



## INSPECTION AND EVALUATION DIVISION

# EVALUATION REPORT

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**Report of the Office of Internal Oversight Services on the evaluation of the Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI) and the Division for the Advancement of Women (DAW)**

*“As the United Nations consolidates its policies and programmes on gender equality and empowerment of women into a single entity (UN Women), the recognized strengths of OSAGI and DAW in analyzing and developing the normative basis for advancing gender equality should be harnessed to reinforce the operational effectiveness of that entity.”*

**6 June 2011**

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Assignment No.: **IED-11-011**

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## INSPECTION AND EVALUATION DIVISION

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### FUNCTION

*‘The Office shall evaluate the efficiency and effectiveness of the implementation of the programmes and legislative mandates of the Organization. It shall conduct programme evaluations with the purpose of establishing analytical and critical evaluations of the implementation of programmes and legislative mandates, examining whether changes therein require review of the methods of delivery, the continued relevance of administrative procedures and whether the activities correspond to the mandates as they may be reflected in the approved budgets and the medium-term plan of the Organization;’ (General Assembly [Resolution 48/218 B](#)).*

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**Report of the Office of Internal Oversight Services on the evaluation  
of the Office of the Special Adviser on Gender Issues and Advancement  
of Women (OSAGI) and the Division for the Advancement of Women (DAW)**

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**EXECUTIVE SUMMARY**

The [Inspection and Evaluation Division \(IED\)](#) of the [Office of Internal Oversight Services \(OIOS\)](#) identified the [Department of Economic and Social Affairs \(DESA\)](#) as a priority programme for evaluation based on a strategic risk assessment carried out in 2008. This evaluation report on the gender subprogramme of DESA, which encompassed the [Office of the Special Adviser on Gender Issues and Advancement of Women \(OSAGI\)](#) and the [Division for the Advancement of Women \(DAW\)](#), is one of eleven detailed assessments of DESA’s ten Divisions and offices and its Executive Direction and Management, and will be issued to DESA and to UN Women as an internal management report. OSAGI and DAW ceased to exist in their previous form on 1 January 2011, when their mandates and resources were incorporated into those of the newly formed [UN Women](#).

The objective of the evaluation was to examine the effectiveness (including impact) of OSAGI and DAW over the period 2006 to 2010. It considered the strengths and weaknesses of the entities over that period and the value they may add to UN Women as it embarks on its programme of work. No recommendations are made, although a number of actions are suggested for consideration by UN Women.

In undertaking the evaluation, OIOS used a range of quantitative and qualitative methods, including a document review, staff and stakeholder interviews, staff and stakeholder surveys, field missions, direct observation of intergovernmental meetings, a bibliometric analysis of the use of DESA publications and an expert panel review of the quality of a sample of key DESA publications. The evaluation was undertaken in accordance with the norms and standards for evaluation established by the United Nations Evaluation Group.

The evaluation results showed that OSAGI and DAW had contributed importantly to global gender equality outcomes over the evaluation period. They were an integral part of the global gender architecture and their work contributed to proceedings and outcomes of the [Commission on the Status of Women \(CSW\)](#) that were recognised as having high impact. DAW provided valuable substantive support to

the CSW and research and analysis in both OSAGI and DAW were of high quality. The reporting processes coordinated by OSAGI and DAW functioned as both a reminder and an incentive for Member States and United Nations entities to act on particular gender equality policies. OSAGI and DAW also supported other United Nations entities in their efforts to mainstream gender perspectives in their activities. The work of the Focal Point for Women sustained high visibility for the goal of achieving greater gender balance in staffing throughout the United Nations system.

However, despite the existence of several structures for cooperation and collaboration with stakeholders, including within the United Nations system, partnerships were not fully leveraged by OSAGI and DAW and coordination of activities was difficult to achieve. Even within OSAGI and DAW some stakeholders saw duplication and competition. Progress on gender mainstreaming within the United Nations Secretariat was mixed, fifteen years after the introduction of the policy. OSAGI and DAW lacked the resources to meet the information demands of stakeholders.

The establishment of UN Women is an opportunity to strengthen the approach and outcomes of the United Nations' work to promote gender equality and women's empowerment. The United Nations has a long-standing commitment to those goals and UN Women retains the responsibility to implement existing intergovernmental mandates. The consolidation within UN Women of the normative and operational elements of its activities offers the potential for these to be linked in ways that will increase the effectiveness of both. If such links can be developed and sustained, the former OSAGI and DAW will add value to UN Women by:

- Providing support to the CSW and other intergovernmental bodies that is informed by expertise on substantive issues as well as the in-country data and perspectives of staff and partners of UN Women's field offices,
- Providing information and technical assistance to UN Women field office staff, civil society and others involved in helping Member States to implement at the national level the policies, global standards and norms endorsed by intergovernmental bodies, including the CSW, and
- Coordinating the reporting of progress throughout the United Nations system in implementing its own commitments on gender equality, including both gender mainstreaming and gender balance.

To make this possible, UN Women will need to preserve and enhance the unique assets that OSAGI and DAW bring to the new entity: the global platform they provide for debate and decision, their knowledge of intergovernmental processes and decisions, the policies and practices on gender mainstreaming, including gender balance, within the United Nations system that could serve as a resource more widely, and communication channels and structures that can be used to ensure that all United Nations entities have the information and tools to 'practise what they preach' on gender equality. With the removal of some of the structural and resource constraints that have limited the interaction between the normative and operational elements of the United

Nations approach to gender issues until now, the opportunity exists to increase the speed and comprehensiveness with which policies and resolutions can be translated into activity that will directly improve the lives of women. That opportunity should not be lost.

