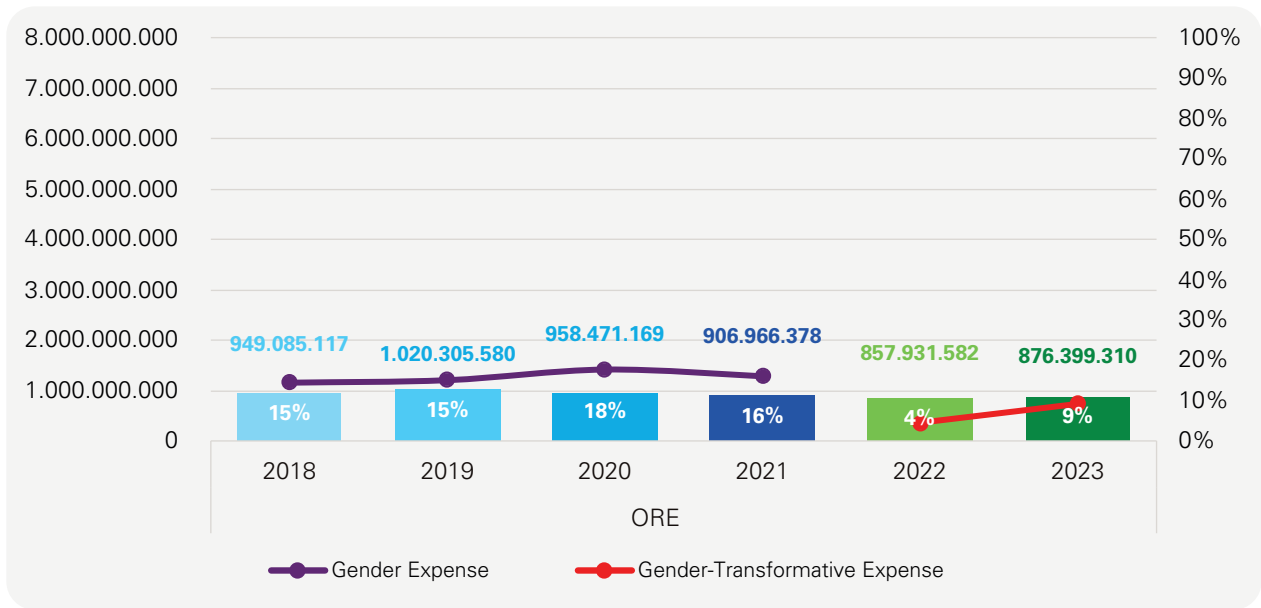
Source: UNICEF Strategic Plan expenditure cube, 2019-2021 and 2022-2025

Figure 14. Gender-transformative expenses out of total UNICEF expenditure, OR



Source: UNICEF Strategic Plan expenditure cube, 2019-2021 and 2022-2025

Figure 15. Gender-transformative expenses out of total UNICEF expenditure, RR



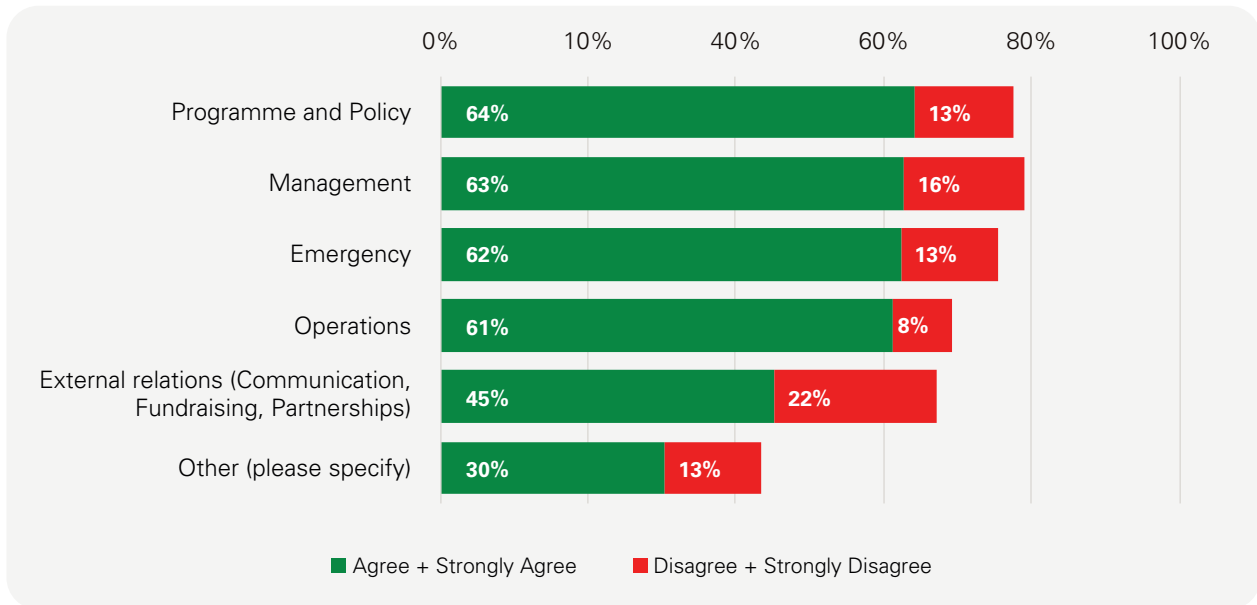
Source: UNICEF Strategic Plan expenditure cube, 2019-2021

Gender architecture

Documents reviewed in relation to human resources for gender paint a positive picture of the availability of specialized staff positions but identify capacity gaps to enable them to fulfil their roles most effectively. The MOPAN 2020 assessment considered that UNICEF had a well-resourced gender architecture, although it also highlighted gaps in gender capacities. The 2019 evaluation of the GAPs identified limitations to the gender focal point network, including a lack of gender expertise and unclear rationale for appointment of focal points. The 2021 staffing guidance addresses some of these concerns and sets the recommended minimum standards for gender staffing at country, regional and headquarter level of the organization. It also recommends that COs fundraise for additional gender expertise in addition to the minimum standards set, and that COs have a gender taskforce in place to drive and monitor gender equality results at country level.

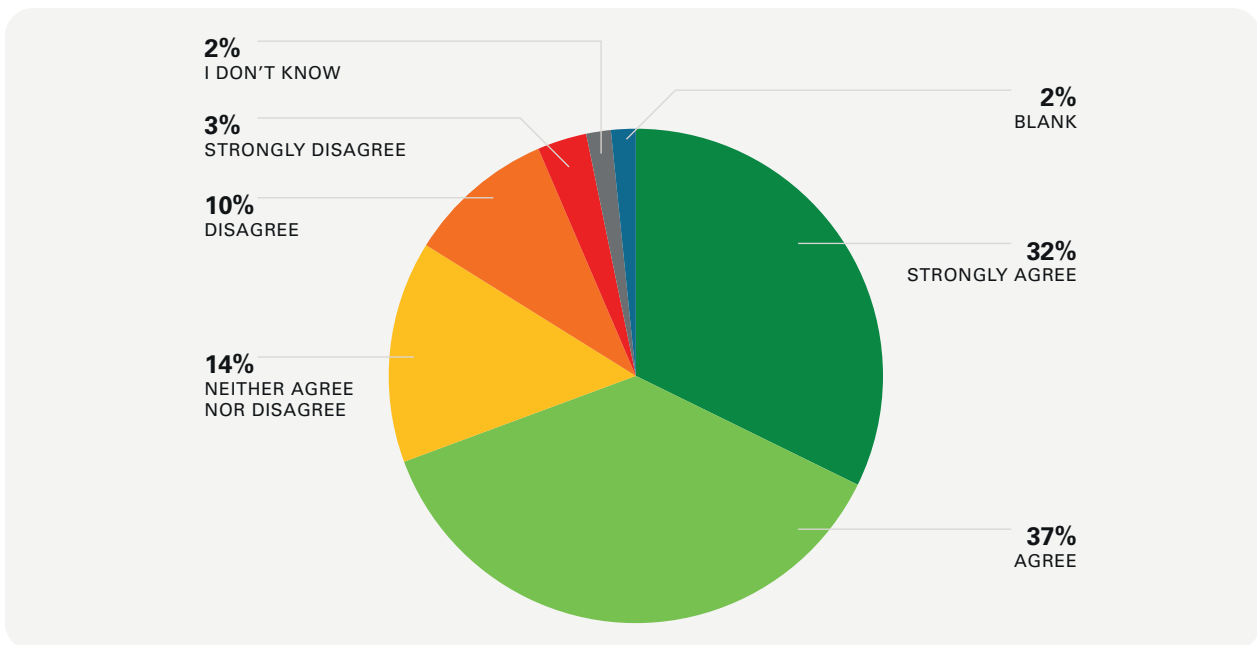
The adherence to the staffing guidance is tracked in both the GAP 2 and GAP 3 Standards. This indicator is well-achieved and stable across the evaluation period, being achieved by around 80 per cent of COs. In line with this, the evaluation’s all-staff survey results show a relatively positive perception of the status of human resources for gender, with 65.2 per cent of respondents agreeing/strongly agreeing with the statement “I am well equipped and supported to integrate gender in my work.” However, perceptions on this varied among functional areas as shown in Figure 16. While the proportion of respondents responding positively (agree or strongly agree) to this statement is over 60 per cent among staff working in programme and policy, management, emergencies and operations, it is less than half amongst staff working in external relations (45 per cent). There may be a greater need for gender technical support in this area of work relating to communications and partnerships. Staff working in gender development largely agree/strongly agree that they have adequate support to deliver their role (69 per cent) as shown in Figure 17.

Figure 16. Extent of agreement to the statement “I have sufficient support to deliver the gender responsibilities in my role” by functional areas



Source: All-staff survey

Figure 17. Extent of agreement to the statement “I have sufficient support to deliver the gender responsibilities in my role” among respondents who work in gender development



Source: All-staff survey

“ I have sufficient support to deliver the gender responsibilities in my role ”

While there seems to be a gender architecture in place at all levels in UNICEF and in a large proportion of COs, data analysed so far indicate that effective implementation of this architecture and of the staffing guidance may still present gaps. It is noteworthy that the GAP Standard indicator on *CO organizes regular meetings on the implementation of the gender priorities* shows a lower score, being achieved by only 48 per cent of COs in 2023, up from 39 per cent in 2022. This may reflect limited implementation of the recommendation of the staffing guidance to have a gender taskforce in place. KIs conducted also pointed to ongoing issues in terms of implementing a well-capacitated gender architecture at country level in terms of uneven levels influence and capacity to play their role. These issues will be further explored in the country case studies. In terms of regional variation in the achievement of this indicator, it ranges between 33 per cent of COs in the Latin America and the Caribbean Region (LACR) to 86 per cent in Europe and Central Asia (ECAR) in 2023, as shown in Table 2 below. Overall, 58 per cent of COs within humanitarian/emergency contexts in 2023 met the indicator in 2023, compared to 43 per cent COs within non-humanitarian/ non-emergency contexts, a 15-percentage points difference.

Table 2. Percentage of COs meeting GAP Standard indicator 4.4. “CO organizes regular meetings on the implementation of the gender priorities”, by region

	2022	2023
EAPR	21%	36%
ECAR	50%	86%
ESAR	38%	43%
LACR	29%	33%
MENAR	56%	44%
SAR	50%	38%
WCAR	33%	46%

Sources: [H5.2 raw_2023.xlsx](#), [H5.2 GAP standard 2022.xlsx](#), authors' calculations

Partnerships (EQ2.2)

Partnership with women's and girls' organizations

The breadth of partnerships with women's and girls' organizations during the evaluation period appears to have increased in both development and humanitarian contexts.

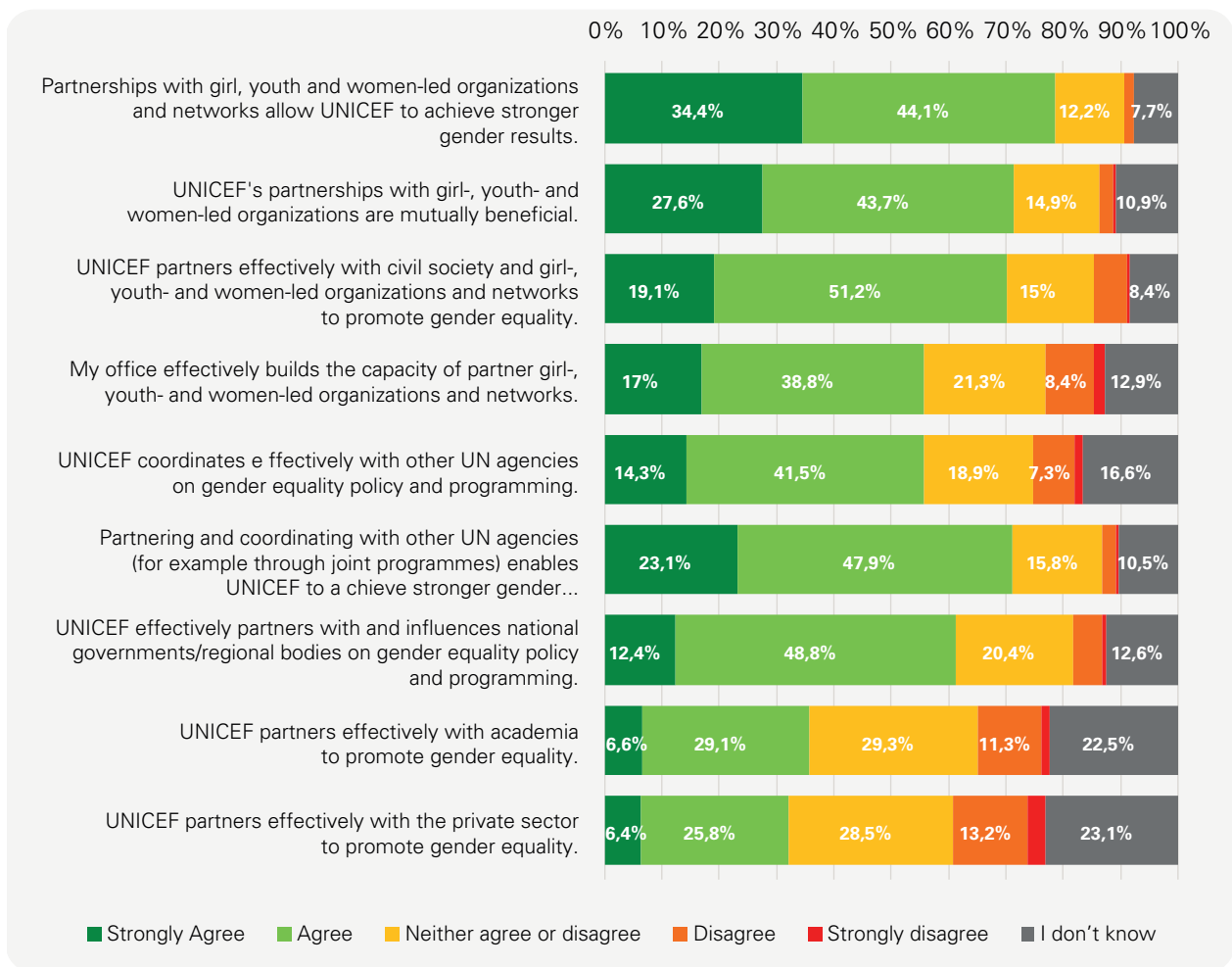
Key framework documents such as the GAP 3 and the Adolescent Girls Programme Strategy 2022-2025 highlight the centrality of partnerships with women-led and girl-led organizations in delivering UNICEF's programmes. The Adolescent Girls Programme Strategy highlights that UNICEF had been increasing the number of women-led and girl-led organizations it partners with at county level and in both development and humanitarian programmes. The 2024 GAP Annual Report mentions that US\$160.3 million were transferred to women's organizations in 2023, of which US\$82.5 million was for humanitarian settings. This demonstrates the priority given at corporate level to the area of partnership with women's and girls' associations. The final report will distinguish, where possible, between women's and girls' organizations partnerships to understand how those two groups have been engaged with by UNICEF. In keeping with this, GAP 3 Standard indicators relating to the breadth of partnerships and the integration of gender concerns in partnerships are among the highest scores in GAP 3 Standard, the two indicators (1) *partnerships with women and youth groups in programme design and monitoring* and (2) *integration of gender issues in key partnership documents* have high and improving achievement rates, above 90 per cent in 2023. Variations exist across regions in terms of partnerships with women and youth groups in programme design and monitoring, ranging between 75 per cent of COs in Middle East and North Africa region (MENAR) in 2023 (down from 94 per cent in 2022 – the only region seeing a declining proportion of COs meeting this indicator) to 100 per cent of COs in ECAR, South Asia Region (SAR) and West and Central Africa Region (WCAR). However, the indicator *partnerships with grassroots girls' and women's rights groups* obtains much lower scores of 40 per cent and 55 per cent in 2022 and 2023 respectively. The lowest percentage of COs meeting the indicator across regions in 2023 is MENAR at 19 per cent which remained stable from 2022 to 86 per cent in ECAR (up from 45 per cent in 2022).

Survey responses relating to partnerships with women’s and girls’ organizations reflect a positive picture. The contribution of partnerships with women’s and girls’ networks was considered instrumental to achieving gender equality results (78.5 per cent of respondents, with respondents working in non-humanitarian/non-emergency contexts slightly more likely to agree/strongly agree compared to those working in humanitarian/emergency contexts). Those partnerships were seen as mutually beneficial (71 per cent of respondents, with no difference

between respondents working in non-humanitarian/non-emergency contexts and those working in humanitarian/emergency contexts) and a majority of respondents considered that UNICEF partners effectively with civil society and girl- youth- and women-led organizations and networks to promote gender equality (70 per cent of respondents, with no difference between respondents working in non-humanitarian/non-emergency contexts and those working in humanitarian/emergency contexts).

Figure 18. Degree of agreement of UNICEF staff on partnerships statements

Sources: All-staff survey



While there is a clear focus in UNICEF on developing partnerships with women's and girls' organizations, there are concerns in terms of the effectiveness of these partnerships to sustainably strengthen the capacity of UNICEF's partners, including on gender equality aspects. The 2019 evaluation pointed to issues of quality and contribution of those partnerships, considering that gender-related partnerships with civil society had tended to focus on project implementation rather than strategic, longer-term issues. One aspect of integrating gender-responsive approaches into partnership arrangements has been for UNICEF to expand its PSEA training to nearly all its implementing partners. However, the MOPAN 2020 assessment expressed concerns related to the actual implementation of norms and systems on PSEA by partner organizations, especially pointing out limited availability of services and redress mechanisms for survivors.

These concerns were echoed in KIIs conducted during the inception phase of this evaluation, that highlighted issues around the effectiveness of UNICEF's partnership model in building capacity of women's and girls' networks in a sustainable manner. Another concern raised related to UNICEF's administrative requirements constituting a barrier for partnering with grassroots organizations, noting that those requirements were lighter in humanitarian contexts. This will be further explored in this evaluation through country case studies for the current context, specifically in relation to partnerships with women's and girls' networks.

Partnership with UN agencies

UNICEF is engaged in various global partnerships and interagency coordination mechanisms on gender. Examples include the [Spotlight Initiative](#), the [UNICEF-United Nations Population Fund \(UNFPA\) Joint Programme on the Elimination of Female Genital Mutilation](#), the [UNICEF-UNFPA Global Programme to End Child Marriage](#), the [Inter-Agency Network on Women and Gender Equality](#), the [United Nations Sustainable Development Group Task Team on Gender Equality](#), the [United Nations Task Force on Violence Against Women and Inter-Agency and Expert Group on Gender Statistics](#). The MOPAN 2021 assessment also highlights that UNICEF has been at the forefront of interagency efforts on PSEA, contributing to the harmonized PSEA assessment with UNFPA, United Nations High Commissioner for

Refugees (UNHCR) and the World Food Programme (WFP). UNICEF is also engaged in regional partnerships that are highly relevant to gender equality, such as the 2gether 4SRH joint programme in ESAR funded by the Swedish International Development Cooperation Agency and implemented in collaboration with the Joint United Nations Programme on HIV/AIDS (UNAIDS), UNFPA and World Health Organization (WHO) in ten countries.

At country level, there are indications that there may be more variation to the engagement with other UN agencies on gender equality.

The 2019 GAP evaluation considered that at the country level UNICEF was not typically seen as a leader in gender equality. KIIs also highlighted some concerns in terms of the perception of UNICEF by other UN agencies on UNICEF's country-level partnerships in general, and on gender equality matters in particular. Other sources of self-reported data such as GAP Standard indicators provide a relatively positive picture of UNICEF's engagement in UN partnerships: 60 per cent of COs fulfilled the GAP 3 Standard indicator *CO has a joint programme on gender equality with other UN entities* in 2023. All COs in SAR met the indicator in 2023 (up from 75 per cent in 2022). The region with the lowest percentage of COs meeting the indicator is MENAR, with only 25 per cent in 2022 and 2023. On average across all regions, there has been a 10-percentage point increase in the percentage of COs meeting the indicator, with no region reporting a decline in the proportion of COs meeting the indicator. A higher proportion of COs (65 per cent) within humanitarian/emergency contexts in 2023 met the indicator compared to 58 per cent COs within non-humanitarian/non-emergency contexts. A large majority of respondents to the survey considered that partnerships and coordination with UN agencies were instrumental to UNICEF achieving gender equality results (71 per cent of respondents) and to a lesser extent that UNICEF coordinates effectively with other UN agencies on gender equality policy and programming (61.2 per cent of respondents).