## TABLE OF CONTENTS

		<i>Paragraphs</i>	<i>Page</i>
	Executive Summary		3-5
I.	Introduction	1 – 5	7
II.	Methodology	6 – 8	7 - 9
III.	Background	9 – 18	9 - 12
IV.	Results	19 - 64	12 - 28
	A. OSAGI and DAW have contributed to the achievement of global gender equality outcomes	19 – 26	12 - 14
	B. OSAGI and DAW provided valuable substantive support to United Nations intergovernmental bodies	27 – 30	15 - 16
	C. OSAGI and DAW supported United Nations entities in their efforts to mainstream gender perspectives in their activities	31 – 43	16 - 20
	D. Research and analysis by OSAGI and DAW were of high quality	44 – 54	21 - 24
	E. While certain structures were in place for cooperation and collaboration with stakeholders, partnerships were not fully leveraged by OSAGI and DAW	55 – 64	25 - 28
V.	Conclusion	65 - 73	28 - 31
VI	Actions for consideration by UN Women	74	31
Annex			
I.	Comments from DESA on the draft report		
II.	Comments from UN Women on the draft report		

## I. Introduction

1. The [Inspection and Evaluation Division \(IED\)](#) of the [Office of Internal Oversight Services \(OIOS\)](#) identified the [Department of Economic and Social Affairs \(DESA\)](#) as a priority programme for evaluation based on a strategic risk assessment exercise carried out in 2008. The forty-ninth session of the [Committee for Programme and Coordination \(CPC\)](#) selected that evaluation to be presented for consideration at its fifty-first session.<sup>1</sup> The selection was formally mandated by the ensuing General Assembly [Resolution 64/229](#) on Programme Planning.
2. This evaluation covers the activities and results of DESA's subprogramme 2, which comprised the Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI), and the Division for the Advancement of Women (DAW) for the period 2006 to 2010. It was undertaken as part of the larger DESA evaluation.
3. This report is being issued to DESA, along with 10 other subprogramme-level reports<sup>2</sup>, as an internal management report. This report has a different focus to that of the other subprogramme reports, as OSAGI and DAW ceased to be a part of DESA on 1 January 2011, when their mandates and resources were incorporated into UN Women.<sup>3</sup> The evaluation was undertaken to determine as systematically and objectively as possible the effectiveness (including impact) of OSAGI and DAW during the period 2006 to 2010 and to serve as lessons learned for UN Women as it embarks on its programme of work. No recommendations are made.
4. The evaluation also considered recent OIOS reports related to OSAGI and DAW<sup>4</sup> and various reviews undertaken by the UN Women transition team.
5. OIOS wishes to express its appreciation for the cooperation of OSAGI and DAW management and staff during the evaluation. *The report incorporates comments received from former senior staff members of OSAGI and DAW and from DESA management. Final comments are appended in full, as per General Assembly [resolution 64/263](#).*

## II. Methodology

6. In conducting this evaluation, OIOS used a combination of qualitative and quantitative methods, drawing on data from the following sources:
  - i. A **document analysis** of key subprogramme documents; including the Strategic Framework; monitoring and reporting information from the [Integrated Monitoring and Documentation Information System \(IMDIS\)](#) and senior management compacts;

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<sup>1</sup> Report of the Committee for Programme and Coordination, July 2009 ([A/64/16 \(SUPP\)](#)), paragraph 41.

<sup>2</sup> One for each of the remaining DESA subprogrammes and one covering its Executive Direction and Management.

<sup>3</sup> [A/RES/64/289](#) and [A/RES/63/311](#).

<sup>4</sup> Including the 2010 thematic evaluation of gender mainstreaming in the United Nations Secretariat ([A/65/266](#)), the 2009 Inspection of DESA Human Resource and Management Practices [IED-09-007], the 2009 Inspection of Programme Level Monitoring and Evaluation of DESA, and the 2009 OIOS Audit of the management of OSAGI and DAW [AN2008/540/01].

- Beijing +15 outcome documents; intergovernmental body resolutions and agreed conclusions; and prior assessments of the subprogramme;
- ii. **9 interviews of all OSAGI and DAW senior managers;**
  - iii. **6 interviews of a stratified random sample of OSAGI and DAW staff<sup>5</sup>;**
  - iv. **18 interviews of stakeholders** (including representatives of Member States, civil society organizations, the United Nations System and other regional and international organizations) conducted in person or by telephone in New York and in the field;
  - v. **Field missions** to Thailand, Cambodia, Ethiopia, Kenya, Malawi and South Africa<sup>6</sup>;
  - vi. **A web-based survey of all 33 OSAGI and DAW staff<sup>7</sup>**, henceforth referred to as the OSAGI/DAW staff survey;
  - vii. **A web-based survey of a non-random sample of 166 subprogramme level stakeholders<sup>8</sup>**, henceforth referred to as the OSAGI/DAW stakeholder survey;
  - viii. **A web-based survey of a non-random sample of 40 United Nations entity heads<sup>9</sup>;**
  - ix. **A survey of all 192 Member State permanent representatives** of the United Nations<sup>10</sup>;
  - x. **An independent expert panel review** of the quality and usage of a non-random sample of 18 DESA key publications and databases, including 2 DAW publications<sup>11</sup>; and
  - xi. **A bibliometric analysis** of the usage of these publications, including citation metrics (through ‘Google Scholar’), website traffic data, publication download data, and dissemination practices.

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<sup>5</sup> Ensuring representation of staff at all levels and a confidence interval of 90 per cent.

<sup>6</sup> These countries were chosen for field missions based on a mapping of DESA’s stakeholders, capacity development and technical assistance projects, and travel costs and other logistical constraints.

<sup>7</sup> The survey was sent to all 33 OSAGI and DAW staff on the staff list at the time of the evaluation. It was open for replies from 24 September to 28 October 2010. OIOS received 15 responses, yielding a 45 per cent response rate.

<sup>8</sup> The survey was sent to 166 stakeholders, ranging from Member States representatives, civil society organizations, and United Nation partners. It was open for replies from 3 November to 2 December 2010. OIOS received 42 responses, yielding a 25 per cent response rate. The OIOS stakeholder survey response rate for OSAGI and DAW was similar to the response rates received for other DESA subprogramme surveys conducted for this evaluation.

<sup>9</sup> The survey was sent to 40 entities and 17 responded, yielding a 43 per cent response rate.

<sup>10</sup> Each of the 192 Member States received a paper-based survey and 27 responded for a 14 per cent response rate.

<sup>11</sup> The panel consisted of three independent academic researchers with economic and social expertise in a broad range of regions and topics. The 18 publications and databases were selected in consultation with DESA divisions as representative of the work of the Department and its divisions/offices. Subprogramme 2 selected its Handbook for legislation on violence against women, and its World Survey on the Role of Women in Development. The four assessment criteria employed by the panel were (a) research planning and/or relevance of the issue, (b) research process, (c) interpretation and analysis and (d) promotion of research findings.

7. The evaluation results were derived from a combination of documentary, testimonial, observational and analytical evidence. Data were triangulated for robust results.

8. The evaluation had three main limitations. First, given the low response rates to a number of the surveys, the data cannot be generalized to represent the views of all OSAGI and DAW staff and stakeholders. Second, the expert panel review included only two OSAGI and DAW publications; although these were recommended by OSAGI and DAW as representing their key publications, the small sample size limits the extent to which findings of the review can be generalized to all OSAGI and DAW publications. Lastly, the bibliometric analysis permitted only limited comparability of the bibliometric data from one type of publication to another and noted the inherent difficulties of capturing information about these types of publications through conventional index citation.

### III. Background

9. DAW was established in 1946 to serve as the Secretariat for the Commission on the Status of Women (CSW). Initially the 'Section on the Status of Women', it was upgraded in 1972 to the 'Branch for the Promotion of Equality for Men and Women' and housed within the United Nations Office in Vienna. In 1993, it moved to New York as the 'Division for the Advancement of Women' and became part of the restructured DESA in 1996.<sup>12</sup> It was headed by a Director at the D-2 level until December 31 2009.

10. OSAGI was established in 1997 and housed within DESA. It was headed by an Assistant Secretary-General (the Special Adviser on Gender Issues) and reported directly to the Secretary-General on gender equality issues, including the progress made by the United Nations system on gender mainstreaming.

11. In September 2009, the [General Assembly](#) endorsed the creation of a new composite entity, consolidating OSAGI, DAW, the [United Nations Development Fund for Women \(UNIFEM\)](#) and the [International Research and Training Institute for the Advancement of Women \(INSTRAW\)](#).<sup>13</sup> UN Women, the United Nations Entity for Gender Equality and the Empowerment of Women, was established on 2 July 2010 and became operational on 1 January 2011.<sup>14</sup> Its main functions are to support intergovernmental bodies, such as the CSW, in their formulation of policies, global standards and norms; help Member States to implement these standards; and hold the United Nations system accountable for its own commitments on gender equality, including on gender mainstreaming and gender balance.

12. Within DESA's overall goal of promoting development for all, OSAGI and DAW were mandated 'to strengthen the achievement of gender equality and the advancement of women, including women's full enjoyment of their human rights'.<sup>15</sup> Specifically, DAW was to act as a

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<sup>12</sup> <http://www.un.org/womenwatch/daw/daw/history.html>.

<sup>13</sup> United Nations, Resolution adopted by the General Assembly, System-wide coherence, 2 October 2009 ([A/RES/63/311](#)) para. 1-3, p. 2.

<sup>14</sup> United Nations, Resolution adopted by the General Assembly, System-wide coherence, 21 July 2010 ([A/RES/64/289](#)) para. 49, p.8.

<sup>15</sup> Proposed Programme Budget 2006-2007, 2008-2009 and 2010-2011: [A/60/6 \(Sect.9\)](#); [A/62/6 \(Sect.9\)](#); [A/64/6 \(Sect. 9\)](#).

catalyst for advancing the global agenda on women's issues and for mainstreaming a gender perspective in all sectors by:

- (a) Providing substantive servicing to the CSW, the [Economic and Social Council \(ECOSOC\)](#) and the [General Assembly](#) on gender equality issues;
- (b) Promoting and supporting gender mainstreaming in the work of intergovernmental bodies, the policy and programmes of the United Nations system, as well as at the national and regional levels; and
- (c) Providing advisory services and technical cooperation programmes to developing countries in connection with the [Beijing Declaration and Platform for Action](#), the outcome of the 23rd special session of the General Assembly, the obligations under the [Convention on the Elimination of All Forms of Discrimination against Women \(CEDAW\)](#) and its Optional Protocol<sup>16</sup>, and of related recommendations of other global conferences, including the identification of emerging trends and of best practice;

13. OSAGI was to play a catalytic role and develop new strategies and programmes to advance gender equality and the empowerment of women in all sectors of society, through:

- (a) Advising the Secretary-General on integrating gender perspectives into the overall policy direction of the United Nations, drawing attention to the issues of particular concern to women globally, and representing the Secretary-General at various forums;
- (b) Facilitating, monitoring and advising the Organization with regard to gender analysis and gender mainstreaming, and providing advocacy for the latter throughout the United Nations system;
- (c) Assisting in the design of policies and strategies for the improvement of the status of women in the Secretariat and the United Nations system; and
- (d) Providing leadership to the [Inter-Agency Network on Women and Gender Equality \(IANWGE\)](#), the Inter-Agency Task Force on Women, Peace and Security and other task forces.

14. The main body serviced by DAW, the CSW, is a functional commission of ECOSOC exclusively dedicated to gender equality and the advancement of women, and is the principal global policy-making body in the area. It was established in June 1946 with a goal 'to prepare recommendations and reports to the Council on promoting women's rights in political, economic, civil, social and educational fields'.<sup>17</sup> Its mandate was expanded in 1987 to include 'the

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<sup>16</sup> In January 2008, responsibility for servicing the Committee on the Elimination of Discrimination Against Women was moved to the Office of the High Commissioner for Human Rights in Geneva.

<sup>17</sup> ECOSOC resolution 11(II).

promotion of the objectives of equality, development and peace, monitoring the implementation of measures for the advancement of women, and reviewing and appraising progress made at the national, sub-regional, regional and global levels'.<sup>18</sup> In 1996, the Commission's Terms of Reference were expanded to include monitoring, reviewing and appraising progress in the implementation of the Beijing Platform for Action, exercising a catalytic role in support of gender mainstreaming, and 'identifying emerging issues, trends and new approaches to issues affecting equality between women and men'.<sup>19</sup>

15. DAW, and to a lesser extent OSAGI, provided substantive servicing to the CSW, which included supporting the work of the Bureau, preparing parliamentary documentation, drafting issues papers, preparing panel discussions, drafting moderators' summaries, supporting NGO access, and supporting negotiations of 'Agreed Conclusions'. The principal output of the CSW is the 'Agreed Conclusions' related to each year's priority theme. Agreed conclusions contain an analysis of the priority themes of concern and a set of concrete recommendations for governments and other national institutions, intergovernmental bodies, civil society, and other relevant stakeholders, to implement at the international, national, regional and local level. In addition, a small number of annual and/or ad hoc resolutions are adopted each year. The final report of the Commission is submitted to ECOSOC for adoption.

16. The evaluation considered the subprogramme's Strategic Framework and budget for the 2010-2011 biennium as the primary benchmark against which to measure its effectiveness. The evaluation also reviewed data from past biennia. As of 31 December 2010, the subprogramme had four 'Expected Accomplishments' and seven 'Indicators of Achievement'. These are shown in Table 1 below.