Accountability and leadership (EQ2.3)

Accountability

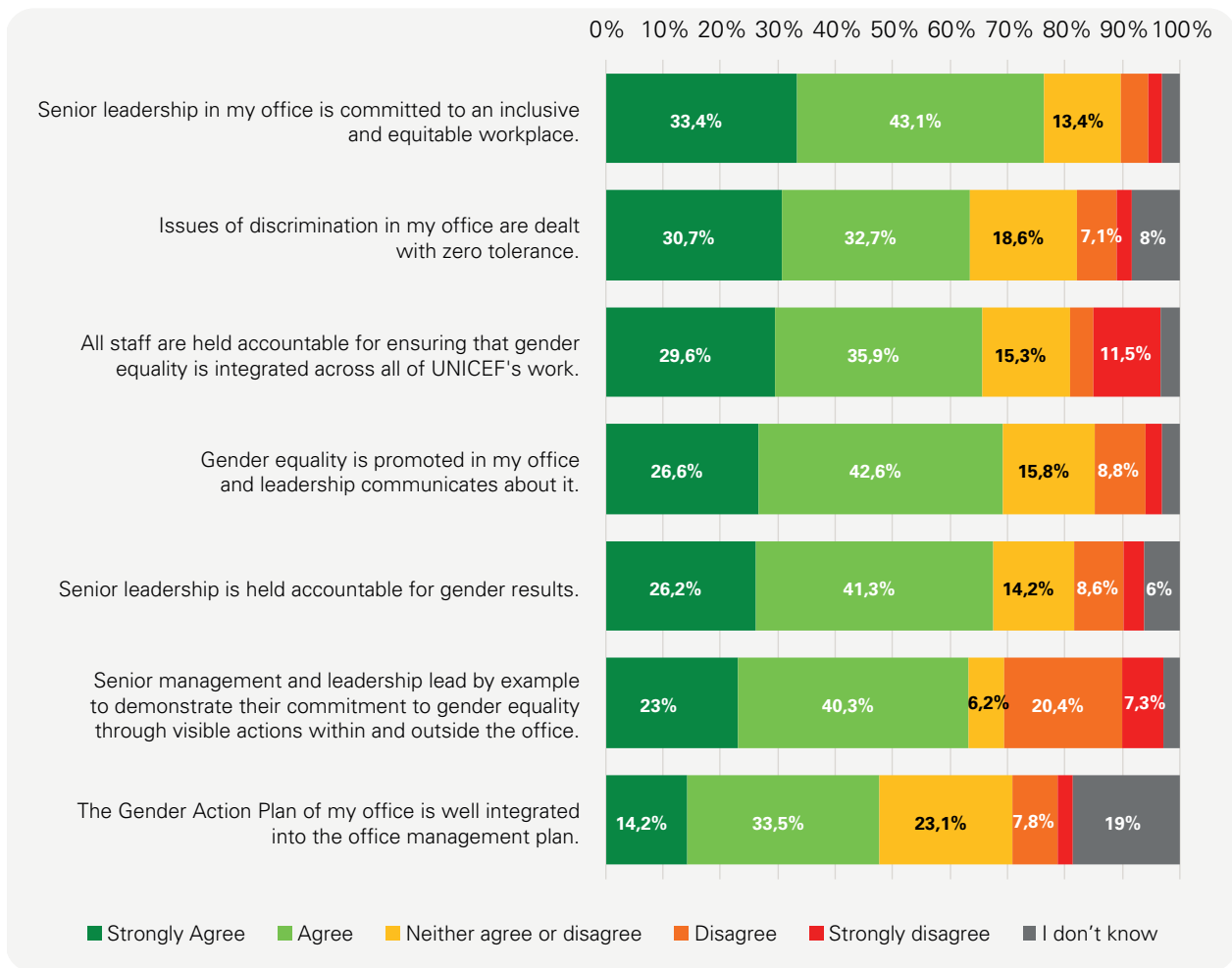
A key issue relating to accountability for gender results is ensuring that responsibility extends beyond gender specialist staff and gender focal points. Previous assessments highlighted gaps in this respect including the 2019 GAP evaluation that considered *“responsibility for GAP implementation mostly rests with a committed few, and it is frequently perceived as the remit of dedicated gender-focused staff, rather than as an organization-wide responsibility.”* Similarly, in the MOPAN 2021 assessment, UNICEF did not fully meet the criteria for gender accountability as the assessment concluded that accountability was limited to a high-level, collective approach rather than individuals holding responsibility. In answer to these findings, the GAP 3 emphasizes the importance of a whole-of-organization approach to implementing institutional enablers, ensuring that these are not the sole responsibility of gender specialists and gender focal points, but *“are the responsibility of everyone in UNICEF, regardless of organizational role.”*

Monitoring data reviewed as part of this interim report indicates that there are enduring issues in gender accountability at the CO level. The GAP indicator *CO Programme Management Plan defines accountabilities to achieve gender results across sectors* was only achieved by around half of country offices (51 per cent) in 2023, similar for those within humanitarian/emergency contexts and non-humanitarian/non-emergency contexts. Almost all country offices (95 per cent) in ECAR met the indicator in 2023 (up from 86 per cent in 2022), compared to only a third (31 per cent) in MENAR (up from 13 per cent in 2022). The only region where the proportion decreased between 2022 and 2023 was EAPR (from 36 per cent in 2022 to 29 per cent in 2023). The indicator *CO has a gender action plan* dropped from close to 100 per cent completion during the three years of GAP 2 to only 26 per cent in 2022, and increasing again to 44 per cent in 2023. This trend is difficult to interpret and will require further investigation as part of the evaluation. A higher percentage (56 per cent) of COs within humanitarian/emergency contexts had a gender action plan in 2023 compared to those non-humanitarian/non-emergency contexts (38 per cent). Only 21 per cent and 25 per cent of

COs had a gender action plan in EAPR and LACR respectively in 2023, while in ECAR almost all COs (95 per cent) had one (up from 27 per cent in 2022). Survey results indicate similar gaps in accountability at country level. Overall, 48 per cent of respondents said that their CO had a gender action plan (slightly higher for respondents based in COs within humanitarian/emergency contexts compared to those based in COs within non-humanitarian/non-emergency contexts), compared to the GAP Standard indicator results on *CO has a Gender Action Plan* in 2023 (44 per cent). But less than half of respondents (47.8 per cent) who responded that their CO had a gender action plan agreed/strongly agreed that this plan was well integrated in the Office Management Plan (OMP) (roughly the same for those based in COs within humanitarian/emergency contexts compared and in COs within non-humanitarian/non-emergency contexts).

Nonetheless, there was a more positive view on the statement *“all staff are held accountable for ensuring that gender equality is integrated across all of UNICEF’s work”* (65.5 per cent agreeing/strongly agreeing). In relation to this statement, there were however contrasting perceptions between different categories of respondents, depending on the type of office (humanitarian/non-humanitarian), gender and post category. This suggests that accountability on gender equality may not yet be fully integrated across the whole organization. A significantly higher percentage (77.4 per cent) of respondents based in COs within humanitarian/emergency contexts agreed/strongly agreed that all staff are held accountable for gender equality, compared to those non-humanitarian/non-emergency contexts (64.1 per cent). In terms of gender disaggregation, 80 per cent of male respondents agreed/strongly agreed that all staff are held accountable for gender equality, but a lower proportion of female respondents (57 per cent), and diverse/gender non-conforming/non-binary/third gender/gender-fluid/two-spirit/trans respondents (43 per cent) held the same view. Intern/fellows were the post category most likely to strongly agree/agree with the statement that staff are held accountable for gender equality (83.3 per cent) while international staff were the post category most likely to strongly disagree/disagree with the statement (28 per cent).

Figure 19. Degree of agreement of UNICEF staff on accountability and leadership statements



Sources: All-staff survey

Leadership

At CO level, the GAP Standard offers a generally positive view of leadership performance on gender. The indicator *CO has the leadership, oversight and accountability at an appropriate management level (deputy representative)* remained stable and high between GAP 2 and 3 at around 75-80 per cent. However, as mentioned above, the indicator *CO organizes regular meetings on the implementation of the gender priorities*, while following an increasing trend in GAP 3, was achieved by almost half of CO in 2023 (48 per cent).

Survey results indicate that there is a positive view of leadership’s commitment to gender equality (76.5 per cent of respondents) as well as of the role played by leadership in promoting and communicating about gender equality (69.2 per cent). Senior leadership was seen as accountable for gender equality results (67.5 per cent) and as leading by example through visible action (63.6 per cent). Further investigation of gender leadership will be undertaken through the country case studies, global interviews and further documents review to complement these results.

Staffing and culture (EQ2.4)

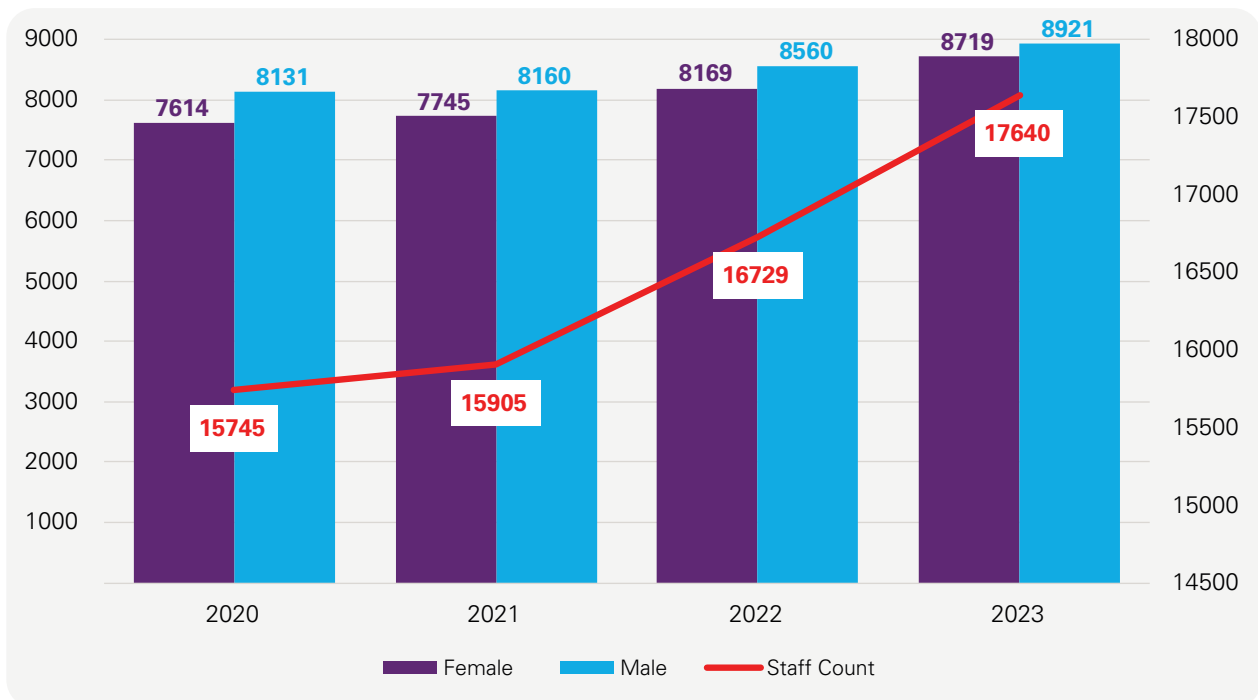
Parity in staffing

Across the entire UNICEF workforce, irrespective of grade or location, parity among staff is achieved in UNICEF with a total of 49 per cent of women and 51 per cent of men in the workforce in 2023 (Figure 20). UNICEF scores high in recruitment and promotion in the latest EDGE survey – the employee survey carried out as part of the EDGE certification. The effectiveness of policies and practices to ensure equitable career progression was above the EDGE Standard of 65 per cent in all areas of analysis in both 2019 and 2022 EDGE assessments.

While parity is achieved in overall staff numbers in UNICEF, there are discrepancies within different staff categories that affect the performance of the organization in achieving gender parity indicators. The organization has consistently not met the UN-SWAP requirement on *equal representation of women* performance indicator, which looks at parity across different categories of staff and leadership

positions. In GAP Standard, the *virtual parity* indicator showed a stable trend, with around 70 per cent of CO in GAP 2, and 64 per cent in GAP 3 meeting the target. This apparent decline is due to a change in the way the parity indicator is scored in GAP 3. For purposes of the GAP standard, in GAP 2, UNICEF used to consider that a country office was meeting the target for parity for any proportion of female staff above 47 per cent. In GAP 3, this is capped at 70 per cent female staff, and the CO is not considered to be meeting the parity target for any percentage above that. Overall, the gap between percentage of female and male staff appears to be in decline between 2020 to 2023. However, a staggering difference in achieving the indicator exists for 2023 between COs within humanitarian/emergency contexts (35 per cent) and within non-humanitarian/non-emergency contexts (79 per cent), and across regions, with COs in EAPR (86 per cent), ECAR (95 per cent), and LACR (88 per cent) achieving virtual parity, compared to 17 per cent in WCAR. The percentage decreased between 2022 and 2023 for LACR, MENAR (from 69 to 50 per cent), and West and Central Africa region (WCAR).

Figure 20. Overall parity in staffing, 2020-2023

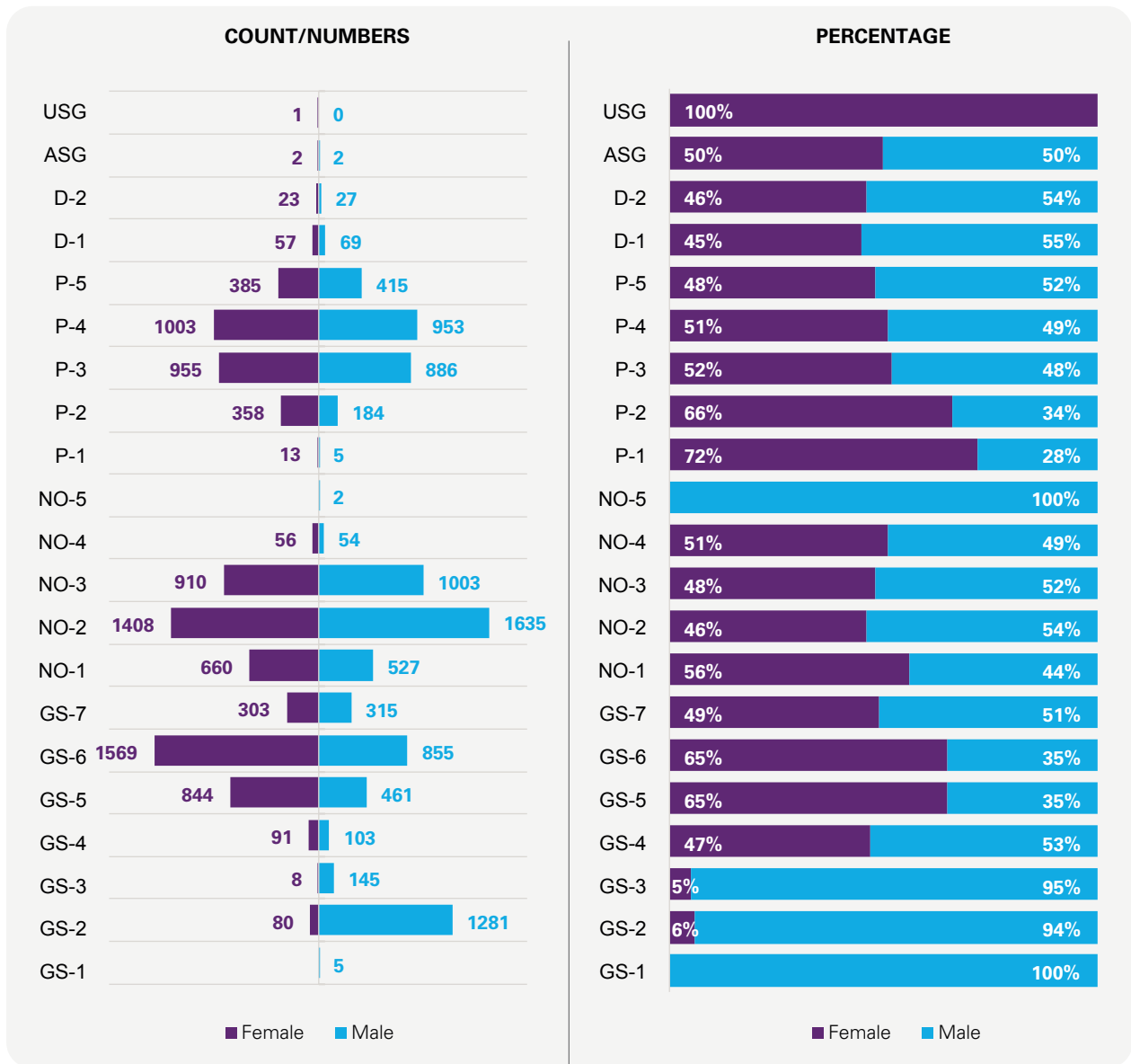


Sources: Workforce dashboard in the People analytics Dashboards

There are discrepancies in gender parity results among different categories of staff in UNICEF and between levels, presented in Figure 21. The 2023 annual report indicates that gender parity was reached at P5 level that year, resulting in the removal of the temporary special measures on preferential recruitment of female candidates enacted in 2020

to achieve gender parity at that level. In the 2024 annual report, there is a slight under-representation of women at director level (45 per cent and 46 per cent of female staff respectively at D1 and D2 levels), while this under-representation is much higher at GS1 to GS3 levels (between 0 and 6 per cent of women at those levels).

Figure 21. UNICEF staff composition by gender



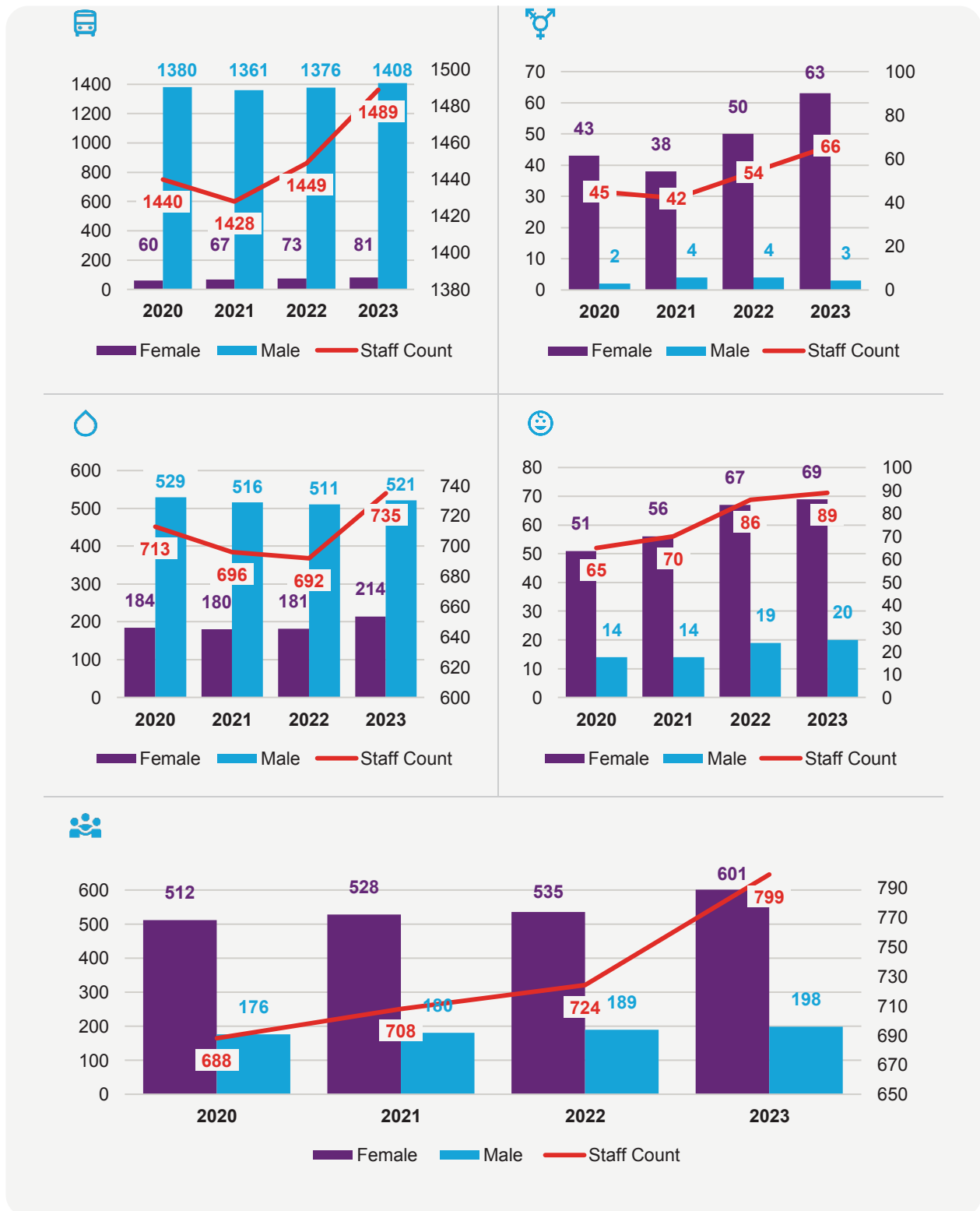
Source: 2023 Annual GAP report²

2 USG/ASG = Under-Secretary-General/Assistant Secretary-General; D-1 and D-2 = Director level; P-1 to P-5 = Professional level; NO-1 to NO-5 = National Officer level; GS-1 to GS-7 = General Service level.

In addition, there are gender imbalances among functional areas, some examples of which are presented in Figure 22. Data is presented for sectors where differences between men and women employed are the highest. While it can be argued that those discrepancies are less critical than those by grade,

given that the latter are directly related to career progression and salary, they reflect broader social inequalities that are directly reflected in UNICEF’s staff structure. This may present a barrier to shifting organizational culture around gender equality and gender-transformative results.

Figure 22. Staff parity by functional areas 2020–2024



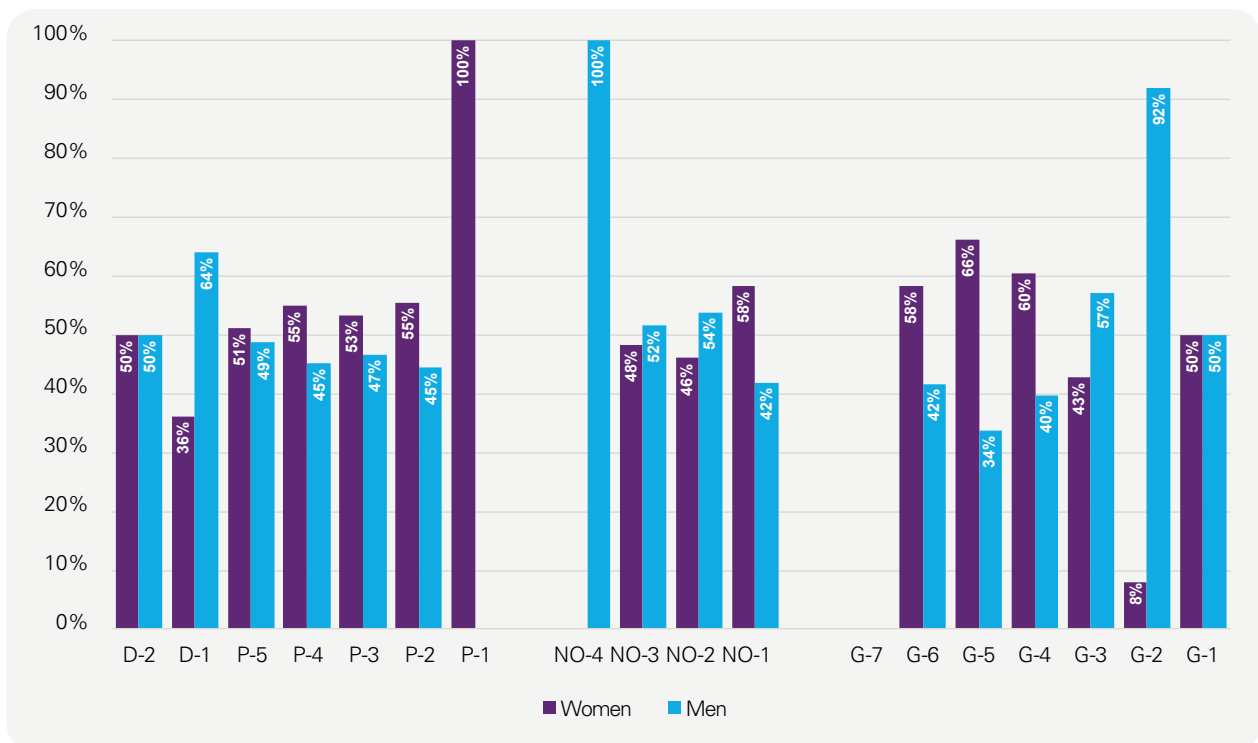
Source: Workforce dashboard in the People analytics Dashboards

The UNICEF 2023 GAP Annual Report indicates that intersectional aspects of gender equity require more attention, in relation to career progression of young, female and gender-diverse staff. Parity in staffing appears to be perceived differently by staff according to their gender. Emerging evidence from the Democratic Republic of the Congo (DRC) case study points to possible negative perception by some male staff on the special measures put in place to promote gender parity. Differing perceptions on measures to promote parity between male and female staff participating in this evaluation’s all-staff survey are also apparent. Staff-survey results shows that men consider that gender parity is promoted through recruitment, retention and promotion policies to a higher degree than their female colleagues. For example, 74 per cent of male and 57 per cent of female respondents considered that gender parity was promoted through recruitment processes. In addition, 43 per cent of gender diverse respondents

considered that gender parity was not promoted through any means in UNICEF, compared to 2 per cent of male and 11 per cent of female respondents. In the GSS, the statement “I believe all colleagues are given the same opportunities for career advancement in this organization” received one of the lowest scores, 69 per cent in 2020 (when it asked retention specifically about women and men) and 49 per cent in 2022, with a negative gender gap of 13 percentage points.

Trend analysis of promotions and promotions with reassignment for male and female staff presented in Figure 23 indicates that disparities exist in some levels. For example, at D1 level just over one third (36 per cent) of those promoted were women, and in NO-3 and NO-2 men were promoted more than women. By contrast, in G6-G4 categories women have been promoted more than men. Overall, female staff accounted for the majority of promotions (55 per cent) in the period 2019 to 2023.

Figure 23. Promotions and promotions with reassignment (2019 to 2023)



Source: Staff movement dashboard in the People analytics Dashboards

Staff capacity and training

Documents reviewed as part of this interim report consistently highlight the issue of staff capacity on gender. While the MOPAN 2020 assessment notes that UNICEF met corporate targets for 2019 on capacity development, the report also highlights a lack of gender expertise across programme areas, divisions and offices. The 2019 evaluation of the GAPs recommended more comprehensive training to reach UNICEF staff across the organization. In keeping with the above, UNICEF did not meet the UN-SWAP requirement on gender capacity development in the past years (2018-2022).

A new criterion, *capacity*, relating to staff capacity on gender and formed by two indicators – GenderPro credentialing and mandatory gender training (foundational) – was introduced in the GAP 3 Standard. Improved achievements in indicators under this new criterion between 2022 and 2023 reflect efforts undertaken on implementing gender training at country level. Despite progress, in 2023 only 15 per cent of COs met the requirement for having at least 50 per cent of their staff take the mandatory gender (foundational) training (up from 12 per cent in 2022). This is one of the lower scoring indicators in the GAP 3 Standard. Progress is more notable on the indicator for country offices meeting the requirement of having at least one staff ‘GenderPro credentialed’, which increased from 12 to 44 per cent between 2022 and 2023.

This evaluation’s all-staff survey results indicate a more positive outlook from the staff perspective on their capacity, that may reflect broader efforts and communication on gender equality in UNICEF. There is a high degree of consensus among UNICEF staff who responded to the survey that gender equality is important to their work: the statement, “Integrating gender into my work is important to me”, gathers the highest score in the survey, with a total of 93 per cent of respondents agreeing/strongly agreeing. To the statement “I have benefited from opportunities to build my capacities on gender in my role”, 59 per cent of respondents agreed/strongly agreed. Close to 59 per cent of staff consider they have adequate time for their gender-related work, and 65 per cent feel that they are well-equipped and supported for it. These contrasted findings reflect the complex nature of capacity which does not only relate to training and requires further investigation in terms of the most effective avenues to achieve good capacity on gender.

Culture

PSEA

The 2020 MOPAN assessment identified PSEA and prevention of sexual harassment (PSH) as areas requiring improvement. In particular, the report highlighted the need to foster a more conducive work environment and a change of culture to promote respect in the workplace to prevent and address sexual harassment through building capacity at the country level. Despite gaps, key achievements are outlined in these areas: the adoption of a strategy on PSEA in 2019 and rolling out a mandatory online staff training on PSEA with high completion level. In GAP 3 Standard Index, a new criterion of *culture* was introduced which includes three indicators: CO having a system in place to prevent and respond to sexual exploitation and abuse; percentage of staff who agree with the gender equality statement; and at least one senior staff trained on gender equality. The indicator on PSEA scores highly at around 80 per cent, but with a slightly decreasing trend between 2022 and 2023 (driven by a decrease of 18-19 percentage points in ECAR and ESAR). For 2023, this ranges between 57 per cent of COs in EAPR to 100 per cent of COs in SAR. A lower proportion (72 per cent) of COs operating within non-humanitarian/non-emergency contexts met the indicator compared to those in humanitarian/emergency contexts (88 per cent).

However, the results of the EDGE survey in 2022 suggest that there are different perceptions among staff of different genders on the effectiveness of the PSEA mechanisms. In particular, the EDGE survey indicates an important gap between men and women in relation to their perceptions on sexual harassment and discrimination in UNICEF. A total of 65 per cent of men and 46 per cent of women agreed or strongly agreed that they would not be retaliated against if they reported concerns related to sexual harassment and discrimination. Similarly, 78 per cent of men and 57 per cent of women agreed and strongly agreed that leadership would take appropriate action to redress such cases.

Inclusiveness in the workplace

The results of regular staff surveys reveal important discrepancies in perceptions of male and female respondents around organizational culture and inclusiveness in the workplace. For example, in the 2023 Pulse Check Survey, the statement “In my office, colleagues consistently behave in line with UNICEF core values and UN Standards of Conduct towards each other, communities, and children we serve”, scored just under 68 per cent with a negative gender gap of almost 13 percentage points. In the GSS, statements with differences between men and women’s perceptions include “At UNICEF, the mechanisms to resolve questionable conduct concerns are applied fairly and timely”, scored 53 per cent in 2022, with a very high gender gap – a negative gender gap of 18 percentage points. This is in line with the evaluation’s all-staff survey result. On the statement “everyone considers promoting gender equality and ending all forms of discrimination in the workplace their responsibility” 79 per cent of men, but only 48.5 per cent of women and 14 per cent of gender diverse respondents agreed/strongly agreed. The age group with the lowest level of agreement (55.4 per cent) was those aged between 36-45 years, and with the highest (76.2 per cent) is those aged 56 years and above. International staff have the lowest percentage of agreement (45.4 per cent) and interns/fellows have the highest (71.4 per cent), followed by general service staff (69.5 per cent).

To the survey statement “I have an equal opportunity to progress to more senior positions in UNICEF as everyone else”, overall, 53 per cent respondents agreed/strongly agreed (61 per cent men; 51 per cent women; 14 per cent gender diverse/gender non-conforming/non-binary/third gender/gender-fluid/two-spirit/trans).

Almost 53 per cent respondents identifying as having a disability(ies) strongly agreed/agreed with the statement overall, with significant variations in terms of disability(ies) and gender of respondents. For example, the proportion was 75 per cent for blind male respondents/male respondents with low vision compared to 20 per cent of female respondents with the same disability(ies). The same is for deaf or hard of hearing male and female respondents (100 per cent versus 50 per cent); male and female respondents with learning/cognitive disabilities (75 per cent versus 0 per cent), with 100 per cent of female respondents with this disability strongly

disagreeing/disagreeing); male and female respondents with physical/mobility-related disability(ies) (66.7 per cent versus 50 per cent). Psychosocial/mental health disabilities are the only category in which a slightly higher percentage of female respondents (37.5 per cent) agrees/strongly agrees with the statement compared to male respondents (33.3 per cent).

Respondents who consider themselves members of the lesbian, gay, bisexual, transgender, questioning and/or intersex (LGBTQI+) community were less likely to agree/strongly agree with the statement compared to other respondents (45.9 per cent versus 55.2 per cent). Women who identified as members of the LGBTQI+ community were more likely (60 per cent) to agree with the statement compared to men (45 per cent) and gender diverse/gender non-conforming/non-binary/third gender/gender-fluid/two-spirit/trans respondents (33 per cent).

Among men, the following ethnicities/races have the highest proportion of agreement with the statement: Central Asian or Central Asian descent (76.2 per cent); mixed race/ethnicity (75 per cent); Southeast Asian or Southeast Asian descent (70.6 per cent), compared to those who selected ‘indigenous or native peoples’ as their ethnicity/race (0 per cent) and white (50 per cent). Similarly, women of Central Asia or Central Asian descent had higher level of agreement (75 per cent) compared to those people who selected they were Latino, Latina, or of Latin descent (40 per cent) and those who selected ‘indigenous or native peoples’ (40 per cent).

GAP Index indicators also reflect that progress is slow on targets relating to organizational culture. Indicators on *staff agreeing with the gender equality statement* collected as part of the Global Staff Survey and *senior staff being trained on gender* obtain low scores, being met by 53 per cent and 64 per cent of COs respectively. Levels of agreement remained stable in 2022 and 2023 – EAPR with the highest level of COs meeting the indicator (59 per cent) and MENAR with the lowest (45 per cent). It is noteworthy however that, as mentioned previously, survey respondents were nearly unanimous (93 per cent) in considering that integrating gender in their work was important to them. The percentage is slightly higher for respondents based in COs within non-humanitarian/non-emergency contexts compared to those within humanitarian/emergency contexts).

Overall, 95 per cent of respondents who identified as women agreed/strongly agreed with the statement, compared to 92.7 per cent for those who identified as men and 85.7 per cent for those who identified as diverse/gender non-conforming/non-binary/third gender/gender-fluid/two-spirit/trans. There is no huge difference in terms of proportion of respondents agreeing/strongly agreeing with the statement in terms of age, as the group with the highest level of agreement is 56 years and above (97.6 per cent) and 26-35 years (95 per cent). In terms of post categories, those with the highest proportion of agreement are international professionals and consultants (both at 95 per cent), and the lowest – albeit still high – are interns/fellows (85.7 per cent) and general service staff (88 per cent).

Workplace policies on work-life balance/staff well-being

Regular survey instruments point to gender differences among staff in relation to work-life balance. For example, in the GSS, the negative gender gap is high with regards to the statement “The workload is distributed fairly in my office”. The overall score was 49 per cent in 2022 down from 72 per cent in 2020 and showed a very high negative gender gap – with 17 percentage point less women agreeing to the statement compared to men. A further review of human resources policies as well as global interviews and country case studies will allow further exploration of the gender aspects of workplace policies.

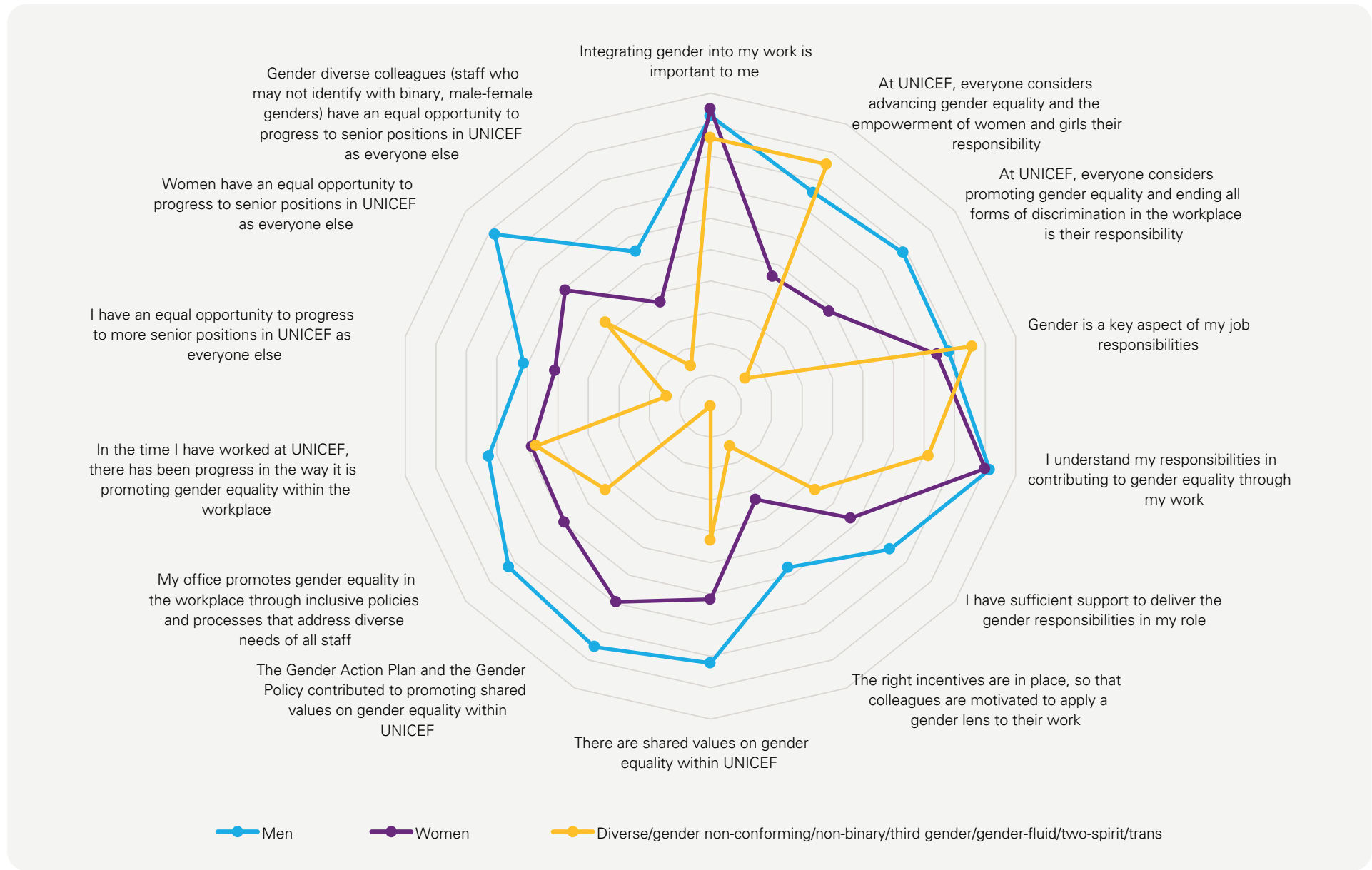
Quality of gender results (EQ3.4)

Quality of gender results

The *quality of gender results* criterion that was newly introduced in the GAP 3 Standard differs from the other GAP Standard criteria in that it relates to the contribution of institutional enablers to programmatic results, while other criteria relate to institutional enablers themselves. This criterion is assessed by UNICEF HQ based on narrative country office annual reports (COARs) and is a snapshot of programmatic performance. Further analysis including other data sources will explore the relationship between institutional enablers and programmatic results as part of the final report.

Indicators in this criterion generally display good and improving achievement rates across COs. The *quality of gender results* criterion achieved one of the highest scores in 2023: *Gender-based violence (GBV) risk mitigation results reported against by sectors* was achieved by 88 per cent of COs and *gender-transformative child rights policies and programmes identified and financed* was achieved by 86 per cent. The *reporting gender equality results that are transformative* indicator also shows a positive trend but with more modest scores, as the average score for COs rose from 47 per cent in 2022 to 53 per cent in 2023. The average score for COs in 2023 (operating in humanitarian/emergency contexts) was higher than the average for those in non-humanitarian/non-emergency contexts (59 per cent and 50 per cent respectively). The indicator relating to addressing gender norms *at-scale programmes addressing gender discriminatory roles and practices are implemented* achieved moderate progress. It reduced in 2022 to 53 per cent from a baseline of 64 per cent in 2021 and rose again in 2023 to 61 per cent of country offices. The region with the highest level of achievement of the indicator in 2023 is ECAR, with 91 per cent COs meeting it up from 50 per cent in 2022. The regions with the lowest level of achievement are EAPR and SAR, both at 50 per cent and with lower levels in 2023 compared to 2022. In 2023, a higher percentage (67 per cent) of COs operating within humanitarian/emergency contexts met the criteria compared to only those in non-humanitarian/non-emergency contexts (58 per cent).

Figure 24. Score for staff and culture statements (strongly agree + agree), by gender



Source: This evaluation's all-staff survey

Correlation of institutional enablers with quality of gender results

The evaluation aims to test a specific hypothesis that implementing the GAP drives increased or improved gender equality programmatic results. This links to a key assumption articulated in the evaluation ToC that the effective implementation of the GAP and the institutional enablers identified in the GAP should

lead to an increase in gender equality results. To study the relationship between GAP 3 institutional enablers and gender equality programmatic results, country-level data for 2023 on GAP Standard criteria was used to compare the correlation levels between the criteria 1-8 and criterion 9 – the *quality of gender results*. The correlation coefficients (Pearson coefficient) are shown in Table 3.

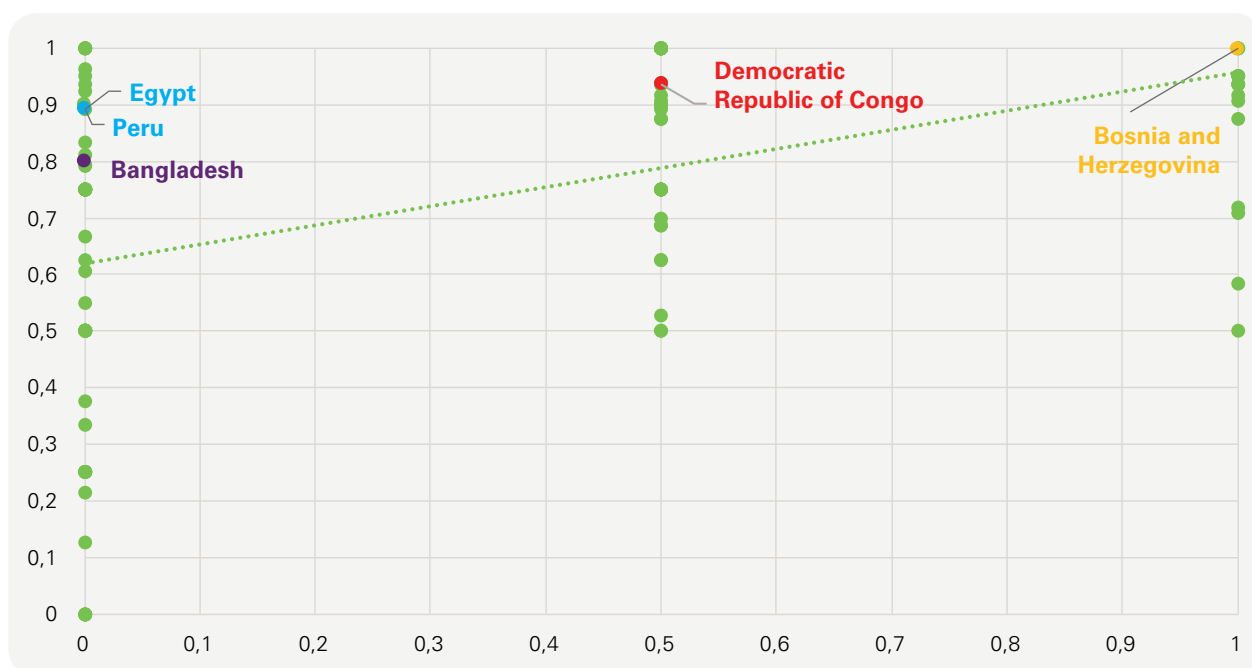
Table 3. Correlation levels of GAP Standard criteria 1-8 with criterion 9

Criterion	Coefficient of correlation	Correlation level with criterion 9
3 Capacity	0.4478	Moderate positive relationship
8 Gender data/M&E	0.3910	Weak positive relationship
6 Resources	0.3229	Weak positive relationship
7 Gender integration in CO/RO/HQ programming and planning in development and humanitarian settings	0.1234	Very weak positive or no relationship
4 Leadership and accountability	0.1174	Very weak positive or no relationship
5 Partnerships	0.0674	Very weak positive or no relationship
1 Culture ³	0.0298	Very weak positive or no relationship
2 Staffing	-0.0541	Very weak negative relationship

Source: [H5.2 raw_2023.xlsx](#), [H5.2 GAP standard 2022.xlsx](#) and *Data Companion 2022 (2021 data)*, authors' calculations

No significant correlation was found between the criteria relating to the implementation of institutional enablers and the quality of gender results as reported by country offices in 2023. Three criteria indicate a moderate to weak positive relationship with criterion 9: 3 – *capacity* (moderate), 6 – *resources* (weak), and 8 – *gender data/M&E* (weak). Results for the *capacity* criterion are presented below, and for *resources* and *gender data/M&E* criteria in Annex 4.

3 This includes indicator 1.3 which was excluded in the previous section's analysis.

With capacity criterion (Pearson coefficient = 0.4478)**Figure 25.** Relationship between criterion 3 and 9

Source: [H5.2 raw_2023.xlsx](#), [H5.2 GAP standard 2022.xlsx](#) and [Data Companion 2022 \(2021 data\)](#), authors' calculations

A number of hypotheses may help explain the result of no significant relationship observed. These include:

1. There may be no relationship between the implementation of institutional enablers and the quality of gender results (for example, other contextual factors may have stronger influence),
2. There may be a time-lag between implementing the GAP 3 Standard and changes in programmatic results,
3. The self-reported nature of the indicators and level of understanding of gender results may skew the results.

Survey results on the statement “The commitments under the Gender Action Plan related to institutional systems and processes resulted in stronger gender equality programmatic results for women and girls” indicate that a little over half of UNICEF staff at country level (54 per cent) consider that institutional enablers contribute to gender programmatic results.

Further qualitative enquiry may help shed light on any relationship between implementation of institutional enablers and programmatic work as well as other influencing factors. In this respect, data presented above can help guide data collection in country case studies. For example, DRC scores high on resourcing, but low on quality of gender results, and Mozambique scores high on capacity and low on quality of gender results. By contrast, Egypt scores low on resources and capacity, but high on quality of gender results. These trends will be explored as part of the country level case studies.



Approach to Integrating These Findings in the Final Evaluation

Conclusions

These conclusions are based on preliminary secondary data analysis and the evaluation's all-staff survey results. They will be complemented by further data collection. The purpose of this interim report is to surface trends, anomalies and further areas for exploration in the case studies and follow up interviews and not make broad conclusions and recommendations at this stage. These conclusions should be read in that context and should not be assumed to be the findings of the evaluation but indicative and preliminary results for further unpacking.

The application of a more stringent monitoring criteria and the introduction of a focus on gender-transformative work in GAP 3 makes the interpretation of trends during the reporting period more complicated and less comparable, due to the different data that was collected during this timeframe. Despite this, the analysis of secondary quantitative data, staff perceptions and initial document review appear to point to a positive trend over time in reported results, and have surfaced a number of areas for improvement that would benefit from further exploration during the evaluation.

Based on the limited evidence reviewed thus far, areas of strong performance seem to include situating leadership, oversight, and accountability at an

appropriate management level in COs and applying GAP gender staffing requirements across COs. UNICEF staff also report widespread implementation of gender analysis and its use in programming including in emergencies (except in the areas of emergency preparedness). Some aspects of partnerships are also reported as strong, in particular the increasing number of women's and girls' organizations that UNICEF partners with and the collaboration UNICEF is involved in at global level. Finally, the introduction of a more complete monitoring tool with the GAP 3 Standard Index is seen as a positive contribution to the overall accountability on gender integration at institutional level, although more needs to be done on ensuring that it is consistently and correctly implemented and used to guide prioritization at country level.

Areas where progress appears to have been slower include organizational capacity on gender, in particular ensuring that a broad section of non-gender specialist staff are trained on gender at CO level. Key areas such as gender parity in staffing across grades and functions, implementing organizational norms and systems on PSEA and collecting disaggregated data on performance indicators have not been fully achieved, which may indicate that a gender responsive approach is not yet permeating all areas of UNICEF's work. Financial resourcing of gender-transformative work, while on the increase, is still

not achieving the 15 per cent target in most COs and is mostly supported through non-flexible sources.

The correlation between the effective implementation of institutional enablers and improved programming on gender is not significant based on the analysis of GAP Standard data. This is likely due to a range of factors, including the fact that UNICEF is still at the beginning of the GAP 3 implementation cycle.