**Table 1**  
**Expected Accomplishments (EA) and Indicators of Achievement (IoA)**

EA (a)	<p>Advancements in gender equality and the elimination of gender discrimination through support to and the promotion of the full and effective implementation of the Beijing Platform for Action, the outcomes of the twenty-third special session of the General Assembly, the 2005 World Summit and the CEDAW.</p> <p>IoA 1 Increased number of policies and actions taken at the national and regional levels to implement the Beijing Platform for Action, the outcome of the twenty-third special session of the General Assembly, the CEDAW and the 2005 World Summit.</p> <p>IoA 2 Increased number of representatives of non-governmental organizations that participate in the work of the CSW.</p>
EA (b)	<p>Enhanced capacity of the CSW to fulfil its mandates, including the promotion of gender mainstreaming in all political, economic and social spheres.</p> <p>IoA 1 Increased number of Member States reporting to the CSW on actions taken to implement gender mainstreaming at the national level.</p> <p>IoA 2 Increased proportion of resolutions and decisions of the functional commissions of ECOSOC that incorporate a gender perspective.</p>
EA (c)	<p>Increased capacity of the United Nations system entities to mainstream gender perspectives and to undertake targeted measures to empower women in policies and programmes of the United Nations system.</p>

<sup>18</sup> ECOSOC resolution 1987/22

<sup>19</sup> ECOSOC resolution 1996/6

- IoA 1 Increased number of actions taken by United Nations entities, individually and/or collaboratively, to incorporate gender perspectives in their policies, programmes and projects.
- IoA 2 Improved gender balance through effective implementation of gender-sensitive human resources policy measures by the United Nations system entities.

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EA (d)	Increased understanding of and enhanced policy support for measures to implement all relevant resolutions and decisions on gender issues, including on women and armed conflict.
IoA 1	Increased number of United Nations entity-specific policies and action plans developed with the support of OSAGI on implementation of resolutions and decisions on gender issues, including on women and armed conflict.

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17. On average, over half of the subprogramme’s outputs related to the substantive servicing of meetings and the production of parliamentary documentation. About 20 per cent of outputs were non-parliamentary publications, and about 10 per cent were expert group meetings.

18. The subprogramme on gender issues and advancement of women was one of the smaller DESA subprogrammes, with USD12.886 million in regular budget and USD2.644 million in extrabudgetary resources for the 2010-2011 biennium. It had 43 posts in that biennium.<sup>20</sup> OSAGI staff included 1 Assistant Secretary-General, 8 posts at the Professional and higher levels and 5 General Service posts; DAW staff included 19 posts at the Professional and higher levels and 10 General Service posts. Not all posts were filled at all times.

## IV. Results

### A. OSAGI and DAW have contributed to the achievement of global gender equality outcomes

#### *OSAGI and DAW were an integral part of the global gender architecture*

19. The work of OSAGI and DAW has been a significant element in the promotion of gender equality and women’s empowerment at the global level. The global gender architecture of which the gender equality mandate of the United Nations is part includes national governments, international and regional organizations, academic bodies and civil society, including networks of women. The programmes and policies developed and delivered by those groups are guided by the policies and priorities agreed in United Nations forums, including ECOSOC and its Commission on the Status of Women (CSW). By virtue of their unique role in support of the Commission and its work, OSAGI and DAW have held a unique place in the global gender architecture itself.

20. The CSW is the principal global policy-making body in relation to the promotion of gender equality and the advancement of women, and supporting it is one of the longest-running functions of the United Nations.<sup>21</sup> As the Commission’s permanent secretariat since its establishment in 1946, DAW and its predecessor bodies have serviced meetings, convened and

<sup>20</sup> Source: Proposed Programme Budget 2010/11: [A/64/6 \(Sect. 9\)](#).

<sup>21</sup> These goals are inscribed in the [United Nations Charter](#).

serviced expert groups, analyzed trends in the situation of women in all areas, researched reports, supported the development of policy recommendations and published guidance documents.

21. Within the United Nations itself, OSAGI played a convening, representation and coordinating role. The Adviser was responsible for supporting and overseeing the implementation of the policy mandates on gender mainstreaming and reported annually through the Secretary-General to ECOSOC on their progress in the United Nations. The Office chaired the Inter-Agency Network on Women and Gender Equality (IANWGE) acting as its secretariat, and attended meetings of the Chief Executives Board (CEB). The Focal Point for Women, located within the Office, reported on a biennial basis through the Secretary-General to the General Assembly and advised on entity-specific action plans and policies and global good practices with a bearing on the improvement of the status of women in the United Nations system and coordinated reporting on gender balance within the organization. In particular, in response to various General Assembly resolutions regarding system-wide coherence,<sup>22</sup> OSAGI led the drafting of documents in support of the Secretary-General, and convened and liaised with United Nations entities and Member States to discuss and reach agreement on proposed modalities for strengthening the institutional arrangements for support of gender equality and the empowerment of women. For example, OSAGI played a lead role in drafting the Deputy Secretary-General's paper on "Institutional options to strengthen United Nations work on gender equality and the empowerment of women".<sup>23</sup> These inputs, among others, contributed to the adoption of General Assembly resolution [A/RES/64/289](#) establishing UN Women.

22. These roles were unique and for the most part complementary. Two-thirds (67 per cent) of stakeholders who responded to the OIOS survey of OSAGI and DAW 'agreed' or 'strongly agreed' that the work of the two entities filled a unique niche, not served by any other entity in the United Nations system. Almost as many (63 per cent) believed that the work of OSAGI and DAW was significant for the key development activities of their own entities.

***The work of OSAGI and DAW contributed to CSW outcomes that were recognised as having high impact***

23. The work of the CSW, and particularly its strong links with Member State governments, were seen by many stakeholders as having high impact in a number of areas. The greatest impact resulted from its definition of global norms and standards in respect of gender issues, the elaboration of treaties and declarations and its support of pioneering global progress for gender equality. These included the endorsement of the first international law instrument providing women with equal political rights, the promotion of more inclusive language, the removal of various forms of discrimination against women, and the eradication of violence against women.<sup>24</sup> One academic stated that many familiar concepts and measures of gender inequality were traceable to the CSW, including those relating to equality, political suffrage, child marriage, widows' rights, and aspects of women's visible and "invisible" work.<sup>25</sup> The CSW was

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<sup>22</sup> [A/RES/62/277](#); and [A/RES/63/311](#) on System-wide coherence.