Areas for further analysis

Some areas of enquiry that require further data collection were identified based on the emerging findings presented above, including:

- ▶ Overall implementation of institutional enablers:
 - ▶ There has been a consistent improvement in the reported implementation of institutional enablers for the period considered by the evaluation. However, this trend will need to be explored further in data collection to validate this interpretation.
 - ▶ Due to the change in monitoring frameworks between GAP 2 and GAP 3, there is need for further exploration of shifts in higher/lower scoring areas to understand to what extent these may be due to the change in the framework, or could they reflect an actual evolution in the implementation of institutional enablers.
 - ▶ UNICEF has consistently not met two performance indicators of UN-SWAP *capacity development* and *equal representation* since 2020 and the reasons for this need further investigation.
- ▶ Gender analysis: The evaluation will further investigate the extent to which increased efforts dedicated to gender analysis have been translated into programming. In addition, the evaluation will research the strong increase in country offices achieving the benchmark on the indicator *completion of gender analysis in the Emergency Preparedness Platform* between 2022 and 2023.
- ▶ M&E: The evaluation will further investigate (1) issues of accuracy and reliability of M&E data, (2) the extent to which GAP Standard results are used to guide gender resources allocation, (3) the extent to which COs use the GAP indicators in their gender plans, and (4) user-friendliness of the current system. Country case studies will investigate how qualitative monitoring is used alongside the GAP Standard to answer the “so what?” question in relation to the contribution of institutional enablers to higher level changes in organizational and programmatic outcomes. In addition, the evaluation will query the status of indicator disaggregation in RAM indicators including in CSIs.
- ▶ Data, research and evidence: The evaluation will investigate further how existing research and evidence work is integrated in UNICEF programming on gender, and through which channels innovations and evidence on what works are socialized into UNICEF programmatic approaches.
- ▶ Gender financing: The evaluation will test how reliably gender-transformative expenditures are identified, to understand the accuracy of gender-transformative expenditure reporting. The evaluation will further explore the impact of gender resources distribution on sustainably strengthening the organizational capacity on gender. In addition, discrepancies in gender expenditure shares among Goal Areas and change strategies will be further explored and triangulated with data analysed under EQ3 on programmatic results.
- ▶ Gender architecture: The evaluation will investigate the effectiveness of the gender architecture in promoting a broad integration of gender across the organization, and opportunities to better leverage the gender infrastructure to improve gender outcomes. It will also collect additional data at country level on the level of influence of, capacity to fulfil their role and factors influencing gender country focal points.
- ▶ Partnerships: The evaluation will further investigate the effectiveness of partnerships with women’s and girls’ organizations in promoting gender-transformative approaches, and building sustainable capacity of women’s and girls’ networks. In addition, the evaluation will investigate the perception of UNICEF’s contribution to joint work of gender equality by other agencies at country level. The evaluation will also focus on the role of senior leadership at headquarter, regional and country levels in promoting partnerships with women’s and girls’ organizations and

investigate how UNICEF has worked with adolescent girls' organizations and networks on the one hand, and women's organizations on the other.

- ▶ **Accountability and leadership:** The score of the GAP Standard indicator relating to *CO has a Gender Action Plan*, which remains low in 2023, requires further investigation. The evaluation will explore the challenges or emerging issues on extending gender leadership and accountability beyond gender specialist staff and gender focal points
- ▶ **Staff parity:** The evaluation will investigate the factors that explain slow progress in implementing staff parity in different spheres in UNICEF.
- ▶ **Staff capacity:** The evaluation will further investigate whether having trained gender focal points in a country office has led to improved integration of gender in staff's day-to-day work, and what bottlenecks may exist to meeting the requirements of 50 per cent of staff undertaking the mandatory gender foundational training, as well as the effectiveness of capacity building efforts. In addition, the evaluation will consider what are the most effective avenues to improve capacity on gender.
- ▶ **Culture:** Further qualitative investigation will help shed light on the mixed picture presented here on the evolution of the organizational culture on gender, especially focusing on the drivers of change. Specific elements to investigate include differing perceptions of the workplace culture between men and women.
- ▶ The analysis of the relevance of institutional enablers, based on quantitative (survey) and qualitative review of different stakeholder perceptions, will feed into EQ1 focusing of policy and strategic level.
- ▶ In terms of programmatic effectiveness (EQ3), the implementation of institutional enablers underpins progress on gender programmatic results according to the evaluation's ToC. The evaluation will seek to gather additional evidence on this relationship through complementary quantitative analysis and qualitative enquiry including as part of country case studies.

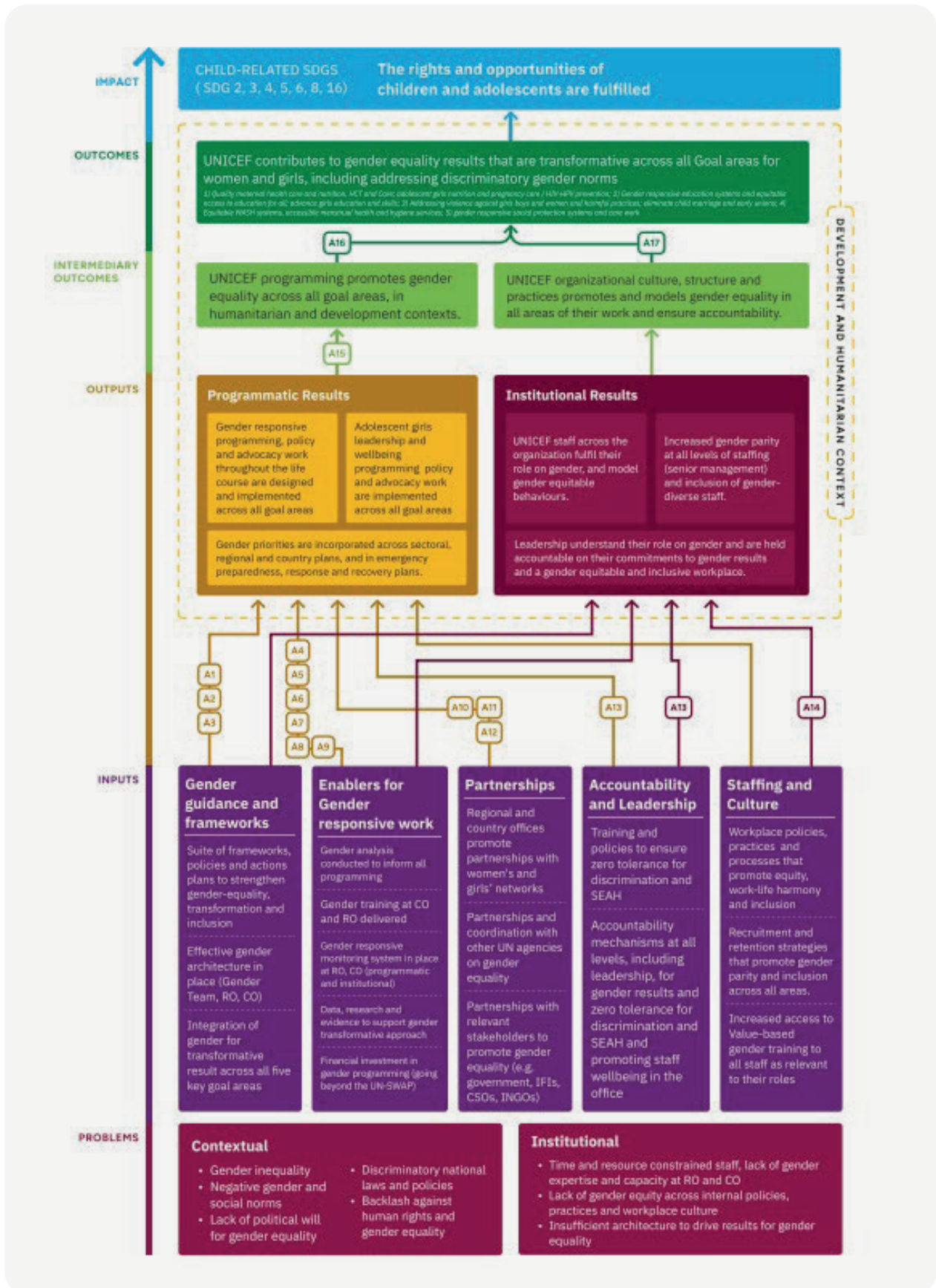


ANNEXES

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Annex 1. Evaluation Theory of Change

Figure 26. Evaluation ToC (Source: Gender Policy and GAP Evaluation Inception Report)



Assumptions

A1. There is coherence between the GAP and the Gender Policy; and between the GAP and other policies and plans across UNICEF

A2. The gender technical/ focused staff have adequate power to influence decisions

A3. The integration strategy and the existence of other cross cutting issues do not dilute the gender agenda

A4. Evidence, data and results collected on gender equality are robust, efficient, relevant, reliable and available to effectively inform decision making

A5. Staff at all levels across UNICEF have increased understanding of their role on gender, and adequate capacity, support, resources, incentives and motivation to apply a gender lens in their role

A6. The GAP and Gender policy is effective and produce results at scale in all sectors, contexts, and it is responsive to emerging priorities

A7. Financial investment on gender is commensurate to the needs and to the scale of the GAP commitments

A8. Good-quality gender analysis is systematically conducted in documents informing and guiding UNICEF work at all levels

A9. There are sufficient incentives, structures and motivation to encourage cross-sectoral collaboration within UNICEF (across humanitarian and development).

A10. There is a shared willingness to collaborate on gender responsive work across UN agencies and inter-agency collaboration is effective

A11. It is relevant to UNICEF interventions goals to partner with women and girls organisations and networks, the organisations are willing to enter into partnerships with the UN and UN procedures allow for mutually-reinforcing partnerships to be forged.

A12. UNICEF is able to influence government priorities on gender and to catalyze national policies and investments

A13. Accountability systems on gender are sufficient, known, and used

A14. Gender equity is promoted through internal policies, practices, processes and widely communicated across the organisation

A15. UNICEF works across all levels of the socioecological framework to achieve sustained transformative change for gender equality

A16. The GAP ToC is the most relevant way to respond to the needs and to obtain gender equality results that tackle norms, in all contexts and the GAP is informed by evidence

A17. Fostering an inclusive and transformative organisational culture contributes to gender equality results for transformative change.

Annex 2. Evaluation questions covered in the report

E02

How well are the gender-related organizational changes and performance enablers of the GAPs implemented across UNICEF policies, practices, systems, organizational commitments and accountability mechanisms at all levels? (coherence, effectiveness, efficiency and sustainability)

2.1. Enablers for gender responsive work

- ▶ To what extent have gender equality programmatic approaches for transformative results been systematically integrated into the Strategic Plan and regional strategies as well as in UNICEF programming cycles at the country level, including country programme documents, emergency preparedness, response and recovery plans? (effectiveness)
- ▶ To what extent has UNICEF harnessed data, research and evaluation to inform evidence-based policies and programmes and promote gender equality and adolescent girls' empowerment? (effectiveness, efficiency)
- ▶ How successfully has UNICEF mobilized resources and met the UN-SWAP standards on gender equality and the empowerment of women resource allocation benchmark of 15 per cent for gender-related work? (effectiveness)
- ▶ To what extent are human resources capacity and systems adequate to support the implementation of the GAP?

2.2. Partnerships

- ▶ To what extent have strategic partnerships been identified and leveraged to advance gender equality and the empowerment of girls and women? Have partnerships with girl-, youth- and women-led organizations and networks been prioritized? (effectiveness, efficiency)
- ▶ How effective has UNICEF been in supporting the inclusion of a gender perspective within national systems and structures, and the

absorption of UNICEF's gender-related initiatives by partners to promote sustainability? (sustainability)

2.3. Accountability and leadership

- ▶ How well have gender-responsive monitoring systems and accountability mechanisms been utilized to improve learning and accountability at all levels? (effectiveness)
- ▶ How precise are the accountability mechanisms to ensure that gender programmatic results are integrated at all levels?
- ▶ Is senior leadership committed to gender equality and how has it evolved? (effectiveness)

2.4. Staffing and culture

- ▶ To what extent is gender equality considered "the responsibility of everyone at UNICEF – at all levels and in all offices of the organization", as GAP 3 suggests, and do staff and management feel ownership, responsibility for, and engage in its implementation?
- ▶ How successfully has UNICEF as a workplace managed to promote gender equality when it comes to staffing and the inclusion of diverse staff in all sectors, including senior management; recruitment, hiring and promotion processes; and zero tolerance for sexual misconduct? (effectiveness)

E03

To what extent have UNICEF's programmatic results for gender equality throughout the life course been met across all five Goal Areas, particularly to advance adolescent girls' leadership and well-being, in both development and humanitarian settings? (effectiveness, impact)

3.4. What have been the enabling (and hindering) factors and processes, both within and outside UNICEF? (effectiveness)

Annex 3. Survey data

Respondent data⁴

Respondent office/location

Overall, 681 (77 per cent) respondents were based in country offices and over one fourth of these (175 or 26 per cent) were based in MENAR. A total of 108 respondents were in ECAR (16 per cent), 103 in EAPR (15 per cent) and 107 (12 per cent) were based in HQ, of which almost one third were based in the Programme Group Division/Office (29 per cent). Of the total, 11 per cent respondents were based in a regional office – of which one fourth were in MENARO (25 per cent).

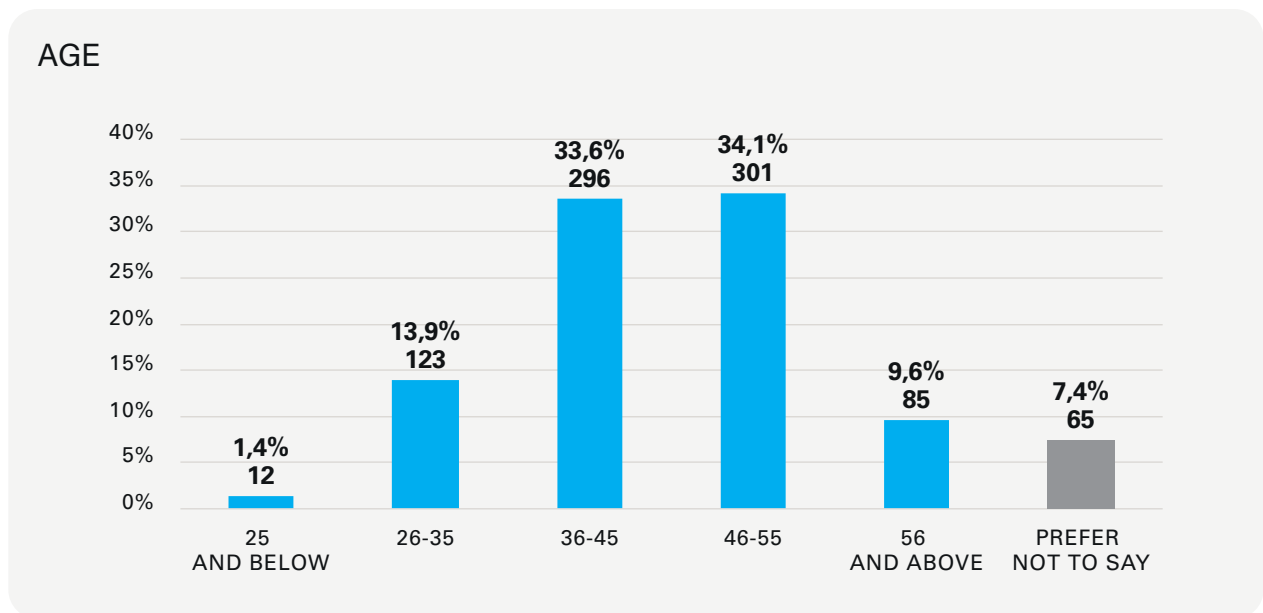
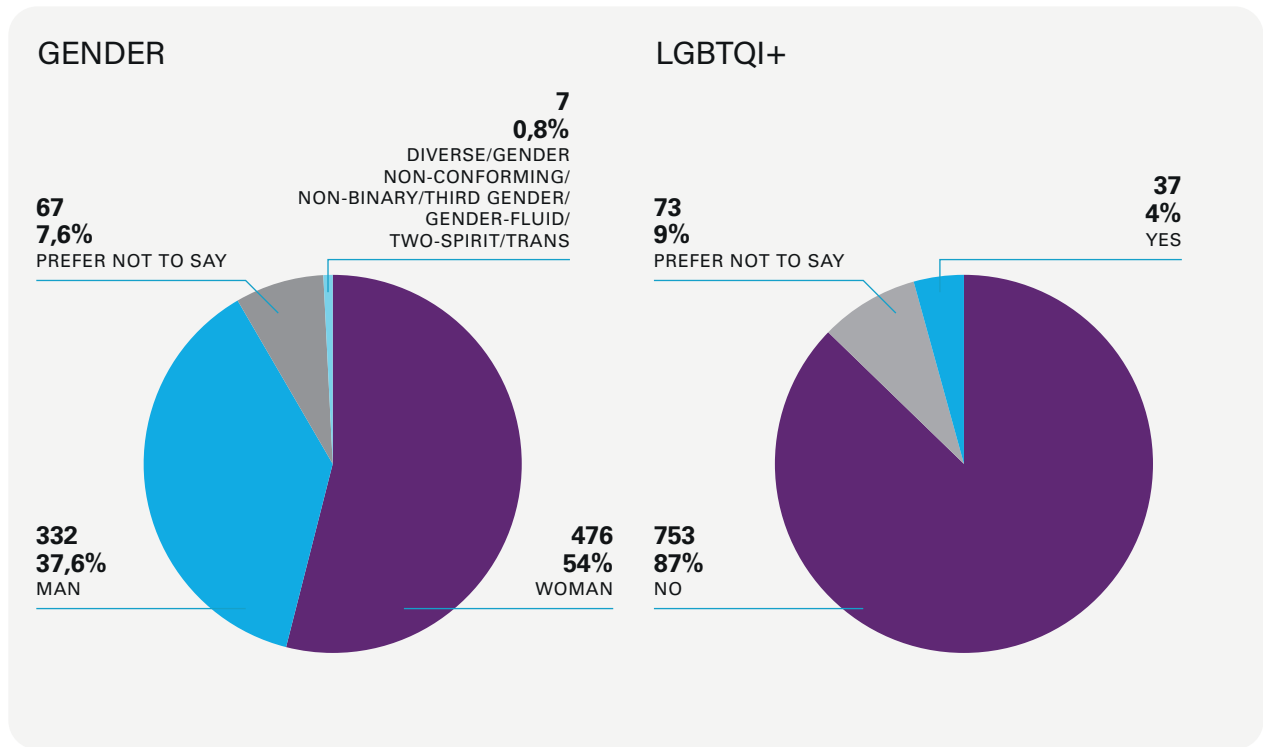
RESPONDENT OFFICE/LOCATION						
UNICEF Country Office					77%	681
MENAR	ECAR	EAPR	WCAR	LACR	ESAR	SAR
26%	16%	15%	14%	13%	9%	7%
UNICEF Headquarters					12%	107
Programme Group		29%	Emergency Programmes		5%	
Other		9%	Supply		4%	
Human Resources		9%	Internal Audit and Investigations		4%	
Data, Analytics, Planning and Monitoring		8%	Global Office of Foresight and Research		3%	
Financial and Administrative Management		7%	Evaluation Office		3%	
Public Partnerships Division		7%	Office of the Executive Director		2%	
Office of Innovation		7%	Private Fundraising and Partnerships		2%	
			Global Communication and Advocacy		2%	
UNICEF Regional Office					11%	95
MENARO	ECARO	EAPRO	ROSA	ESARO	LACRO	WCARO
25%	17%	15%	14%	11%	11%	8%

See below the distribution across COs (divided by region). The single country office with the highest absolute number of respondents is Yemen (40), followed by DRC (31), Iraq (26), Ukraine (23), Jordan (22).

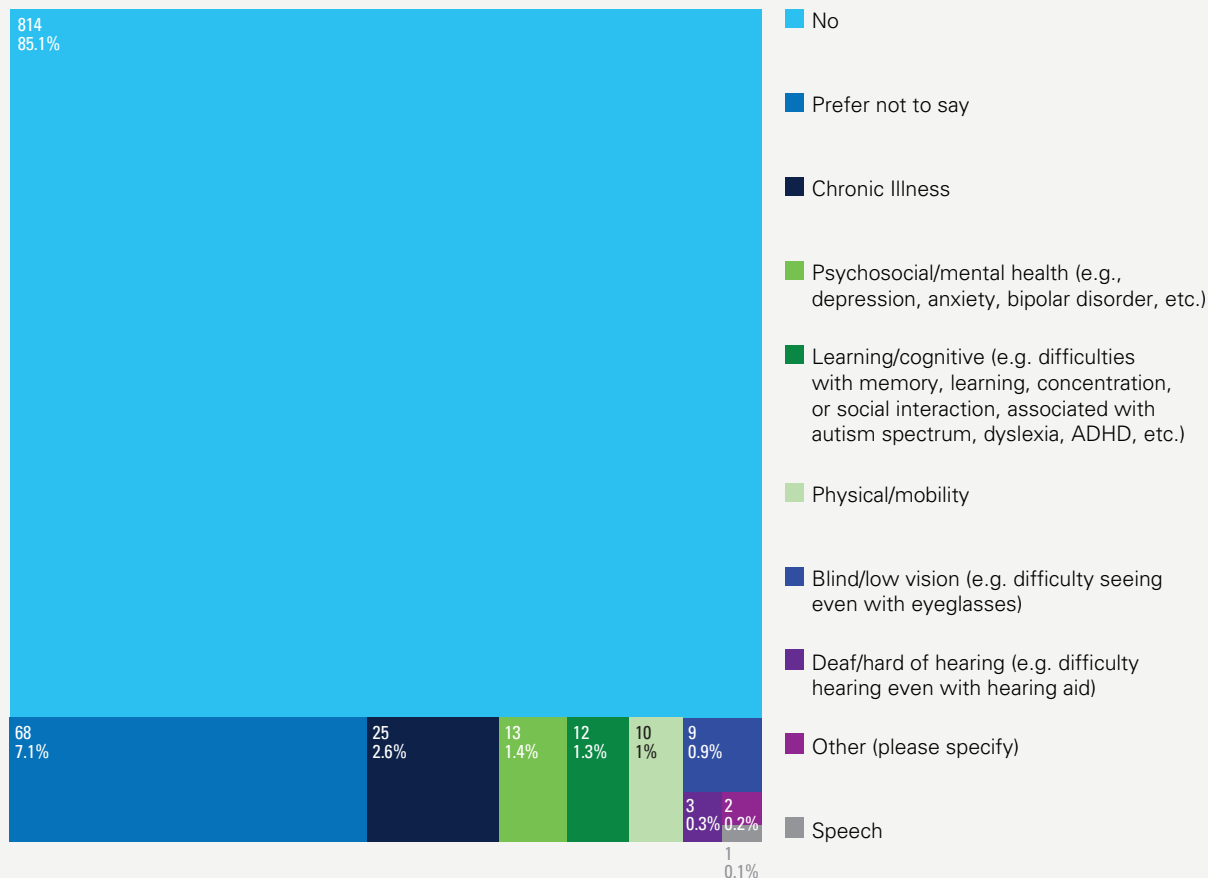
4 Where the graph chart includes an “*”, a multiple selection was allowed meaning the total responses are higher than the total number of respondents

EAPR	#	ECAR	#	ESAR	#	LACR	#	MENAR	#	SAR	#	WCAR	#
Myanmar	16	Ukraine	23	Mozambique	20	Nicaragua	22	Yemen	40	India	18	DRC	31
Cambodia	14	Tajikistan	16	Tanzania, United Republic of	11	Bolivia	18	Iraq	26	Afghanistan	15	Niger	18
Indonesia	13	Moldova, Rep	11	South Sudan	6	Mexico	17	Jordan	22	Bangladesh	8	Mali	13
Fiji	11	Bosnia and Herzegovina	6	Angola	4	Peru	9	Syrian Arab Republic	16	Nepal	3	Central African Republic	10
The Philippines	8	Turkey	5	Uganda	4	Honduras	4	Iran	15	Pakistan	2	Sierra Leone	10
Thailand	7	Bulgaria	5	Madagascar	3	Belize	4	Tunisia	12	Sri Lanka	2	Congo	4
Lao, People's Democratic Republic	7	Turkmenistan	5	Kenya	2	Trinidad and Tobago	2	Lebanon	10			Mauritania	2
Malaysia	6	Albania	4	Ethiopia	2	Barbados	2	Djibouti	7			Senegal	1
Timor-Leste	5	Greece	4	Rwanda	2	Paraguay	2	Sudan	6			Chad	1
Vanuatu	5	Belarus	3	Namibia	2	Brazil	2	Morocco	6			Nigeria	1
China	4	Armenia	3	Lesotho	1	Colombia	2	Saudi Arabia	4			Togo	1
Viet Nam	3	Croatia	3	Zambia	1	Argentina	1	Oman	4			Cameroon	1
Papua New Guinea	2	Romania	3	Burundi	1	Chile	1	Egypt	4			Burkina Faso	1
Mongolia	1	Serbia	3	Eswatini	1	El Salvador	1	Algeria	1			Equatorial Guinea	1
Samoa	1	Kazakhstan	3	Malawi	1	Cuba	1	Palestine, State of	1			Ghana	1
		Georgia	2			Dominican Republic	1	Libya	1			Guinea	1
		Azerbaijan	2										
		Serbia & Montenegro (Kosovo)	2										
		North Macedonia	2										
		Kyrgyzstan	2										
		Uzbekistan	1										
TOTAL	103	TOTAL	108	TOTAL	61	TOTAL	89	TOTAL	175	TOTAL	48	TOTAL	97

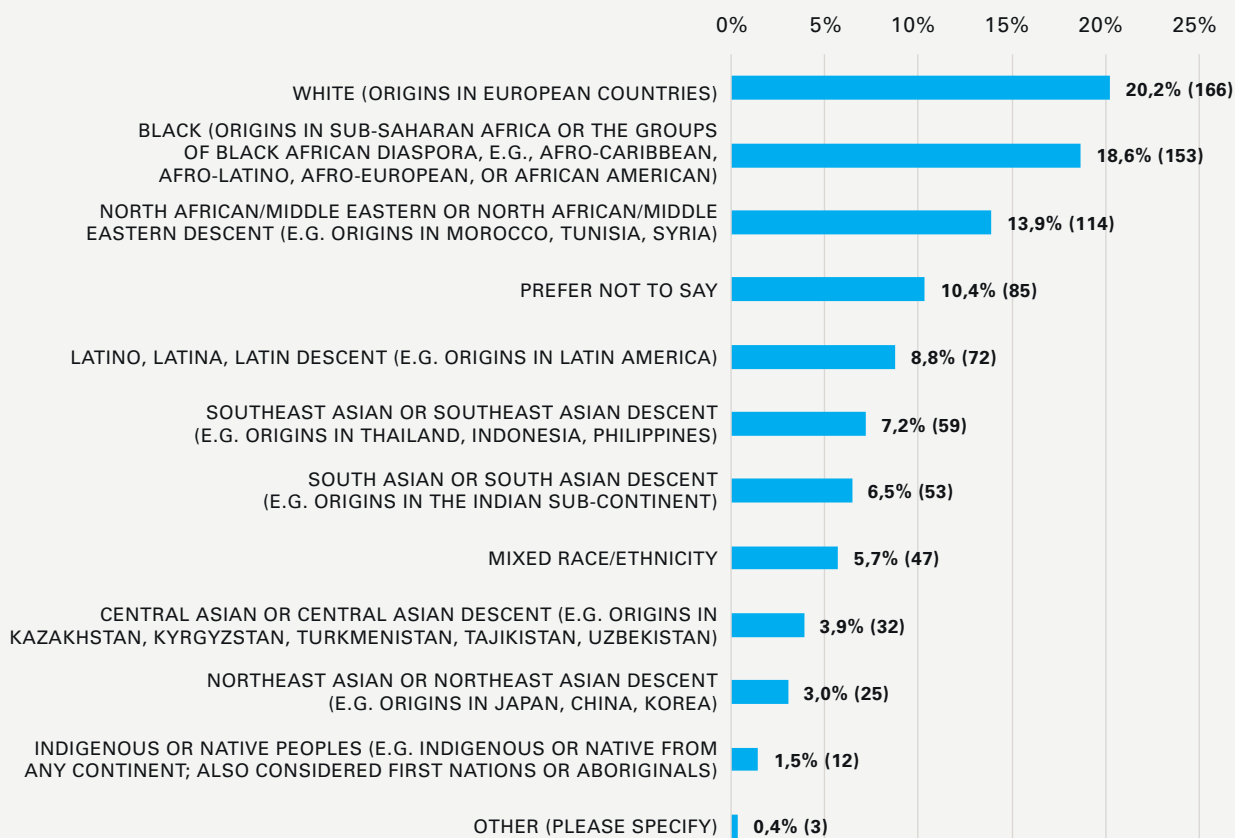
Respondent demographics



DISABILITY

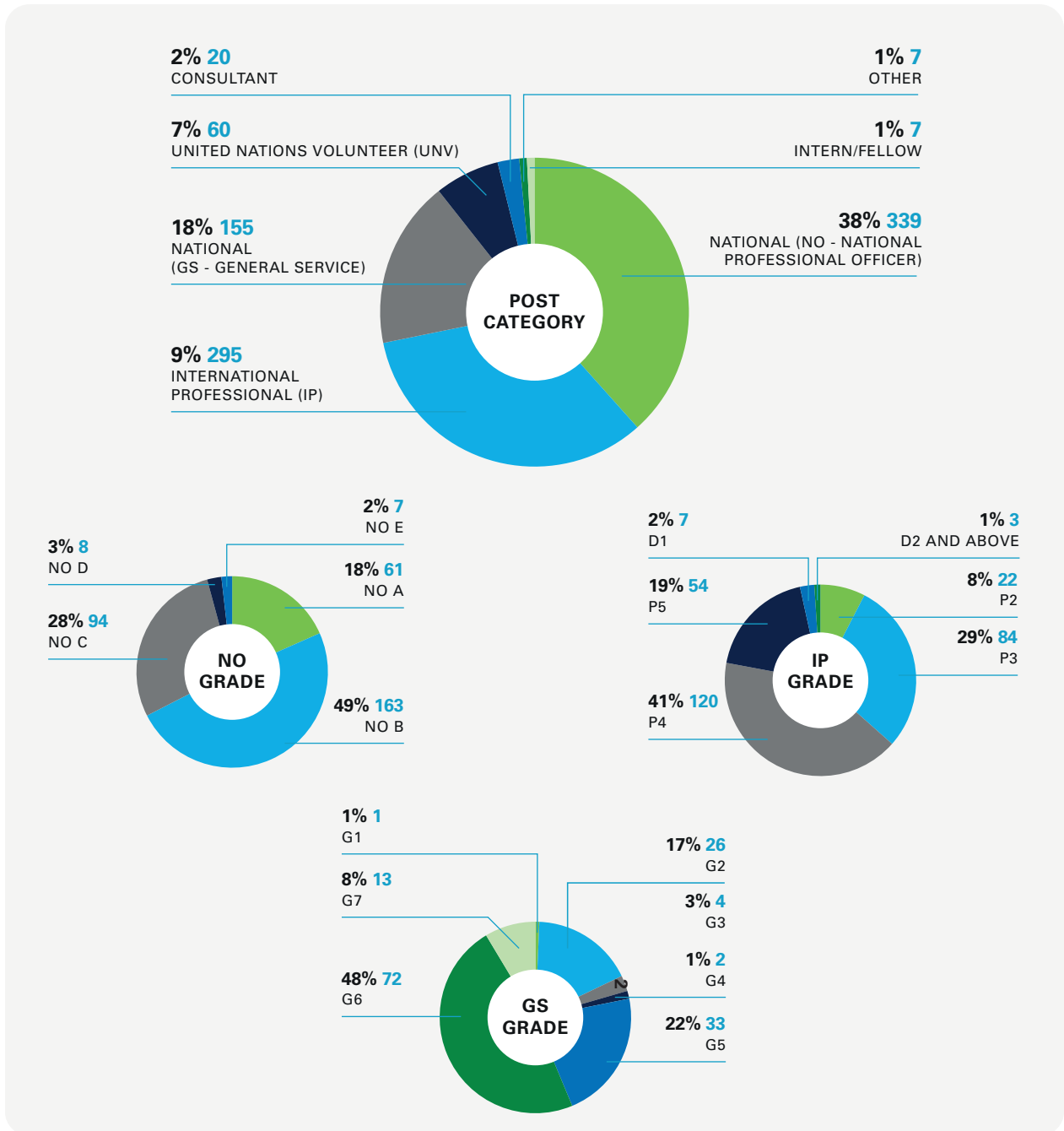


ETHNICITY

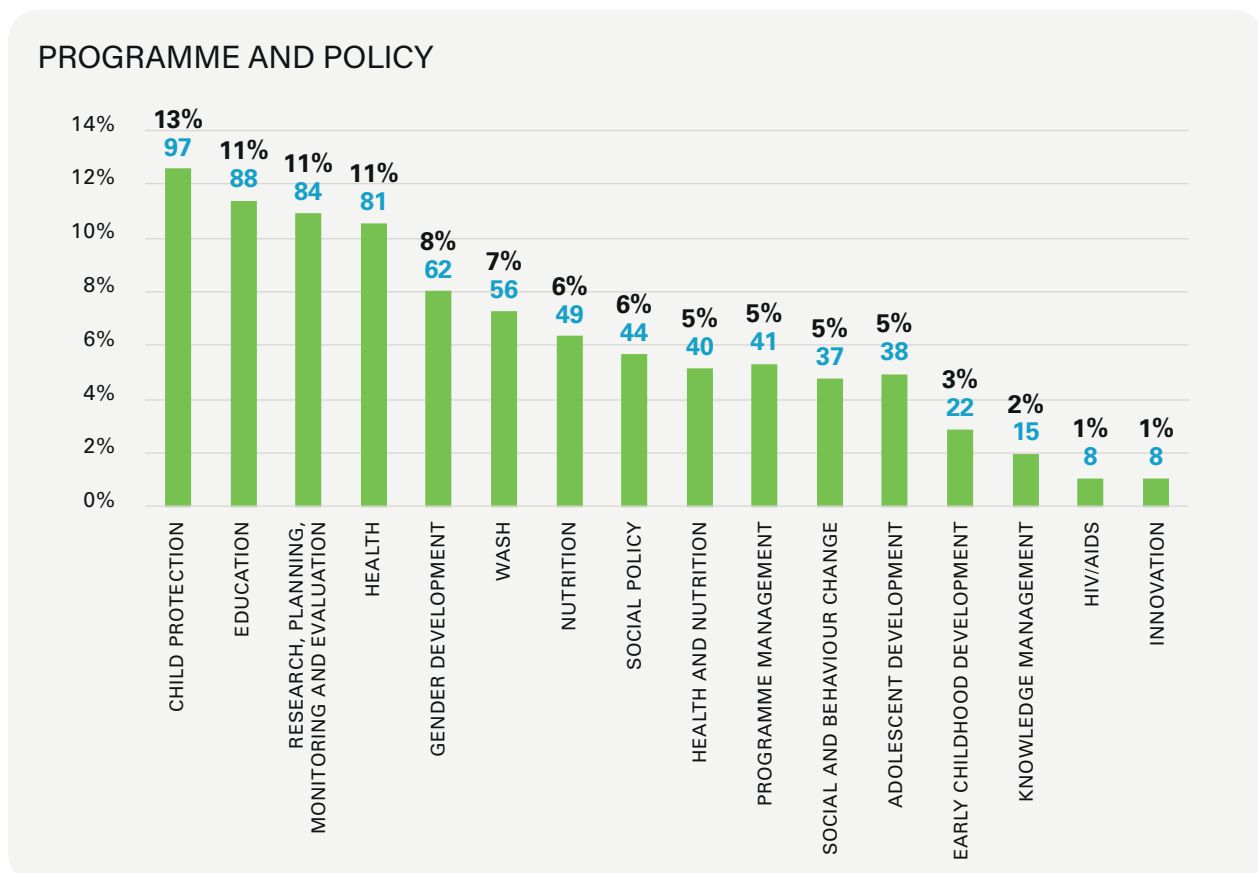
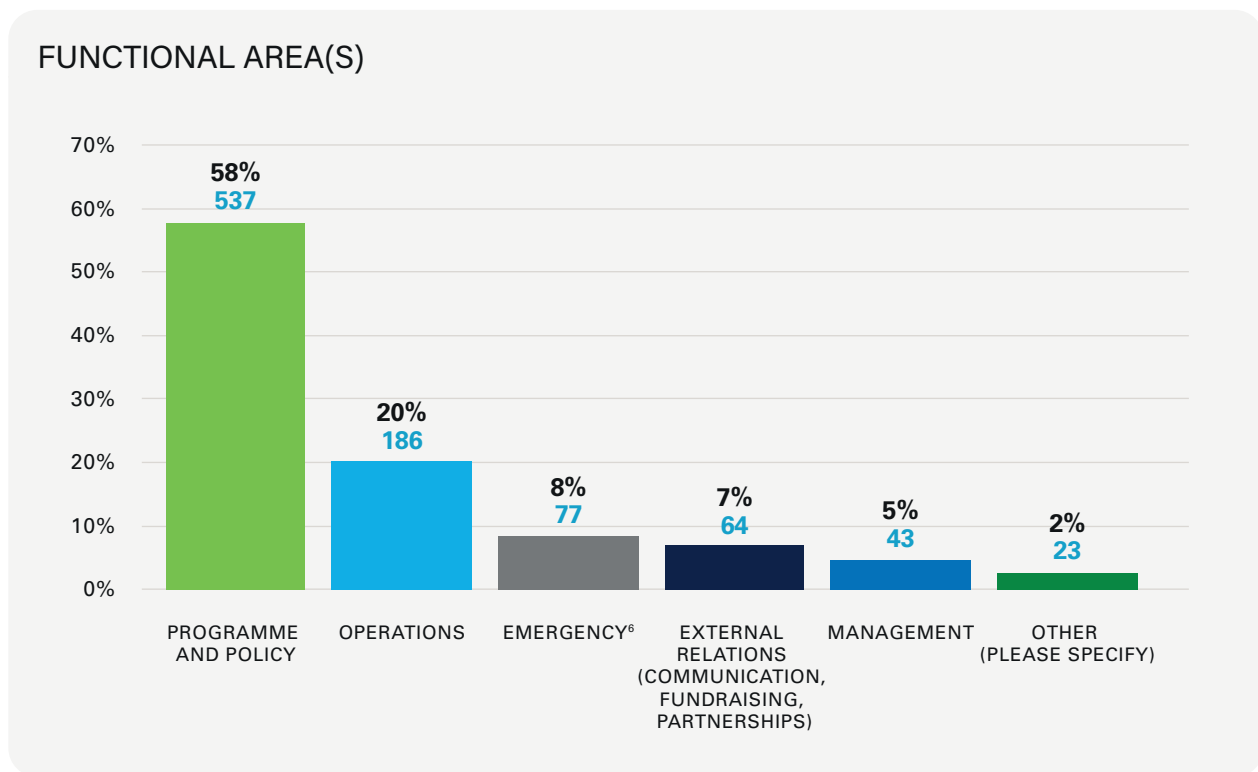


Respondent jobs

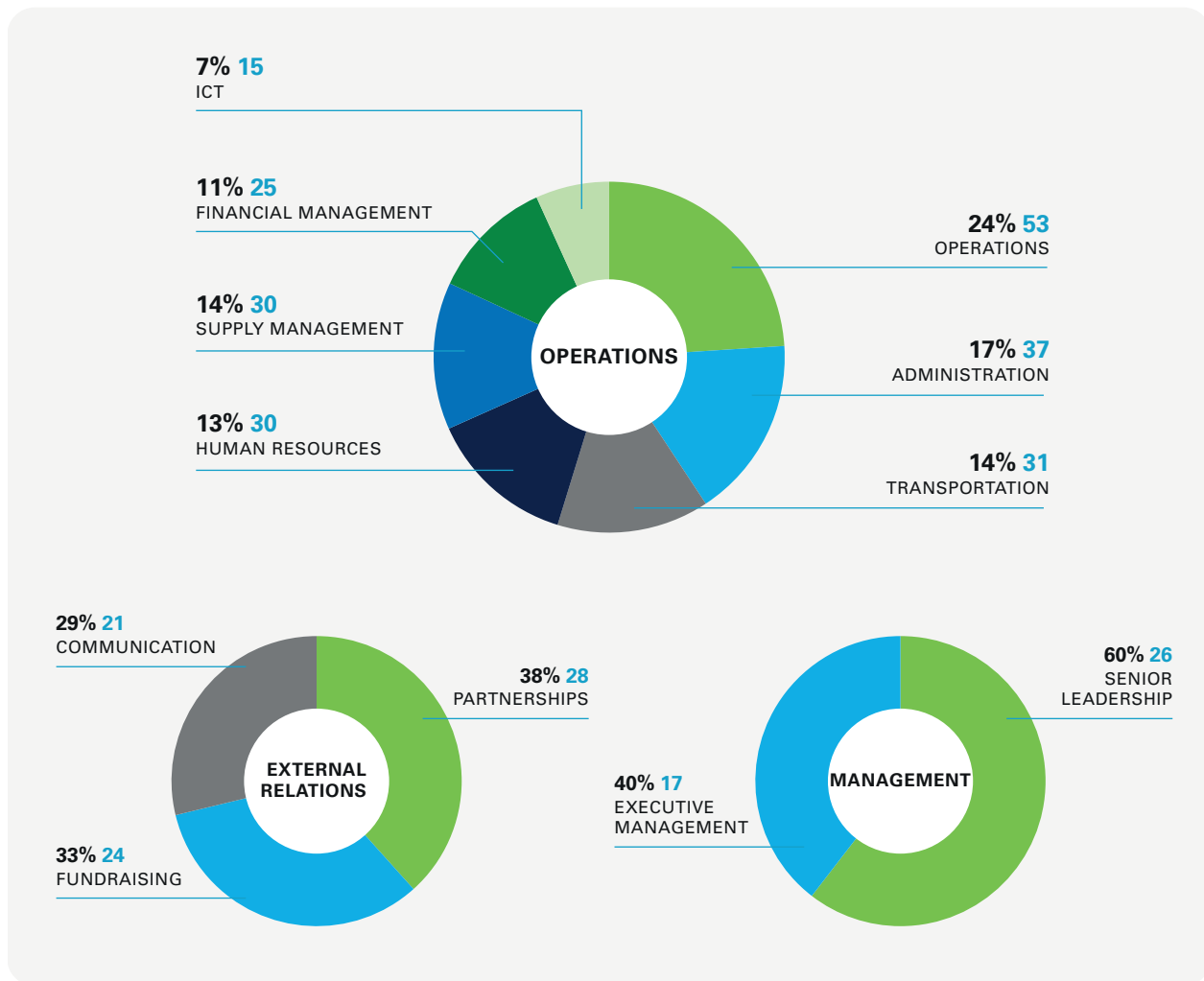
Post category



Job functions

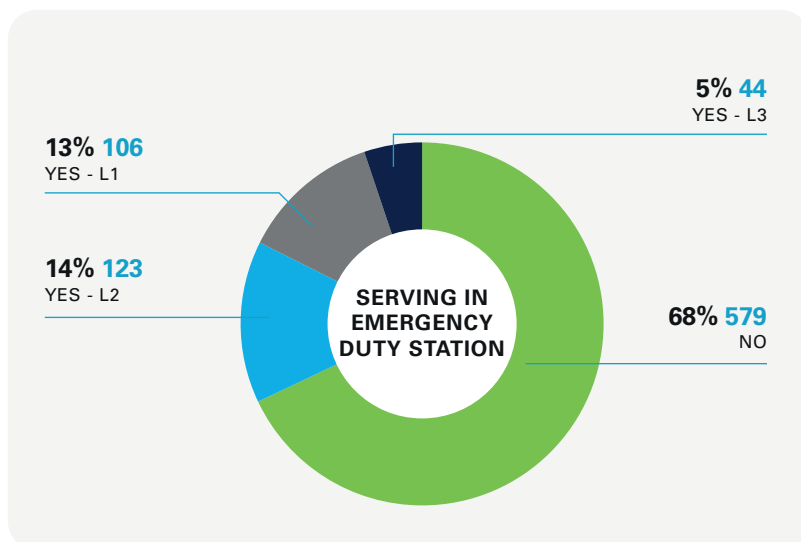


5 The “Emergency” macro functional area did not have subcategories as the other areas do – however respondents selecting multiple areas (e.g., “emergency” and “programme and policy”) are reflected in numbers across the other areas (and subcategories) as well.



Years at UNICEF, serving in an emergency duty station

Years at UNICEF	
Mean	7.97
Standard Error	0.23
Range	34.96
Minimum	0.04
Maximum	35



Findings

Gender guidance

Gender Policy 2021-2030

Have you heard about UNICEF Gender Policy 2021-2030?	%
No	27.4%
Yes	72.6%

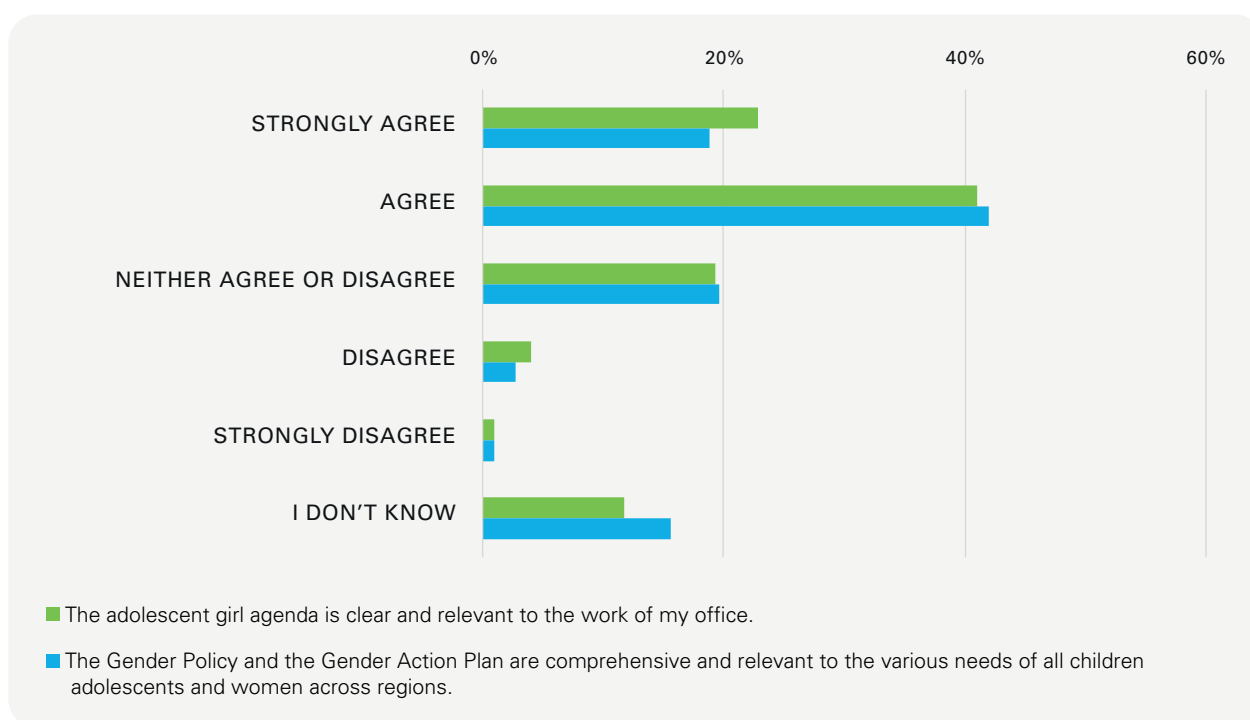
The UNICEF Gender Policy 2021-2030 is a useful document, and it informs the way I work on gender.	%	#
Strongly Agree	26.7%	168
Agree	45.9%	289
I don't know	4.5%	28
Neither agree nor disagree	19.7%	124
Disagree	2.4%	15
Strongly Disagree	0.8%	5
Grand Total	100%	629
Agree + Strongly Agree	72.7%	
Disagree + Strongly Disagree	3.2%	

GAPs

Have you heard about UNICEF Gender Action Plans?	%
No	30.0%
Yes	70.0%

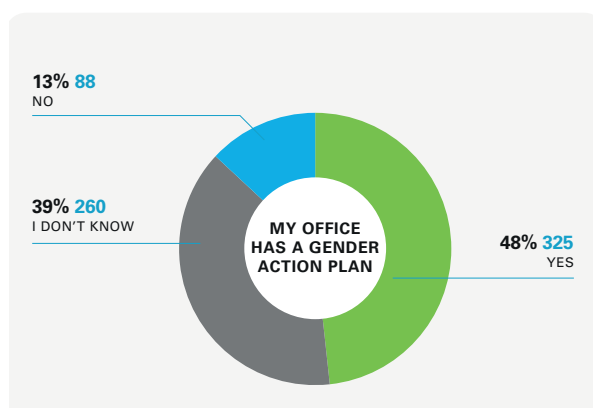
The Gender Action Plan 3 is a useful framework, and it informs the way I work on gender.	%	#
Strongly Agree	27.4%	163
Agree	45.5%	271
I don't know	5.5%	33
Neither agree nor disagree	19.8%	118
Disagree	1.2%	7
Strongly Disagree	0.5%	3
Grand Total	100%	595
Agree + Strongly Agree	72.9%	
Disagree + Strongly Disagree	1.7%	

	The adolescent girl agenda is clear and relevant to the work of my office.		The Gender Policy and the Gender Action Plan are comprehensive and relevant to the various needs of all children adolescents and women across regions.	
	%	#	%	#
Strongly Agree	23%	197	19%	162
Agree	41%	354	42%	363
Neither agree nor disagree	4%	35	3%	24
Disagree	1%	9	1%	9
Strongly Disagree	12%	101	16%	135
I don't know	19%	166	20%	170
Grand Total	100%	862	100%	863
Agree + Strongly Agree	64%		61%	
Disagree + Strongly Disagree	5%		4%	



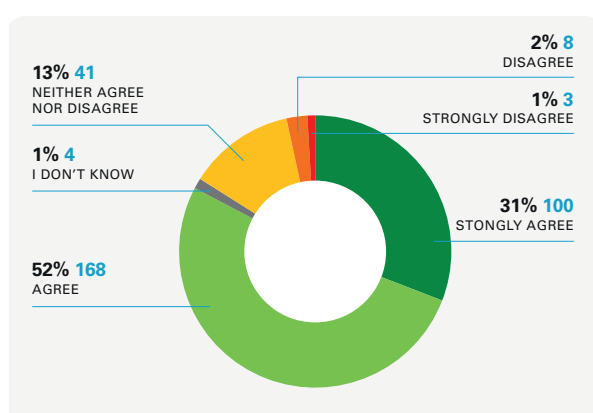
The following questions were only asked to the 681 CO respondents.