<sup>23</sup> United Nations, Deputy Secretary-General, "Institutional options to strengthen United Nations work on gender equality and empowerment of women" July 2008; [http://www.un.org/esa/coordination/pdf/gender\\_institutional\\_options\\_230608.pdf](http://www.un.org/esa/coordination/pdf/gender_institutional_options_230608.pdf).

<sup>24</sup> United Nations Division for the Advancement of Women: <http://www.un.org/womenwatch/daw/CSW60YRS/CSWbriefhistory.pdf>.

<sup>25</sup> Jain, Devaki (2005). Women, Development, and the UN. Bloomington, IN: Indiana University Press.

perceived to have achieved major strides in documenting the reality of women's lives throughout the world, in shaping global policies on gender equality, social justice and women's rights, and in influencing United Nations thinking and advocating for all areas of its work to incorporate a gender perspective.

24. While the achievements of the CSW were not directly attributable to OSAGI and DAW, they were uniquely influenced by them. Both OSAGI and DAW provided support to the CSW. DAW played the important role of bringing together a range of key stakeholders under one roof to evaluate progress on gender equality and the advancement of women, identify challenges, set global norms and standards and formulate action-oriented recommendations to promote gender equality and the advancement of women worldwide. These were seen by many staff and stakeholders as having been critical to raising awareness, building confidence, spreading ideas and creating alliances. Its research and publications underpinned important debate and assisted in documenting achievements and gaps.

25. In interviews, many stakeholders identified assistance to the CSW for the Fifteen-year Review and Appraisal of the Beijing Platform for Action and work on violence against women within the General Assembly, as well as on Security Council [resolution 1325](#) (Women, Peace and Security), as areas in which OSAGI and DAW had been successful in shaping global priorities and changing national policies during the evaluation period. OSAGI was given particular credit for its work in raising awareness in relation to women, peace and security and for the Secretary-General's campaign to eliminate violence against women. Others mentioned the support offered to Member States to assist them in carrying out their obligations. One staff member suggested that 'if we were not there, exchange between countries would be much more ad hoc'.

26. Despite this, particular action and/or inaction within OSAGI and DAW was sometimes seen by staff and stakeholders as having limited the impact of the CSW. Some referred to the lack of resources in both OSAGI and DAW to undertake the range of activities needed to fully support the Commission, and others pointed to the lack of 'links to the ground' which might have enabled stronger operational outcomes. (Cooperation between OSAGI and DAW and other United Nations entities, particularly those with substantial field presences, is explored further in Result E.) In some cases (such as reports of actions to implement gender mainstreaming within United Nations entities), reporting was considered 'passive rather than active' and to have failed to ensure accountability in those entities. Coordination efforts by OSAGI and DAW were seen as sometimes lacking proactivity and, despite their role in supporting agenda setting for CSW, the range of issues approached by the CSW was described as having become broader only in the last few years. Perceptions of competition and lack of cooperation between staff and management of the two entities and of UNIFEM also concerned some observers. A number of stakeholders were also critical of a perceived lack of leadership from the two entities to ensure adequate consideration of gender issues at the 2010 [Millennium Development Goal \(MDG\)](#) summit, given the high profile of the MDGs.

## **B. OSAGI and DAW provided valuable substantive support to United Nations intergovernmental bodies**

### *Stakeholders expressed satisfaction with support of intergovernmental meetings*

27. OSAGI support to intergovernmental bodies was focused on the servicing of ECOSOC on gender mainstreaming within the United Nations system and of the Security Council on women, peace and security. OSAGI also supported the CSW, although to a lesser extent than DAW. Support of the CSW was the role to which DAW devoted most of its resources and in which it was seen as most effective. Satisfaction with support to intergovernmental bodies was rated highly in the OSAGI/DAW stakeholder survey, where 50 per cent of respondents reported being ‘satisfied’<sup>26</sup> with that support. 70 per cent of stakeholders surveyed considered OSAGI/DAW staff responsiveness to be ‘excellent’ or ‘good’ and 64 per cent agreed that OSAGI/DAW staff were ‘excellent’ or ‘good’ at consulting with them on issues of mutual interest. In interviews, stakeholders expressed appreciation for DAW’s working knowledge of the intergovernmental process and its facilitation of intergovernmental deliberations and outputs. OSAGI’s substantive contributions to Security Council deliberations were also noted in interviews with stakeholders.

28. However, some stakeholders felt that greater capacity in OSAGI and DAW to adapt to the changing needs and priorities of the international community would have improved the effectiveness of their support to intergovernmental meetings.<sup>27</sup> Some suggested that more regional-level events should be held to support the major meetings and increase their relevance to individual countries. Others commented on the ‘very conventional’ approaches to CSW meeting structures and documentation, and one noted the long time that typically elapsed between the meeting and its official report (a time lag not entirely within OSAGI/DAW control).

### *Intergovernmental meetings serviced by DAW were well-attended*

29. The CSW has long held close ties with NGOs and networks of women. Between 2006 and 2010 it attracted the highest number of NGOs of any ECOSOC Commission<sup>28</sup>, as well as stakeholders ranging from Member States and United Nations entities to other regional and international organizations. It was the responsibility of DAW to coordinate and service attendees, a role that increased in both size and complexity over the evaluation period. Logistical changes related to the use of temporary facilities at the United Nations headquarters in New York only added to the challenge. DAW responded by streamlining logistical arrangements and procedures for non-governmental attendees.

30. Side and parallel events are among the areas that have demanded increased planning and management at CSW meetings. DAW reported an increase in the number of CSW side events

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<sup>26</sup> 9 per cent were ‘very satisfied’, 24 per cent were ‘neither satisfied nor dissatisfied’ and 18 per cent were ‘dissatisfied’.

<sup>27</sup> 44 per cent of OSAGI/DAW stakeholder survey respondents rated OSAGI and DAW as ‘excellent’ or ‘good’ in adapting to the changing needs and priorities of the international community and 38 per cent as ‘poor’ or ‘very poor’. The remainder rated them as ‘fair’.

<sup>28</sup> The number of NGO representatives accredited by ECOSOC to participate in the CSW was 2000 in 2006-2007, 1970 in 2008, 1993 in 2009 and 3440 in 2010; the highest number of accreditations of any other Commission. These figures do not include representatives already holding United Nations passes.

and participation in them between 2006 and 2010 and an increase in the number of parallel events from none in 2006 to 76 in 2011. These events enabled more in-depth discussions of particular issues<sup>29</sup> and encouraged the sharing of ideas and experience among participants. DAW staff expressed the view that this increased involvement was also reflected in the agreed conclusions and recommendations of the CSW and in the number of policies and actions reported to have been taken at the national and regional levels to implement CSW recommendations (see table 2).