My office has a Gender Action Plan.	%	#
Yes	48%	325
I don't know	39%	260
No	13%	88
Grand Total	100%	673



Of those responding that their CO has a Gender Action Plan:

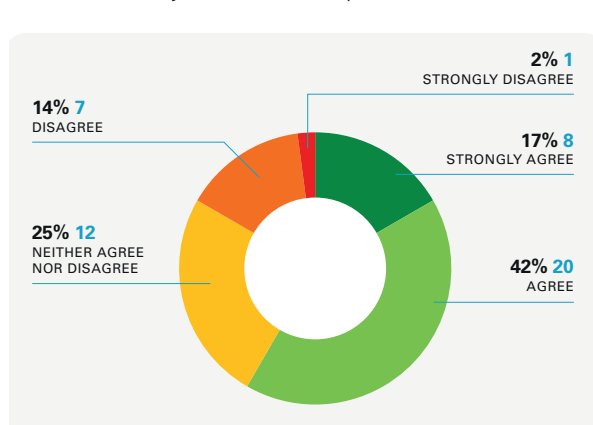
My country office's Gender Action Plan informs my work on gender.	%	#
Strongly Agree	31%	100
Agree	52%	168
Neither agree nor disagree	13%	41
Disagree	2%	8
Strongly Disagree	1%	3
I don't know	1%	4
Grand Total	100%	324



Agree + Strongly Agree	83%
Disagree + Strongly Disagree	3%

CO respondents who had selected "Gender and Development" as their job area (48 respondents) were asked:

I have adequate power to influence decisions on how and to what extent gender equality is integrated into the work of my office.	%	#
Strongly Agree	17%	8
Agree	42%	20
Neither agree nor disagree	25%	12
Disagree	15%	7
Strongly Disagree	2%	1
Strongly Agree	17%	8
Grand Total	100%	48

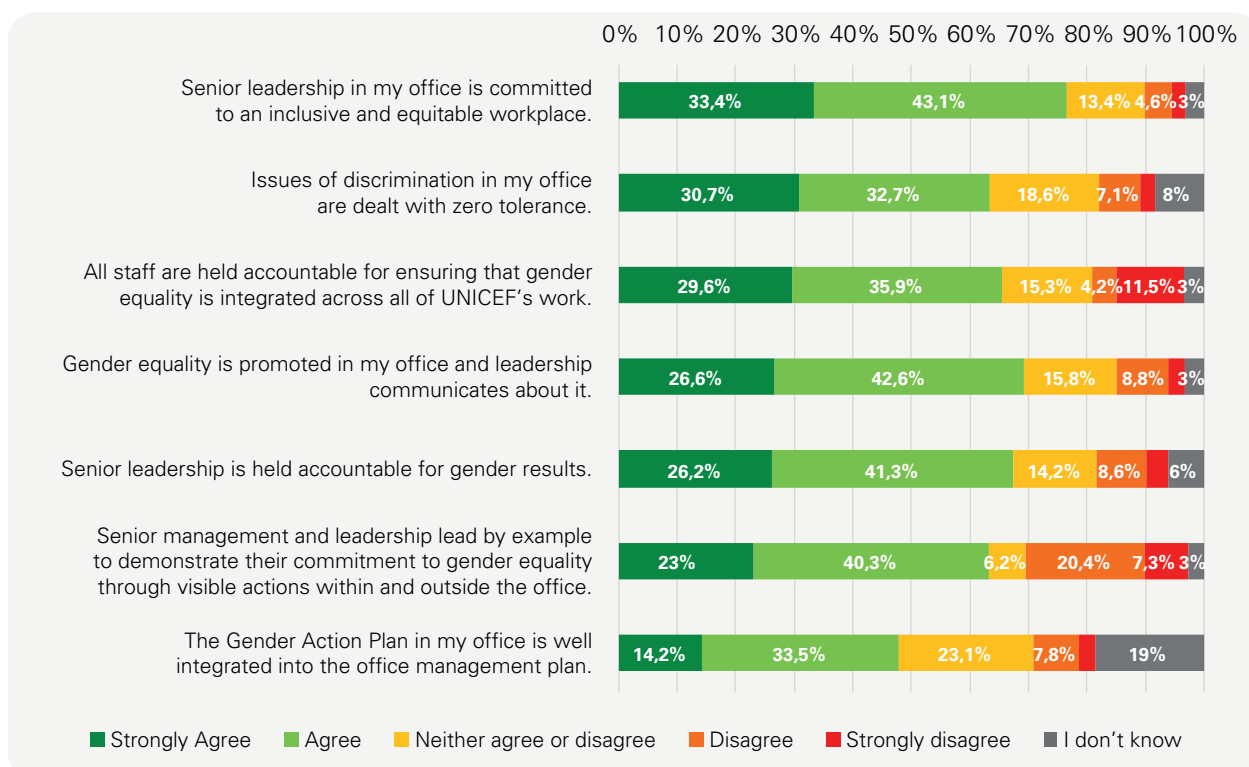


Agree + Strongly Agree	58%
Disagree + Strongly Disagree	17%

Accountability and Leadership

The section on accountability and leadership asked all respondents their level of agreement with seven statements, as seen below.

Statement	Strongly Agree	Agree	Neither agree nor disagree	Disagree	Strongly Disagree	I don't know
All staff are held accountable for ensuring that gender equality is integrated across all of UNICEF's work.	29.60%	35.89%	15.31%	4.23%	11.54%	3.43%
Senior leadership is held accountable for gender results.	26.17%	41.26%	14.17%	8.57%	3.66%	6.17%
Senior leadership in my office is committed to an inclusive and equitable workplace.	33.37%	43.09%	13.37%	4.57%	2.51%	3.09%
Issues of discrimination in my office are dealt with zero tolerance.	30.73%	32.68%	18.58%	7.11%	2.52%	8.37%
Gender equality is promoted in my office and leadership communicates about it.	26.64%	42.59%	15.84%	8.84%	2.87%	3.21%
The Gender Action Plan in my office is well integrated into the office management plan.	14.24%	33.52%	23.08%	7.81%	2.76%	18.60%
Senior management and leadership lead by example to demonstrate their commitment to gender equality through visible actions within and outside the office.	22.96%	40.30%	6.20%	20.44%	7.35%	2.76%



Staffing and culture

The section on staffing and culture asked all respondents their level of agreement with 14 statements, as shown below.

Statement	Strongly Agree	Agree	Neither agree nor disagree	Disagree	Strongly Disagree	I don't know
Integrating gender into my work is important to me.	61.0%	32.1%	5.2%	0.9%	0.3%	0.5%
I understand my responsibilities in contributing to gender equality through my work.	46.1%	43.6%	7.1%	1.7%	0.5%	0.9%
Gender is a key aspect of my job responsibilities.	39.9%	35.4%	16.0%	6.7%	1.3%	0.8%
Women have an equal opportunity to progress to senior positions in UNICEF as everyone else.	28.5%	41.3%	13.7%	8.7%	3.8%	4.0%
In the time I have worked at UNICEF, there has been progress in the way it is promoting gender equality within the workplace. ⁶	25.05%	49.52%	15.61%	5.01%	1.54%	3.28%
I have sufficient support to deliver the gender responsibilities in my role.	22.4%	40.3%	22.1%	10.5%	2.2%	2.5%
At UNICEF, everyone considers advancing gender equality and the empowerment of women and girls their responsibility.	21.9%	35.4%	19.6%	15.9%	2.6%	4.6%
My office promotes gender equality in the workplace through inclusive policies and processes that address diverse needs of all staff.	21.7%	45.6%	17.1%	7.6%	3.1%	4.8%
At UNICEF, everyone considers promoting gender equality and ending all forms of discrimination in the workplace is their responsibility.	21.7%	37.9%	18.1%	15.0%	3.0%	4.2%
The Gender Action Plan and the Gender Policy contributed to promoting shared values on gender equality within UNICEF. ⁷	21.6%	53.0%	14.9%	3.7%	0.9%	5.9%
There are shared values on gender equality within UNICEF.	18.4%	50.5%	14.8%	9.3%	2.6%	4.4%
I have an equal opportunity to progress to more senior positions in UNICEF as everyone else.	17.2%	35.7%	21.6%	14.6%	6.1%	4.8%
Gender diverse colleagues (staff who may not identify with binary, male-female genders) have an equal opportunity to progress to senior positions in UNICEF as everyone else.	14.1%	29.4%	20.4%	6.8%	5.7%	23.6%
The right incentives are in place, so that colleagues are motivated to apply a gender lens to their work.	11.7%	29.9%	30.4%	16.9%	3.9%	7.3%

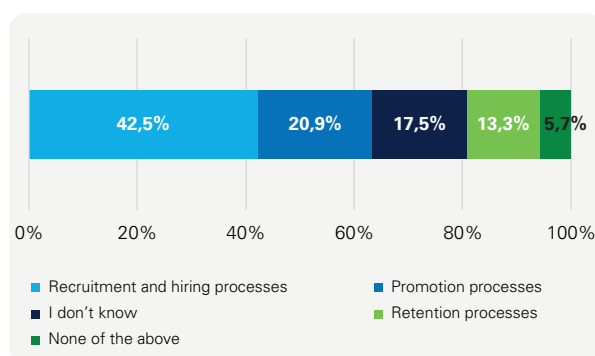
All respondents were asked to tick all the ways in which gender parity is promoted in their offices.

⁶ This was only analysed for respondents who had worked at UNICEF for at least five years.

⁷ This was only asked to those who had responded that they heard of both the GAP and the Gender Policy.



Gender parity is promoted in my office at all levels and sectors through (select all that apply):	#	%
Recruitment and hiring processes	548	42.5%
Promotion processes	270	20.9%
I don't know	226	17.5%
Retention processes	172	13.3%
None of the above	74	5.7%
Grand Total	1290	100%



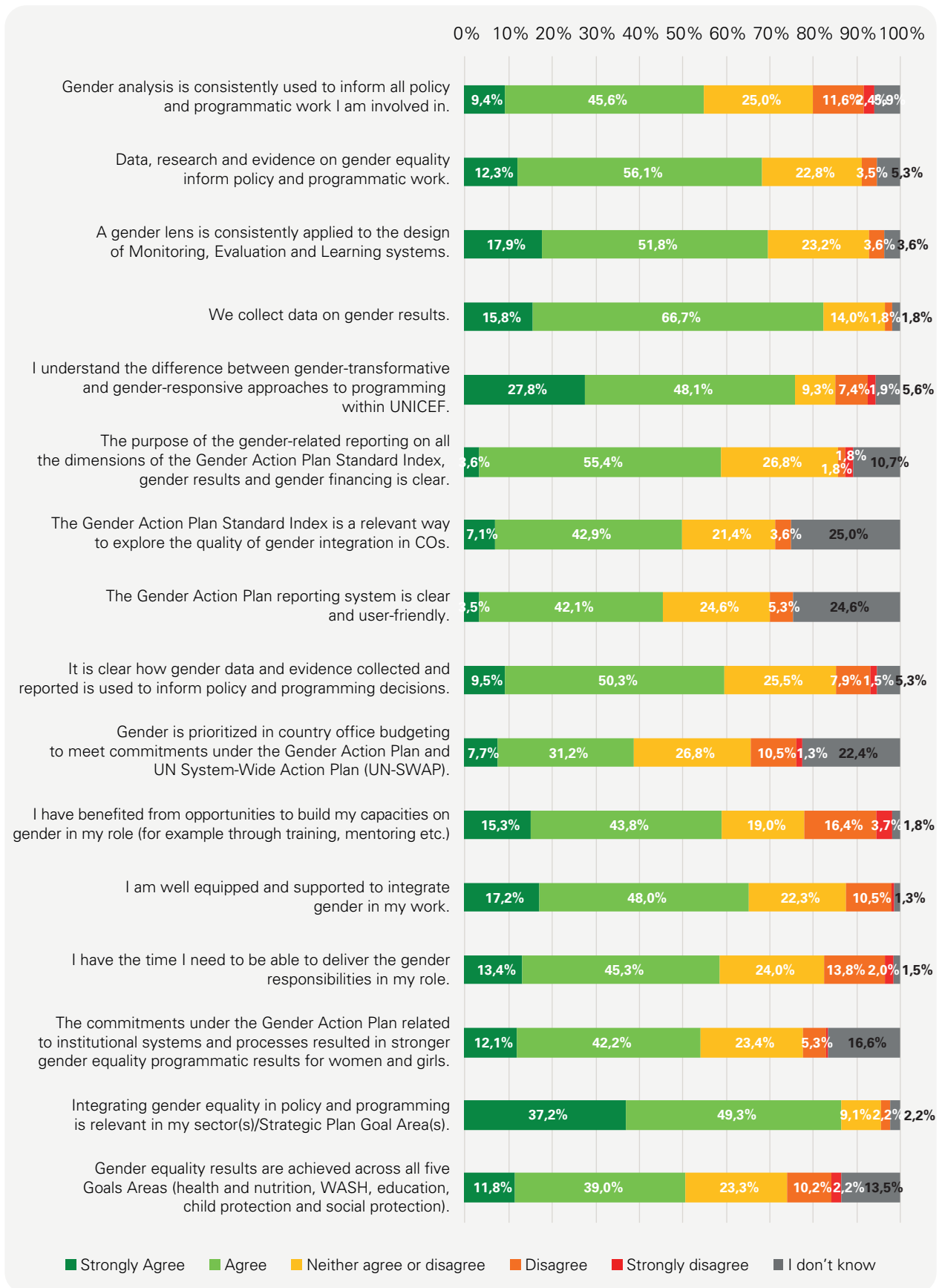
Enablers for gender responsive work⁸

The section on enablers for gender responsive work asked all respondents their level of agreement with 16 statements, as shown below.

Statement	Strongly Agree	Agree	Neither agree nor disagree	Disagree	Strongly Disagree	I don't know
Gender analysis is consistently used to inform all policy and programmatic work I am involved in.	9.4%	45.6%	25.0%	11.6%	2.4%	5.9%
Data, research and evidence on gender equality inform policy and programmatic work.	12.3%	56.1%	22.8%	3.5%	0.0%	5.3%
A gender lens is consistently applied to the design of Monitoring, Evaluation and Learning systems.	17.9%	51.8%	23.2%	3.6%	0.0%	3.6%
We collect data on gender results.	15.8%	66.7%	14.0%	1.8%	0.0%	1.8%
I understand the difference between gender-transformative and gender-responsive approaches to programming within UNICEF.	27.8%	48.1%	9.3%	7.4%	1.9%	5.6%
The purpose of the gender-related reporting on all the dimensions of the Gender Action Plan Standard Index, gender results and gender financing is clear.	3.6%	55.4%	26.8%	1.8%	1.8%	10.7%
The Gender Action Plan Standard Index is a relevant way to explore the quality of gender integration in COs.	7.1%	42.9%	21.4%	3.6%	0.0%	25.0%
The Gender Action Plan reporting system is clear and user-friendly.	3.5%	42.1%	24.6%	5.3%	0.0%	24.6%
It is clear how gender data and evidence collected and reported is used to inform policy and programming decisions.	9.5%	50.3%	25.5%	7.9%	1.5%	5.3%

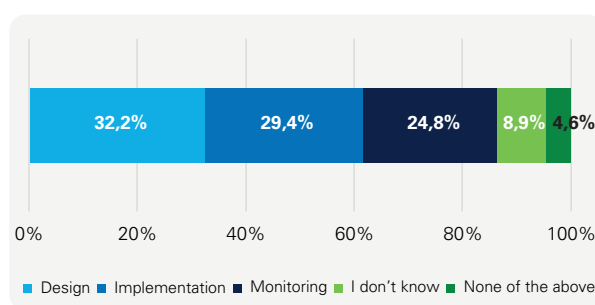
⁸ These questions were asked to only RO and CO respondents who selected they work in programme and policy and/or management. Some of the questions were only asked to a subset of respondents, namely those who selected they work in research, planning, monitoring and evaluation and/or knowledge management, and/or finance.

Gender is prioritized in country office budgeting to meet commitments under the Gender Action Plan and UN System-Wide Action Plan (UN-SWAP).	7.7%	31.2%	26.8%	10.5%	1.3%	22.4%
I have benefited from opportunities to build my capacities on gender in my role (for example through training, mentoring etc.)	15.3%	43.8%	19.0%	16.4%	3.7%	1.8%
I am well equipped and supported to integrate gender in my work.	17.2%	48.0%	22.3%	10.5%	0.7%	1.3%
I have the time I need to be able to deliver the gender responsibilities in my role.	13.4%	45.3%	24.0%	13.8%	2.0%	1.5%
The commitments under the Gender Action Plan related to institutional systems and processes resulted in stronger gender equality programmatic results for women and girls.	12.1%	42.2%	23.4%	5.3%	0.4%	16.6%
Integrating gender equality in policy and programming is relevant in my sector(s)/ Strategic Plan Goal Area(s).	37.2%	49.3%	9.1%	2.2%	0.0%	2.2%
Gender equality results are achieved across all five Goals Areas (health and nutrition, WASH, education, child protection and social protection).	11.8%	39.0%	23.3%	10.2%	2.2%	13.5%



All respondents working in programme and policy and management at RO and CO level were asked to tick all the components of UNICEF's programmatic work in which a gender-transformative approach is taken.

A gender-transformative approach is taken in the following components of UNICEF's programmatic work (select all that apply)*:	#	%
Design	296	32.2%
Implementation	270	29.4%
Monitoring	228	24.8%
I don't know	82	8.9%
None of the above	42	4.6%
Grand Total	918	100%

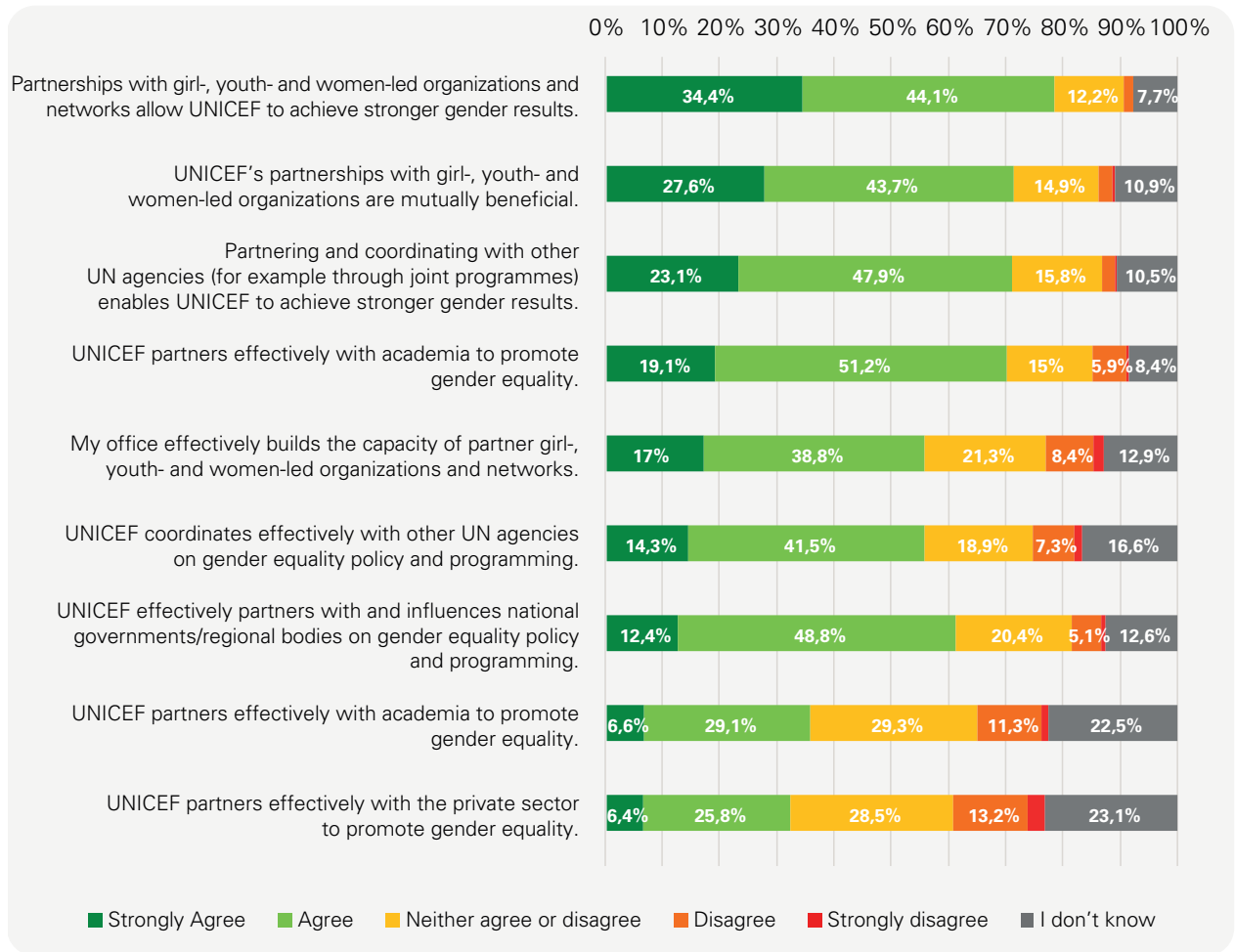


Partnerships⁹

The section on partnerships asked all respondents their level of agreement with nine statements, as shown below.