**Table 2**  
**Number of Member States and Regional Groupings making statements on policies and actions taken to implement the Beijing Platform for Action, the outcome of the twenty-third special session of the General Assembly, the CEDAW and the 2005 World Summit**

	2006	2007	2008	2009	2010
(Out of a possible 192 Member States and 5 Regional Groupings)	142	151	109	105	142

Source: IMDIS

### **C. OSAGI and DAW supported United Nations entities in their efforts to mainstream gender perspectives in their activities**

31. While responsibility for the implementation of gender mainstreaming in the United Nations Secretariat rests with the Secretary-General and senior managers<sup>30</sup>, and in Member States with their individual governments<sup>31</sup>, promotion and support of gender mainstreaming in the Organization were included in the mandates of both OSAGI<sup>32</sup> and DAW.<sup>33</sup> In order to fulfil these mandates, OSAGI chaired several platforms for dialogue and collaboration on gender mainstreaming for focal points across the United Nations system, including IANWGE and the Inter-Agency Task Force on Women, Peace and Security. OSAGI and DAW also participated in and supported other exchanges on gender mainstreaming, including through the [Organization for Economic Cooperation and Development](#)'s (OECD's) [Development Assistance Committee \(OECD-DAC\)](#) GenderNet and the humanitarian action-focused Inter-Agency Standing Committee. OSAGI also released guidelines and information explaining and demonstrating examples of gender mainstreaming in different types of work. In interviews, staff and some

<sup>29</sup> For example, the 2010 priority theme was the access and participation of women and girls in education, training, science and technology (including for the promotion of women's equal access to full employment and decent work). Side events covered themes such as gender, science and technology in agriculture, the role of parliaments, using technology to end violence against women and girls, changing mindsets, engaging men and boys, Arab women and the path to democracy, effective instruments to decrease the gender pay gap in business companies, compelling stories from Africa, local community experiences, and good practices on protection for domestic workers.

<sup>30</sup> [A/RES/50/203](#) paragraph 30; [A/RES/52/100](#) paragraph 8.

<sup>31</sup> (<http://www.un.org/womenwatch/daw/beijing/pdf/BDPfA%20E.pdf>) The Beijing Declaration and Platform for Action contains various references for Governments and other actors to 'promote an active and visible policy of mainstreaming a gender perspective into [their] all policies and programmes'. It specified actions to be taken by governments to mainstream gender in various areas, such as health, education, armed or other conflicts, the distribution of power and decision-making, and economic analysis and planning.

<sup>32</sup> Since 1997, OSAGI has been mandated to facilitate, monitor, advise and advocate for gender analysis and gender mainstreaming in United Nations system (Secretary General's Bulletin: [ST/SGB/1997/9](#)).

<sup>33</sup> *Ibid*, Chapter 5. The Beijing Declaration outlined the role of DAW in promoting the advancement of women through its support to intergovernmental bodies and the United Nations system.

stakeholders generally agreed that these platforms were useful in facilitating the sharing of good practices and lessons learned.

32. In addition to annual meetings, members of the networks also participated in taskforces and joint activities to address mutual areas of concern, and in on-going exchanges of information (including through WomenWatch). For example, in November 2010, OSAGI participated in a meeting hosted by the inter-agency task force ‘Delivering as One on Gender-based Violence: From Intent to Action’. The purpose of the meeting was to identify lessons learned in the United Nations’ joint efforts to combat gender-based violence in 10 select pilot countries.<sup>34</sup>

***Nevertheless, gender mainstreaming in the United Nations Secretariat has not delivered consistent results***

33. The 2010 OIOS evaluation of gender mainstreaming in the United Nations Secretariat concluded that, more than 15 years after the introduction of the gender mainstreaming mandate, it had been implemented with different degrees of success in different programmes and was yet to yield consistent results.<sup>35</sup> Guidelines, tools, training and indicators had been produced by OSAGI and other entities to assist in incorporating a gender perspective into the work of the United Nations, and other initiatives had been taken, but understanding of gender mainstreaming policies and how they contributed to gender equality remained limited. These questions were not revisited in detail in this evaluation, but were nevertheless raised by a large number of interviewees and survey respondents. OSAGI and DAW themselves recognised as lessons learned the need for the elimination of duplication in activities and the establishment of more tools for holding United Nations staff accountable for implementing gender mainstreaming.<sup>36</sup> The issues remain important in any discussion of the effectiveness of the Organization’s approach to incorporating gender issues in its substantive work.

34. One important substantive aspect of gender mainstreaming that was recognized as receiving insufficient attention in much of the United Nations system was the role of men and boys in the promotion of gender equality. In interviews, DAW staff highlighted some work done by the Division in the area and noted that the topic was increasingly being picked up by Member States in resolutions. Gender stereotypes and negative attitudes to gender mainstreaming were identified as lingering and significant challenges both within the United Nations and more generally in Member States. The earlier OIOS evaluation found that where gender perspectives were applied in the United Nations Secretariat they did not routinely incorporate attention to the situation of men and boys or their role in achieving gender equality and the empowerment of women.

***The gender balance component of OSAGI’s mandate delivered more visible results***

35. Promoting gender balance in staffing is generally a better-known and better-understood element in the United Nations system than the requirement of mainstreaming gender perspectives

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<sup>34</sup> For example, the importance of partnerships with United Nation entities, NGOs and governments, and political will in creating an enabling environment.

<sup>35</sup> See: United Nations, OIOS, ‘Thematic Evaluation of Gender Mainstreaming in the United Nations Secretariat’; [A/65/266](#).

<sup>36</sup> IMDIS, interim performance assessment for the 2010-2011 biennium.

in the substantive work of the Organization. In order to support the achievement of greater gender balance across the Organization, OSAGI hosted the Organization's Focal Point for Women who advocated and advised programme managers in relation to General Assembly-mandated targets on gender balance and gender-sensitive internal policies such as flexible working arrangements and employment-related grievance redress.<sup>37</sup> OSAGI also made significant contributions to administrative instructions such as [ST/AI/2010/3](#) which required that shortlists of candidates for approval for staff selection at the P-2 to D-2 levels include at least one qualified female, and undertook advocacy in senior management bodies such as the Policy Committee and the Change Management Committee as well as in the central review bodies where the Focal Point for Women acted in an ex-officio capacity. In addition, the Focal Point for Women coordinated a network of Departmental Focal Points for Women. Terms of Reference for the Departmental Focal Points for Women were promulgated as [ST/SGB/2008/12](#). The Focal Point for Women also worked through IANWGE to collect, compile and disseminate relevant good practice to all entities of the United Nations system.

36. The biennial reports of the Secretary-General entitled 'Improvement of the status of women in the United Nations System' and prepared by OSAGI's Focal Point for Women have documented the improving trend in gender balance in staffing across the United Nations system over the evaluation period. For example, in December 2009, women in the United Nations system constituted 39.9 per cent of all staff in the professional and higher categories with appointments of one year or more and 28.4 per cent of all staff at the D-1 level and above. Gender balance was achieved only at the lowest professional (P-1/P-2) levels. OSAGI reported that during the period 2000 to 2009, the proportion of women appointed in the United Nations system increased by 6.5 percentage points, from 33.4 per cent (5,977 out of 17,864) in 2000 to 39.9 per cent (11,514 out of 28,849) in 2009.<sup>38</sup> While there is room for further improvement in these statistics, interviews conducted by OIOS suggested considerable awareness of and sensitivity to the issue within the Organization. OSAGI has also been working to introduce departmental gender balance scorecards into Senior Managers Compacts and Human Resources Action Plans. Such scorecards would include statistics covering, for example, the functioning of the Departmental Focal Points for Women, mechanisms for targeted staff selection and information on the use of flexible working arrangements.

37. A survey of the Departmental Focal Points for Women conducted by OSAGI in 2011 revealed a belief among focal points that gender sensitivity in the staff selection processes in their departments had increased.<sup>39</sup> However, the effectiveness of the Departmental Focal Points for Women system could be enhanced by addressing the various challenges faced by the focal points in fulfilling their terms of reference which, they emphasized, were entirely voluntary and over and above their regular duties. The specific challenges of the terms of reference included the restricted access to information regarding staff selection and participation in interview

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<sup>37</sup> Key policies and acts related to gender balance are described in: <http://www.un.org/womenwatch/osagi/fpkeypolicies.htm>.

<sup>38</sup> Gender Balance Statistics in the United Nations system can be found at: <http://www.un.org/womenwatch/osagi/fpgenderbalancstats.htm>; the most recent statistics were reported for 2009 and can be found in the following fact sheet: <http://www.un.org/womenwatch/osagi/pdf/As-of-31-December-2009.pdf>.

<sup>39</sup> The OSAGI survey found that 52 per cent of Departmental Focal Points for Women responding to the survey had seen increased gender sensitivity in staff selection processes. The Executive Summary of the survey can be accessed at: <http://www.un.org/womenwatch/osagi/ianwge2011/FP-Survey-2011-ES.pdf>.

panels, few opportunities for advocating and counselling, and lack of support from management including Executive Offices. These findings overlap with those of the OIOS survey.

38. Interviews with stakeholders for the current evaluation highlighted some concern about the fate of the functions of the Focal Point for Women following the establishment of UN Women. Some commented that UN Women should hold an oversight role, responsible for prompting and guiding the Office of Human Resource Management (OHRM) on gender-sensitive human resources policies, while accountability for implementation of gender balance in the United Nations should lie with the OHRM. Those stakeholders argued that gender balance objectives should be fully integrated into human resource management plans, as OHRM is responsible for monitoring the implementation of staff rules, policies and programmes, and guiding and advising staff and managers in the performance of their roles and responsibilities in the area of human resources. Current proposals under consideration provide for a dispersal of the responsibilities of the current Focal Point for Women across different functions within the Organization, including different parts of OHRM, and for combining implementation and oversight. OIOS notes that such combination and decentralisation of these functions may also be accompanied by dispersal of accountability and diminution of the visibility accorded to the issue as a whole. If so, this could adversely impact its effectiveness. According to UN Women, the separation of the oversight and implementation functions is also consistent with the conception of Secretaries-General, who established OSAGI with a structure and reporting line directly to the Secretary-General and fully independent of any line departments, including DESA (where OSAGI was housed for administrative purposes), the Department of Management and OHRM.

***The advice and support of DAW assisted in enabling DESA to mainstream gender perspectives in its work***

39. When asked in interviews to indicate the Divisions with which they worked, DESA management and staff mentioned DAW more frequently than any other Division. DESA staff sought the expertise of DAW in preparing and reviewing their publications, and this helped to ensure that DESA publications incorporated a gender perspective. DAW's participation with other Divisions in joint activities and task forces, and its expert views and assessment of gender issues, were perceived as beneficial to the work of DESA.<sup>40</sup>

40. Perhaps as a result, DESA was seen to be mainstreaming gender issues effectively into its work. The majority of DESA staff interviewed agreed that the department was incorporating a gender perspective, and as examples of this they cited DAW reviews of DESA publications, willingness to consider women as a separate group in analysis and the inclusion of sex-disaggregated statistics in reports and statistics.<sup>41</sup> Survey ratings of DESA's effectiveness at mainstreaming gender issues were positive overall (see Table 3).

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<sup>40</sup> Between 2006 and 2010, DAW participated in several joint activities and taskforces, for example with the [Development Policy and Analysis Division](#) in relation to the financial crisis, databases on violence against women with the [Statistics Division](#), and with the [Office for Economic and Social Council Support and Coordination](#) for the 10 year review of the MDGs.

<sup>41</sup> Some DESA divisions demonstrated greater understanding of what gender mainstreaming meant for their work and were more proactive in incorporating a gender perspective into their activities (for example, the [Division for Public Administration and Development Management](#) and [Division for Social Policy and Development](#)), and the [Statistics](#) and [Population](#) Divisions said that compiling and reporting sex-disaggregated data was inherent to their work.