Statement	Strongly Agree	Agree	Neither agree nor disagree	Disagree	Strongly Disagree	I don't know
UNICEF coordinates effectively with other UN agencies on gender equality policy and programming.	14.3%	41.5%	18.9%	7.3%	1.4%	16.6%
Partnering and coordinating with other UN agencies (for example through joint programmes) enables UNICEF to achieve stronger gender results.	23.1%	47.9%	15.8%	2.3%	0.4%	10.5%
UNICEF effectively partners with and influences national governments/regional bodies on gender equality policy and programming.	12.4%	48.8%	20.4%	5.1%	0.7%	12.6%
UNICEF partners effectively with academia to promote gender equality.	6.6%	29.1%	29.3%	11.3%	1.3%	22.5%
UNICEF partners effectively with the private sector to promote gender equality.	6.4%	25.8%	28.5%	13.2%	3.0%	23.1%
UNICEF partners effectively with civil society and girl-, youth- and women-led organizations and networks to promote gender equality.	19.1%	51.2%	15.0%	5.9%	0.5%	8.4%
My office effectively builds the capacity of partner girl-, youth- and women-led organizations and networks.	17.0%	38.8%	21.3%	8.4%	1.8%	12.9%
UNICEF's partnerships with girl-, youth- and women-led organizations are mutually beneficial.	27.6%	43.7%	14.9%	2.5%	0.4%	10.9%
Partnerships with girl-, youth- and women-led organizations and networks allow UNICEF to achieve stronger gender results.	34.4%	44.1%	12.2%	1.6%	0.0%	7.7%

⁹ The section was only asked to respondents who selected they work in one or more of the following areas/functions: emergency, external relations, management, programme and policy, communication, fundraising, partnerships or management.



Annex 4. GAP Standard Index

What is the GAP Standard Index?

The main instrument for tracking the implementation of institutional enablers is the GAP Standard - an index that provides an overall score on GAP institutional enablers based on reporting from country offices. GAP implementation progress is reported to the Executive Board through an annual board report. Progress is reported to donors and the public in the Gender Equality Annual Results Report. Measurements of the GAP progress indicators are reported in the Data Companion and Scorecard accompanying the annual reports.

How has the GAP Standard Index evolved?

Over the period considered by the evaluation, the main changes introduced between GAP 2 and GAP 3 Standards were:

- ▶ Introducing a more stringent threshold to meet the GAP, 70 per cent or more average criteria achievement compared to the previous 60 per cent.¹⁰
- ▶ Developing a more refined measurement tool, with 29 indicators contributing to nine key

institutional elements/benchmarks (also known as “criteria”), compared to nine indicators of GAP 2 Standard.

- ▶ Introducing a stricter formula for calculating gender-related expenditure focusing on gender-transformative expenditure.¹¹
- ▶ Introducing new indicators measuring culture, partnerships and quality of gender results.

How is the GAP 3 Standard calculated?

The GAP 3 Standard includes nine key institutional elements/benchmarks (“criteria”) that COs are required to have in place to ensure effective gender integration. A CO is considered to have “met” the GAP Standard when it achieves 70 per cent or more of all criteria. COs are attributed a one or a zero for most indicators within each criterion depending on whether they meet the indicators or not – few indicators can take any number between zero and one. A criteria average is then calculated for each of the nine criteria. The final score is an average of the nine criteria. Some indicators do not apply to certain countries (COs not in humanitarian context for example), in which case the indicator is muted and has no impact on the criteria average, nor on the final score.

Cross-over GAP 2 and GAP 3 Standard Indices

Cross-over table between GAP 2 and 3 Standard indicators (Source: developed by authors)

GAP 2	GAP 3
	1) Culture
	Have a system in place to prevent and respond to sexual exploitation and abuse
	Percentage of staff who agree with the gender equality statement
	At least one senior staff trained in gender equality
	2) Staffing
8. Gender staffing	Meeting the GAP staffing guidance
9. Gender Parity	Virtual parity at all IP/NO/GS levels
	3) Capacity
	At least one staff GenderPro Credentialed

10 2022 and 2023 annual reports on the implementation of the UNICEF Gender Action Plan, 2022–2025.

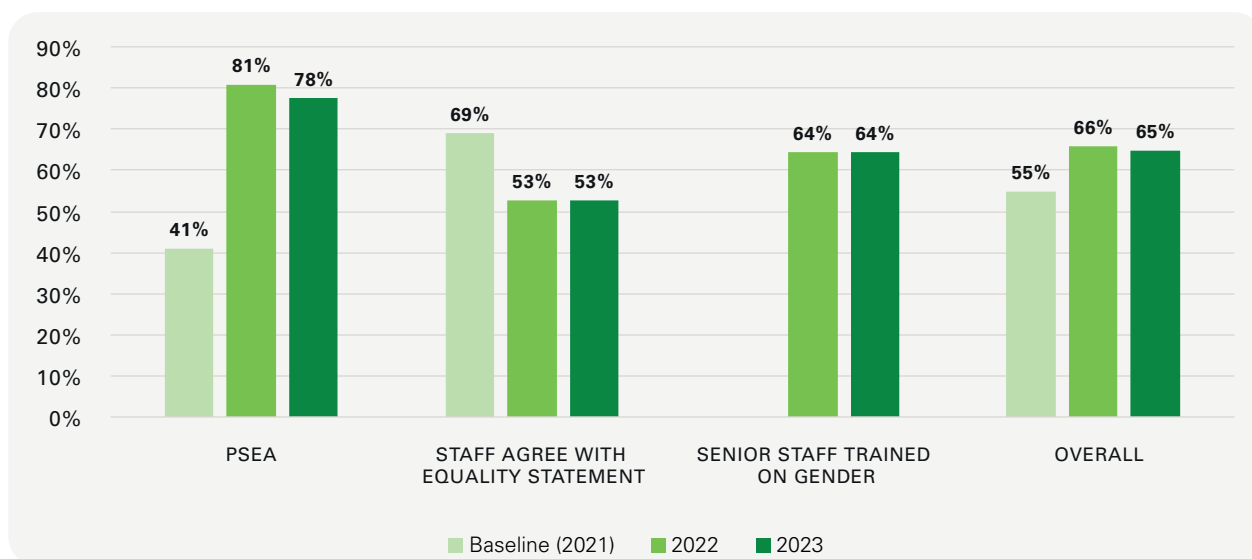
11 This is detailed in the Gender Expenditure Guidance note (2022).

	At least 50 per cent of staff took the mandatory foundational gender (pro) training
4) Leadership and accountability	
5. Accountability structure for implementing gender priorities	CO has a Gender Action Plan
6. Definition of responsibility for gender results	CO has the leadership, oversight and accountability at an appropriate management level (deputy representative)
	CO Programme Management Plan defines accountabilities to achieve gender results across sectors
	CO organizes regular meetings on the implementation of the gender priorities
5) Partnerships	
	Partnership with women and youth groups in programme design and monitoring
	Partnerships with grassroots girls' and women's rights groups
	Integration of gender issues in key partnership documents (proposals, Request for Proposals (RFPs), Programme Cooperation Agreements (PCAs) etc.)
	CO has a joint programme on gender equality with other UN entities
6) Resources	
7. Gender expenditure	Percentage of expenditure for gender-transformative programming (GTP)
7) Gender analysis and planning	
1. Gender Programmatic Review	GPRs: Systematic analysis of gender power dynamics and gender relations
2. Gender integration into Programme Documents (Country Programme Documents and Programme Strategy Notes)	Gender results clearly identified in key documents - CPD, Annual Workplan (AWP), Regional Office Annual Report (ROMP)/Office Management Plan (OMP)
3A. Identification of gender results in CPD results framework - Integrated Result	
3B. Identification of gender results in CPD results framework - Adolescent Girl Priority	
	Integrating UNICEF's minimum standards for gender in the CCCs' in Emergencies
	If operating in a humanitarian context, has the CO conducted a rapid gender analysis?
	Core package GBV risk mitigation activities conducted during the reporting year?
	Completion of gender analysis in the Emergency Preparedness Platform (EPP)

8) Gender data and M&E	
4. Gender tagged standard indicators	Gender RAM standard indicators used in programming platform
	Level of sex-disaggregation on RAM standard indicators
	Level of sex-disaggregation on CSIs
9) Quality of gender results	
	Reporting gender equality results that are transformative
	At-scale programmes addressing gender discriminatory roles and practices are implemented
	Gender-transformative child rights policies and programmes identified and financed
	GBV risk mitigation results reported against by sector

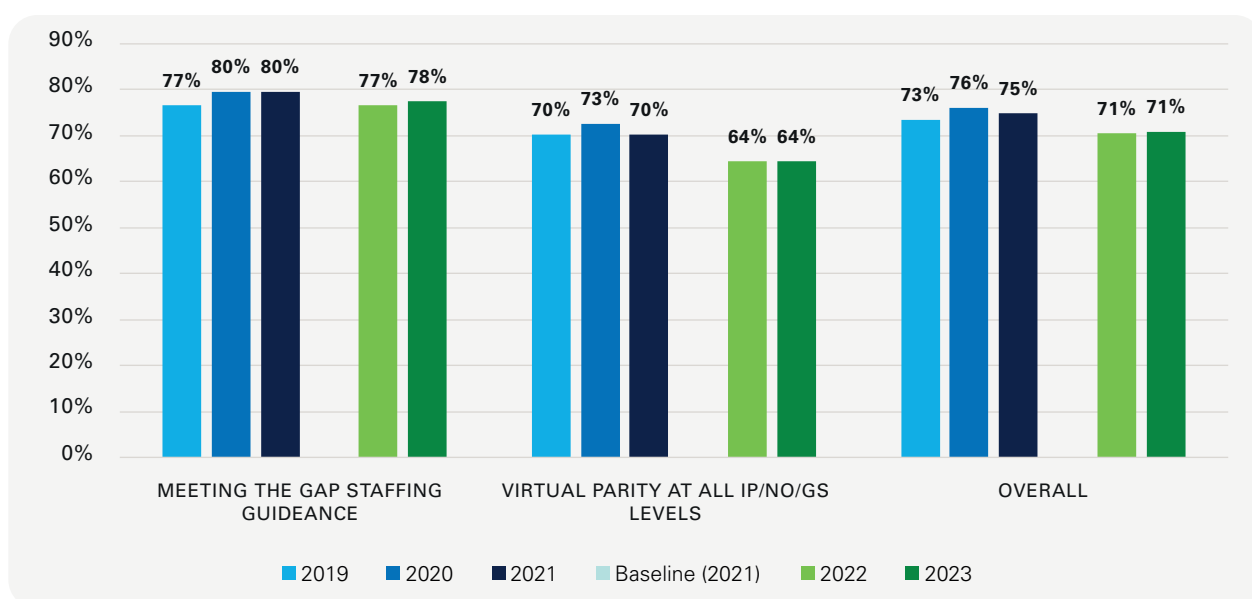
GAP Standard Indicators trends¹²

'Culture' criterion trend



(Sources: [H5.2 raw_2023.xlsx](#) , [H5.2 GAP standard 2022.xlsx](#) and [Data Companion 2022 \(2021 data\)](#), authors' calculations)

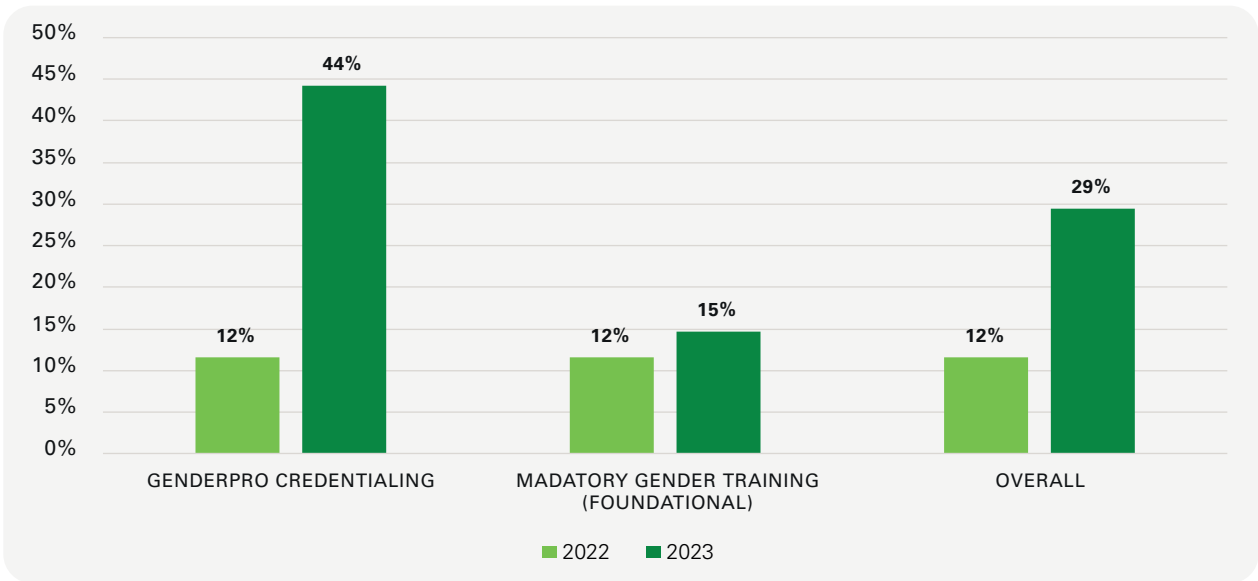
'Staffing' criterion trend



(Sources: [H5.2 raw_2023.xlsx](#) , [H5.2 GAP standard 2022.xlsx](#) and [Data Companion 2022 \(2021 data\)](#))

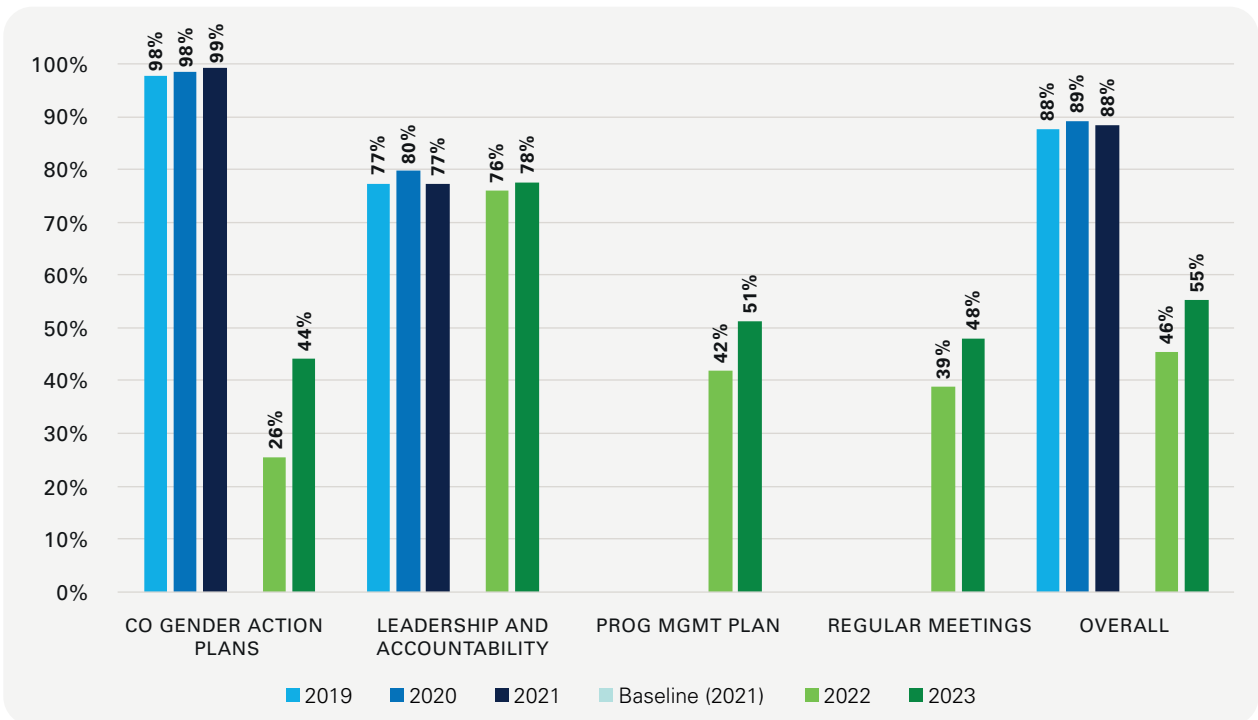
12 Based on the cross-over table above, trends have been calculated across GAP 2 and GAP 3 Standard Indices. Where no corresponding indicators existed prior to GAP 3, trends are limited to GAP 3 data. Baselines, where available were extracted from previous years' data companions.

'Capacity' criterion trend



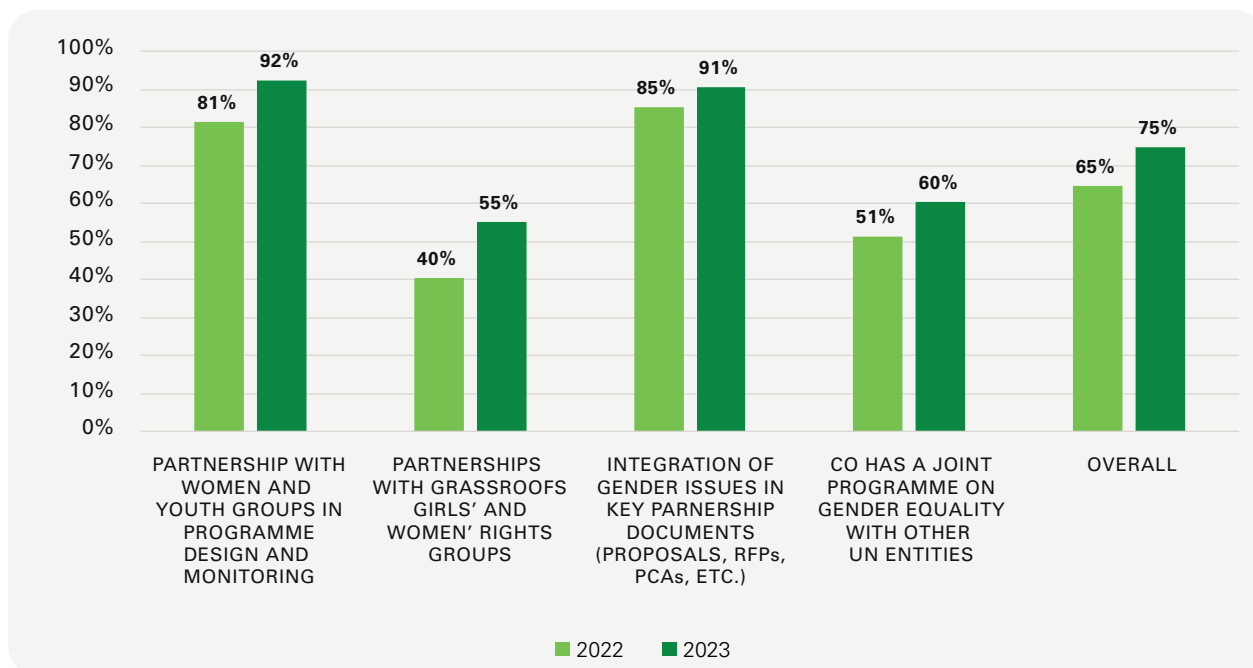
(Sources: [H5.2 raw_2023.xlsx](#), [H5.2 GAP standard 2022.xlsx](#) and [Data Companion 2022 \(2021 data\)](#), authors' calculations)

'Leadership and accountability' criterion trend



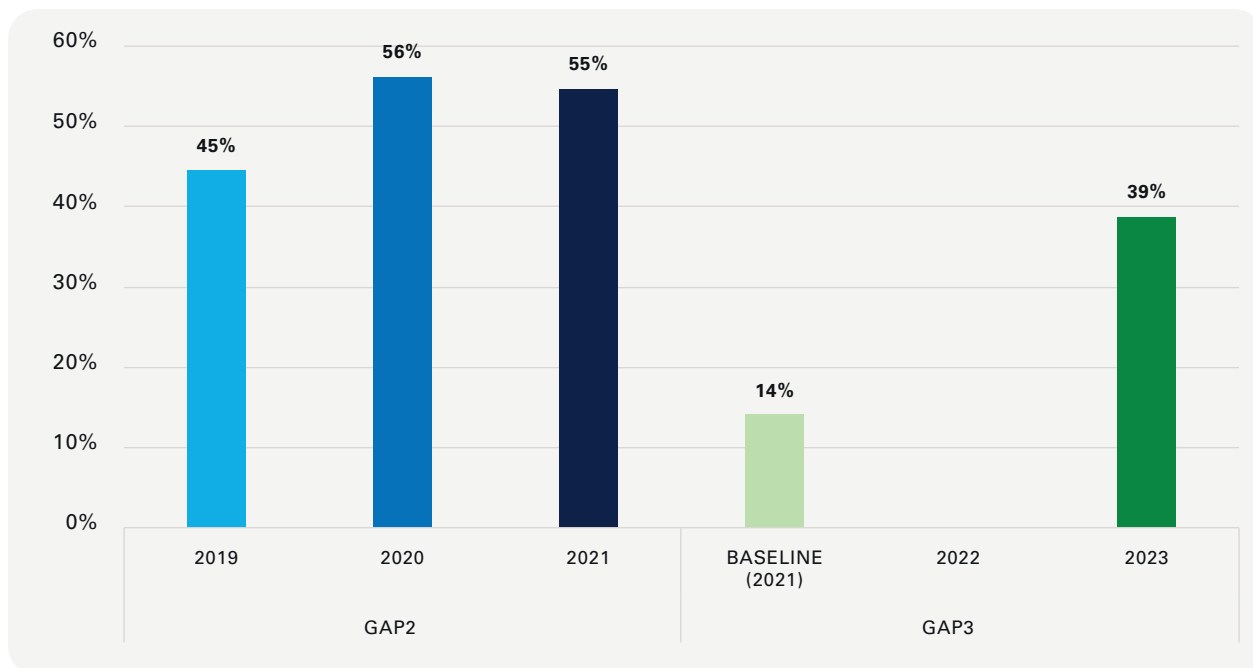
(Sources: [H5.2 raw_2023.xlsx](#), [H5.2 GAP standard 2022.xlsx](#) and [Data Companion 2022 \(2021 data\)](#), authors' calculations)

'Partnerships' criterion trend



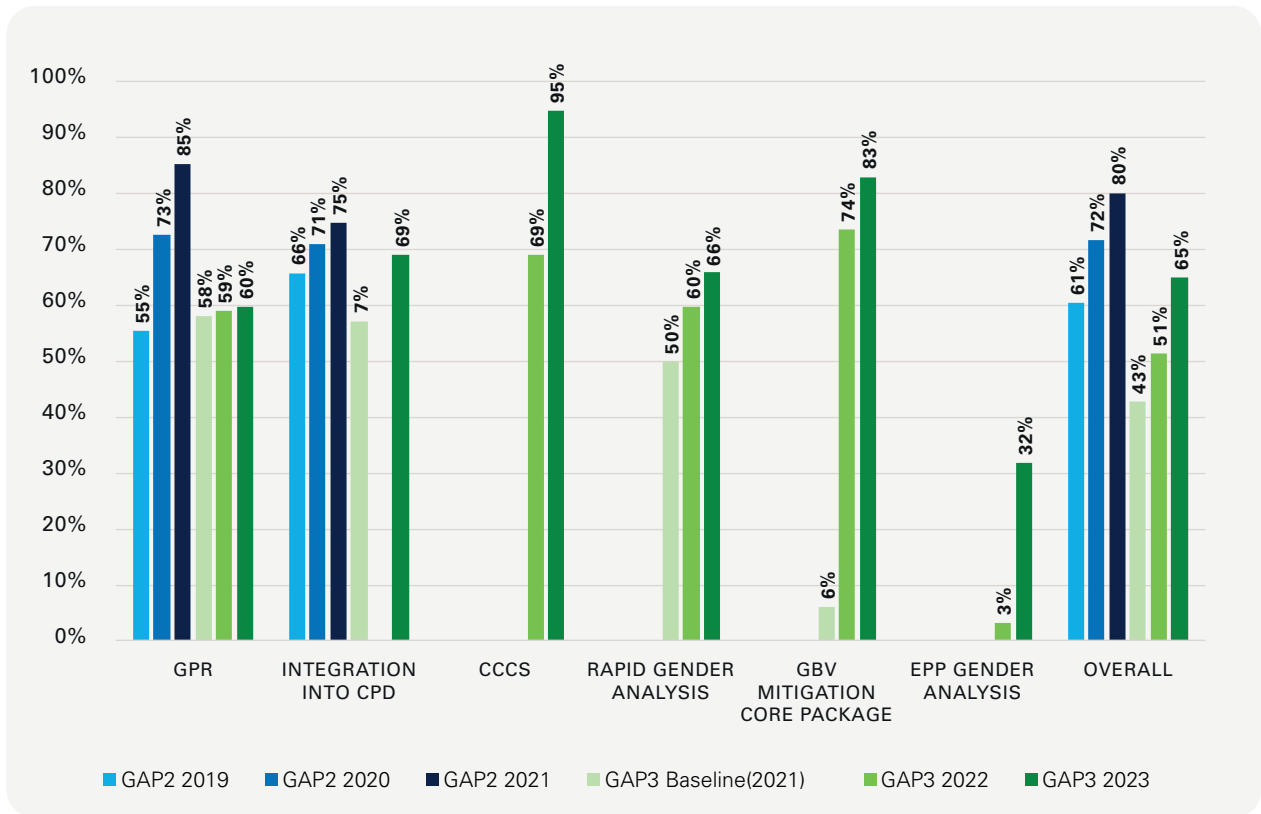
(Sources: [H5.2 raw_2023.xlsx](#) , [H5.2 GAP standard 2022.xlsx](#) and [Data Companion 2022 \(2021 data\)](#), authors' calculations)

'Resources' criterion trend



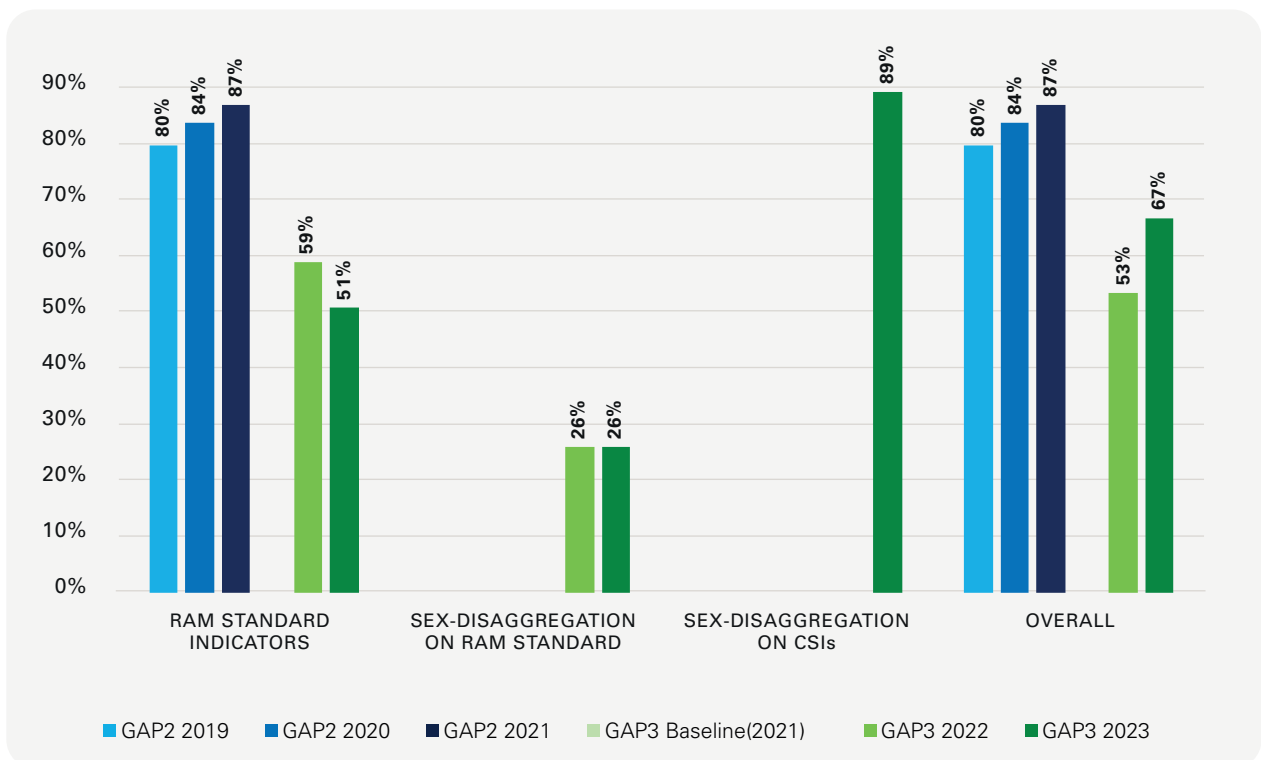
(Sources: [H5.2 raw_2023.xlsx](#) , [H5.2 GAP standard 2022.xlsx](#) and [Data Companion 2022 \(2021 data\)](#), authors' calculations)

'Gender analysis and planning' criterion trend



Sources: [H5.2 raw_2023.xlsx](#), [H5.2 GAP standard 2022.xlsx](#) and [Data Companion 2022 \(2021 data\)](#), authors' calculations

'Gender data and M&E' criterion trend



Sources: [H5.2 raw_2023.xlsx](#), [H5.2 GAP standard 2022.xlsx](#) and [Data Companion 2022 \(2021 data\)](#), authors' calculations

‘Quality of gender results’ criterion trend



Sources: [H5.2 raw_2023.xlsx](#) , [H5.2 GAP standard 2022.xlsx](#) and [Data Companion 2022 \(2021 data\)](#), authors’ calculations

Correlation analysis

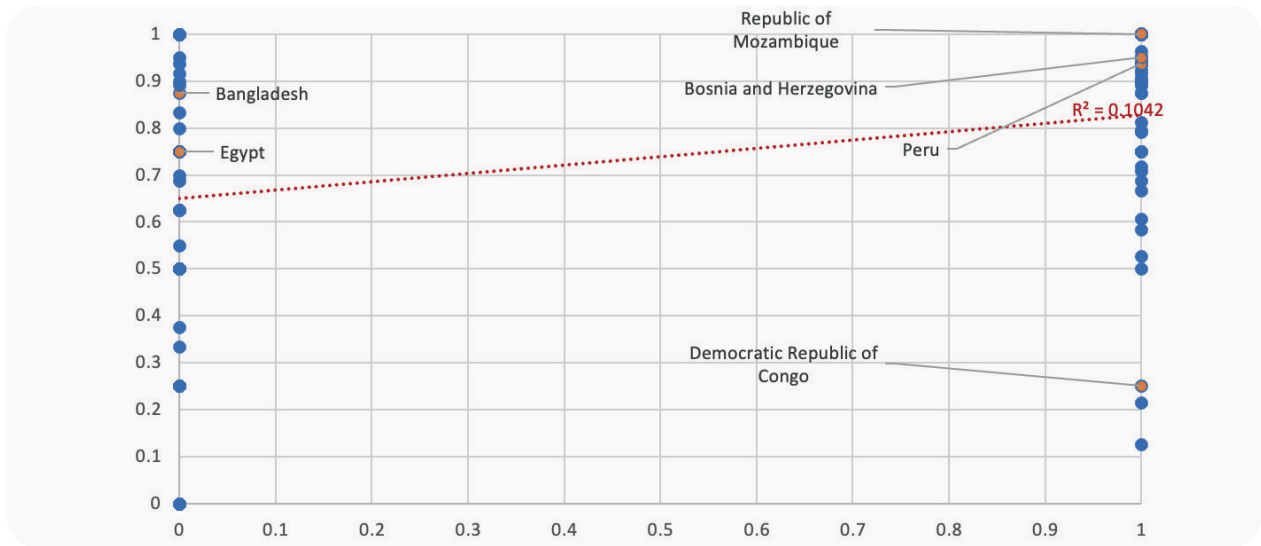
Table 4. Rule of thumb for correlation coefficients

Size of Correlation	Interpretation
.91 to 1.00	Very strong relationship
.71 to .90	Strong relationship
.41 to .70	Moderate relationship
.21 to .40	Weak relationship
.00 to .20	Very weak or no relationship
.00 to -.21	Very weak or no NEGATIVE relationship

Additional logistic regression analysis (weak correlation coefficient)

With 'Resources' criterion (Pearson coefficient = 0.3229)

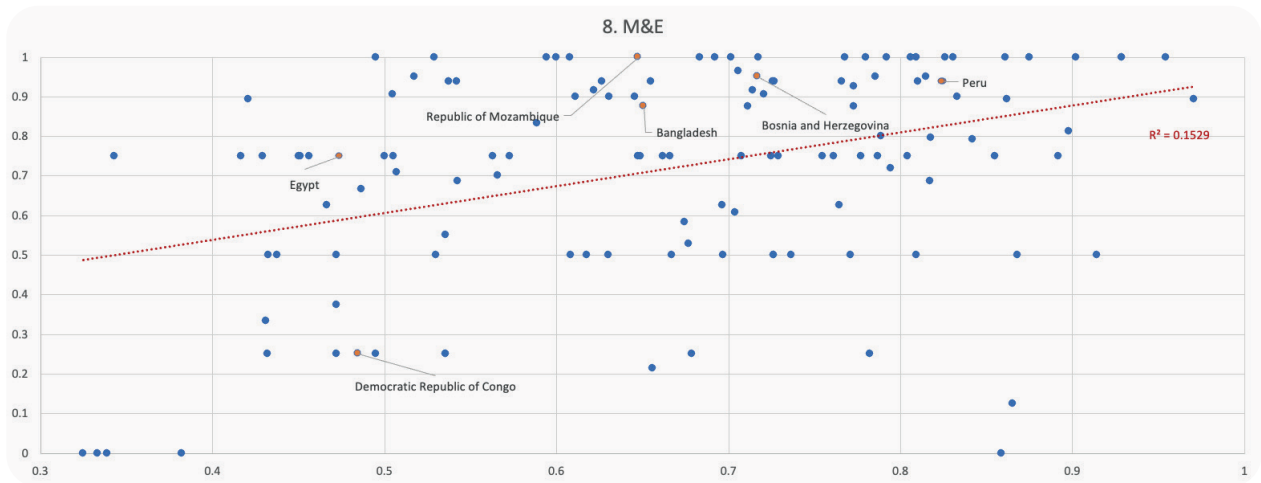
Relationship between criterion 6 and 9



Sources: [H5.2 raw_2023.xlsx](#) , [H5.2 GAP standard 2022.xlsx](#) and [Data Companion 2022 \(2021 data\)](#), authors' calculations

With M&E criterion (Pearson coefficient = 0.3910)

Relationship between criterion 8 and 9



Sources: [H5.2 raw_2023.xlsx](#) , [H5.2 GAP standard 2022.xlsx](#) and [Data Companion 2022 \(2021 data\)](#), authors' calculations

Annex. 5 Financial data

Calculation of gender-transformative expenditure in GAP3

The GEM at the output level and gender tags attached to the activity level specific intervention code (SIC) are the two main tools used to calculate gender expenditure in UNICEF.

To calculate gender-transformative expenditure, GEM tagging at the output level (planned expenses) and gender tagging at the activity level are used together. The final ratings depend on the specific percentage of expenditure allocated to gender activities under the output in question. The output level GEM rating is be linked to the gender tag as follows:

- ▶ GEM principal/3 – 60 to 100 per cent of expenditure are for gender activities
- ▶ GEM significant/2 – 60 to 40 per cent of expenditure are for gender activities

- ▶ GEM marginal/1 – 40 to 25 per cent of expenditure are for gender activities
- ▶ GEM none/0 – 0 to 25 per cent of expenditure are for gender activities

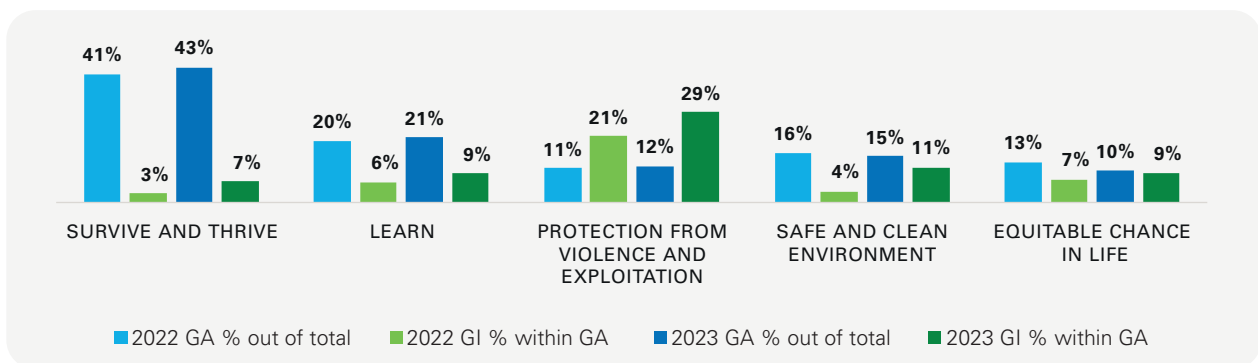
Outputs that are undeniably gender (related to targeted priorities or well-articulated mainstreaming issues) are coded as GEM 3. Outputs coded GEM 1, GEM 2, GEM 3 have at least one activity (SIC) that is tagged 1.

To calculate the final gender-transformative expenditure and assess whether a CO has met the 15 per cent UN-SWAP marker, the following process is followed:

1. Select CO’s outputs marked GEM 3
2. Filter to only keep gender-tagged activities
3. Count 100 per cent of gender-tagged activities’ expenditure under output GEM 3.

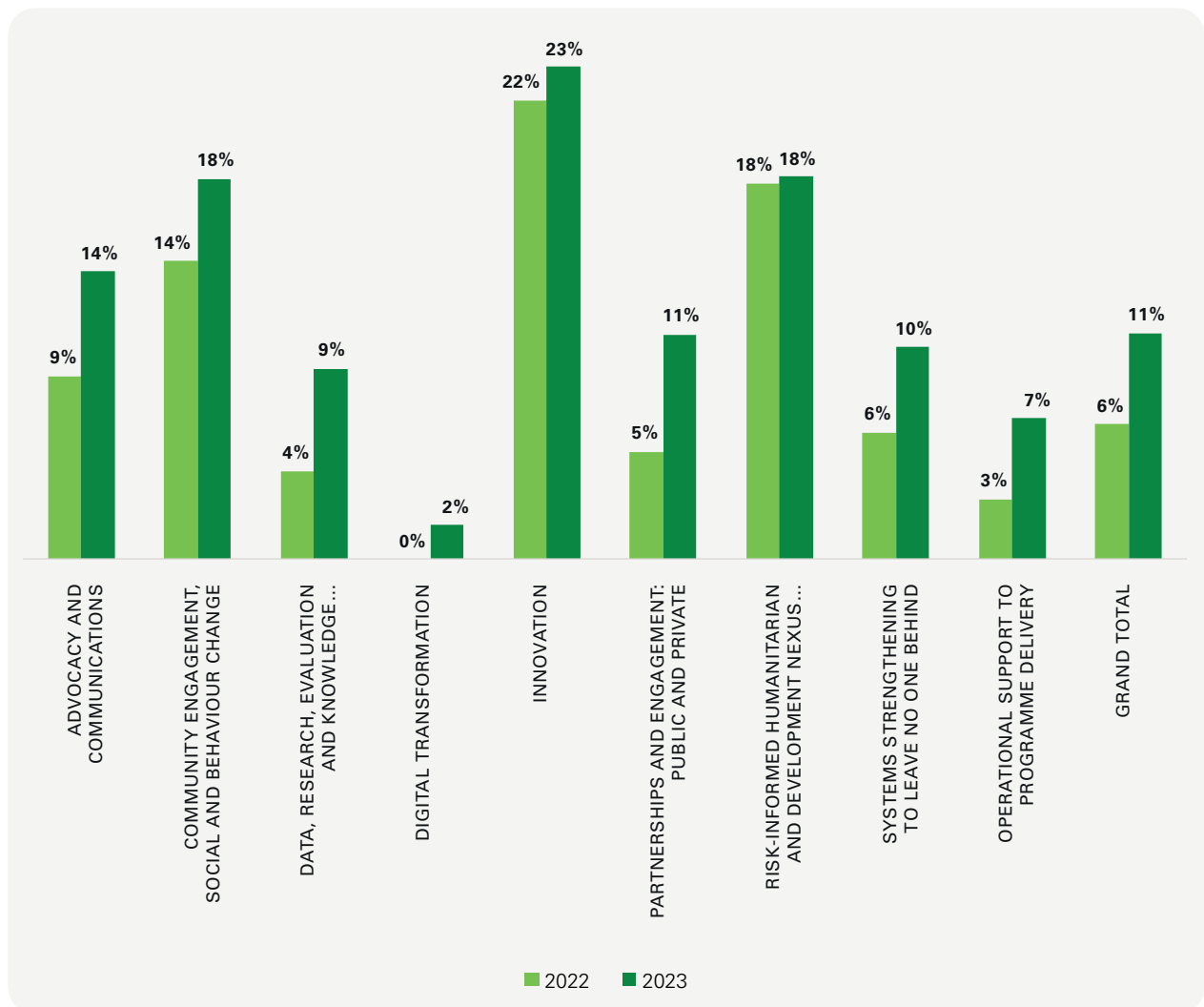
UNICEF gender-transformative expenditure across Strategic Plan 2022-2025 Goal Areas and Change Strategies

Goal Area expenditure and gender-transformative expenses out of total UNICEF expenditure, by Goal Area, 2022 and 2023



Source: UNICEF Strategic Plan expenditure cube, 2022-2025

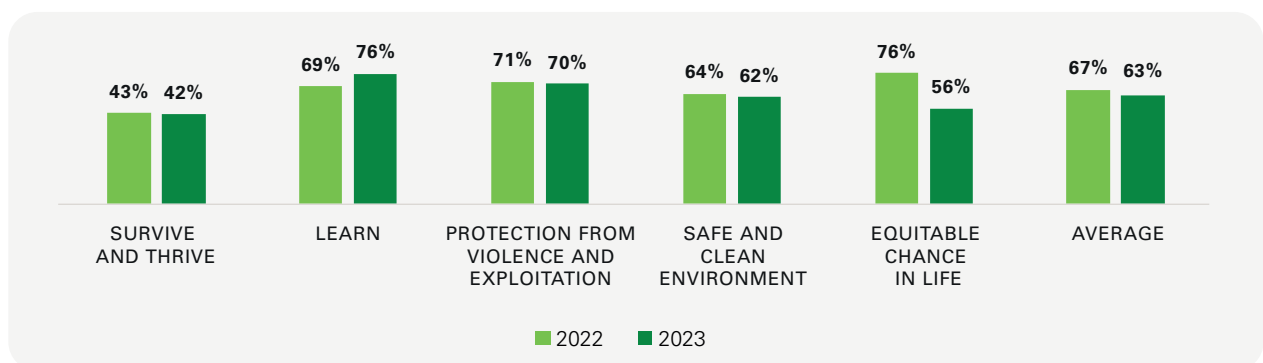
Gender-transformative expenses as total expenditure, by Change Strategy, 2022 and 2023



Source: UNICEF Strategic Plan expenditure cube, 2022-2025

UNICEF planned expenditure by GEM

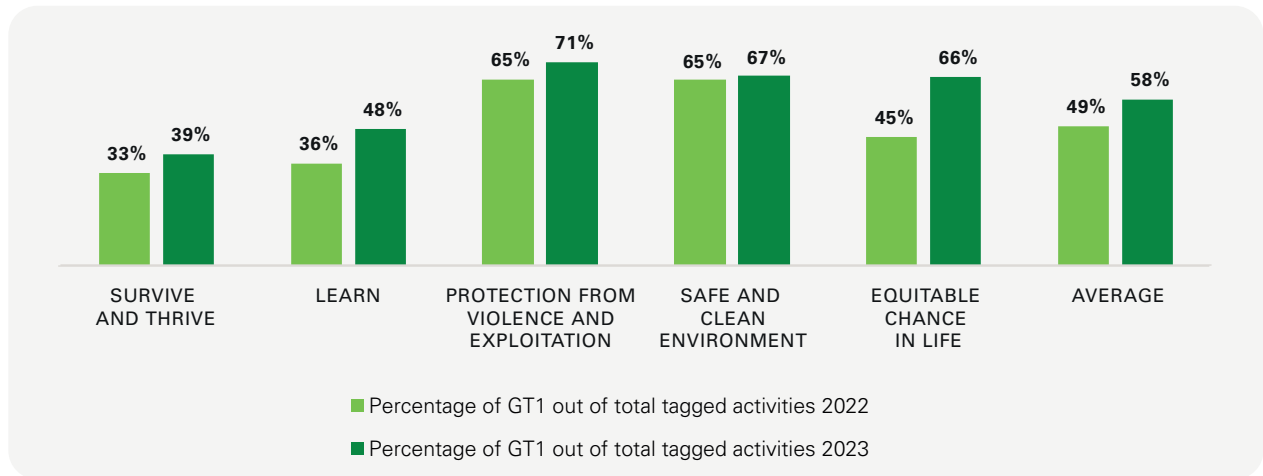
Gender planned expenditure attached to outputs for GEM 2 and 3, by Goal Area, 2022 and 2023



Source: UNICEF Strategic Plan expenditure cube, 2022-2025

UNICEF gender expenditure by gender tags

Gender-tagged expenditure by Goal Area, 2022 and 2023



Source: UNICEF Strategic Plan expenditure cube, 2022-2025

Annex 6. List of documents reviewed for interim report

- ▶ Adolescent Girls Programme Strategy 2022 - 2025
- ▶ Background papers series
- ▶ CCC Gender Equality
- ▶ Data Companions (2019-2023)
- ▶ ECOSOC (2023) Update on organizational culture and diversity, report to UNICEF's executive board
- ▶ EDGE reports
- ▶ Gender Action Plan 2
- ▶ Gender Action Plan 3 and related communications materials
- ▶ Gender Action Plan Evaluation
- ▶ Gender Action Plan Implementation Annual Reports
- ▶ Gender Action Plan Staffing Guidance
- ▶ Gender Equality Annual reports (2019-2023)
- ▶ Gender Policy 2021-2030
- ▶ Global Staff survey report
- ▶ Results frameworks GAP 2 and GAP 3
- ▶ Management response to the GAP Evaluation
- ▶ MOPAN reports
- ▶ Programme Group Gender Equality
- ▶ Pulse Check survey reports
- ▶ Report of the Independent Task Force on Workplace Gender- Discrimination, Sexual Harassment, Harassment and Abuse of Authority (2019)
- ▶ UNICEF Gender Equality Marker and Gender Tag Guidance Note
- ▶ UNICEF Strategic Plan
- ▶ UN-SWAP reports

Data sources

- ▶ Data companions
- ▶ GAP 2 and GAP 3 data
- ▶ GAP dashboard
- ▶ [Global Staff Survey](#)
- ▶ HR Dashboard
- ▶ Pulse Check Survey
- ▶ [Strategic Plan Analysis Cube](#)



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