**Table 3**  
**Survey ratings of DESA’s overall effectiveness at mainstreaming a gender perspective into its work**

Respondent	Number of respondents to survey question	Very effective	Somewhat effective	Neither effective nor ineffective	Somewhat ineffective	Very ineffective
DESA staff	276	36% (99)	47% (131)	-	12% (33)	5% (13)
DESA stakeholders	287	24% (68)	41% (118)	28% (80)	5% (16)	2% (5)
United Nations entity heads	8	0	37.5% (3)	25% (2)	25% (2)	12.5% (1)
Member States	21	5% (1)	76% (16)	9.5% (2)	9.5% (2)	0

41. Despite these positive views, interactions with other DESA Divisions seem to have been limited to a relatively small number of OSAGI/DAW staff. Only 13 per cent of respondents to the OSAGI/DAW staff survey said they interacted with other DESA Divisions ‘on a regular basis’ (daily or weekly), 20 per cent said they interacted with the rest of DESA ‘on a periodic basis’ (several times per month), 47 per cent said ‘on an ad-hoc basis’ and 20 per cent said ‘never’. Among those who did interact, some pointed out that DAW’s role was often misunderstood, and that instead they were expected to ‘do’ the gender mainstreaming for DESA. A few interviewees suggested that any document with the word ‘gender’ or ‘women’ was routinely sent to them or that ‘documents were sent for the required gender add-on at the end when it was often too late to do a proper gender analysis’. Nevertheless, many DAW managers and staff expressed the need for more interaction with other DESA Divisions, given the importance of gender equality as a cross-cutting issue.

***Concerns were expressed by staff and stakeholders over the sustainability of DESA’s gender mainstreaming efforts after OSAGI and DAW’s departure***

42. Management and staff across DESA expressed concerns over sustaining DESA’s efforts in gender mainstreaming after OSAGI and DAW moved to UN Women. In the Secretariat-wide survey of senior managers<sup>42</sup> conducted for the 2010 Thematic Evaluation of Gender Mainstreaming in the United Nations Secretariat, DESA senior managers reported that less than half (43 per cent) of staff in DESA understood ‘why’ gender mainstreaming was implemented, only 39 per cent understood ‘what’ it was and only 19 per cent understood ‘how’ to implement it in their work.

43. Many DESA staff and stakeholders felt that without OSAGI and DAW the capacity in DESA to implement the gender mainstreaming strategy could be limited. DESA management expressed awareness of the need to reinforce existing capacity in DESA for gender mainstreaming and to sustain previous efforts and reported that pending a strategic review of DESA’s efforts in this regard, the Division for Social Policy and Development had been tasked to serve as the departmental focal point on gender mainstreaming actions and initiatives.

<sup>42</sup> Surveys were sent to all staff members from the P-4 to D-2 levels in all Secretariat programmes covered by the evaluation; except UNHCR. 605 staff members responded, of whom 35 were from DESA.

## **D. Research and analysis by OSAGI and DAW were of high quality**

### *OSAGI and DAW attracted strong technical expertise*

44. Gender equality expertise within DAW was highly regarded by both staff and stakeholders of OSAGI and DAW. The majority of stakeholders interviewed stated that DAW had done a good job given its limited resources and the lack of a full time DAW Director for one year.<sup>43</sup> Having acted as the Secretariat for the CSW for many decades, DAW carried significant substantive and institutional knowledge of intergovernmental processes, the evolution of gender equality and related issues and means of catalysing and incorporating gender perspectives. Two-thirds of respondents to the OSAGI/DAW stakeholder survey rated the quality of staff substantive or technical expertise as ‘excellent’ or ‘good’, while the remaining third rated it ‘poor’ or ‘very poor’. OSAGI and DAW staff agreed - over 60 per cent of respondents to the DESA-wide staff survey conducted by OIOS in 2009 reported that ‘staff selection in OSAGI and DAW resulted in the competencies and skills required for the implementation of their work programme’.<sup>44</sup>

45. OSAGI and DAW also convened expert groups and task forces to harness specialist external expertise and to undertake new research and analysis, identify good practices and lessons learned and develop independent and actionable policy recommendations relating to particular issues.<sup>45</sup> For example, in preparation for the 55th session of the CSW, an expert meeting was hosted by DAW in 2010 to consider the priority theme ‘Access and participation of women and girls in education, training, and science and technology, including for the promotion of women’s equal access to full employment and decent work’ and provide recommendations to be presented at the CSW.<sup>46</sup> OSAGI hosted an expert group meeting in 2010 on ‘Measures to Expand Flexibility and Improve the Work-Life Integration of Employees in the United Nations System’.<sup>47</sup> These groups provided platforms for substantive dialogue and brought together different constituencies, including academics, government officials, civil society representatives and United Nations and other regional and international entities.<sup>48</sup> DAW organized an online discussion and expert meeting on financing for gender equality and the empowerment of women, which provided significant input to the preparation of stakeholders for the negotiations on the 2008 Doha Declaration on Financing for Development and was mentioned in interviews as particularly successful. The online discussion attracted over 1,300 individuals from 145 countries, representing NGOs, governments, United Nations entities and the private sector.<sup>49</sup>

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<sup>43</sup> During the period from 1 January 2010 to 31 December 2010, the Special Adviser on Gender Issues and Advancement of Women served as the officer in charge of DAW.

<sup>44</sup> United Nations, OIOS, Inspection of DESA Human Resource and Management Practices, Nov. 2009 [IED-09-007].

<sup>45</sup> Examples of past meetings can be found at <http://www.un.org/womenwatch/daw/documents/egm.htm> and <http://www.un.org/womenwatch/ianwge/annualmeet.htm>.

<sup>46</sup> United Nations, Expert group meeting: Gender, science and technology Paris, France, 28 September-1 October 2010: [http://www.un.org/womenwatch/daw/egm/gst\\_2010/index.html](http://www.un.org/womenwatch/daw/egm/gst_2010/index.html).

<sup>47</sup> United Nations, Expert group meeting: ‘Measures to Expand Flexibility and Improve the Work-Life Integration of Employees in the United Nations system.’ November 9 -11, 2010 <http://www.un.org/womenwatch/osagi/ianwge2011/EGM-Paper-on-Work-Life-Integration.pdf>.

<sup>48</sup> For example, in 2010, OSAGI and DAW hosted 3 expert group meetings and 12 panels, including one interactive panel. It hosted 10 meetings in 2009 and 10 in 2008.

<sup>49</sup> United Nations, DAW “Report on the online discussion on financing for gender equality and the empowerment of women,” July 2007; ([http://www.un.org/womenwatch/daw/egm/financing\\_gender\\_equality/Online%20discussion%20report\\_FFGE-%2019%20Oct.%2007.pdf](http://www.un.org/womenwatch/daw/egm/financing_gender_equality/Online%20discussion%20report_FFGE-%2019%20Oct.%2007.pdf)).

Some stakeholders suggested that outcomes of expert group meetings would be even better and the likelihood of impact at country level even greater if means could be found to ensure that more participants from developing countries attended these meetings and task forces.

### ***The websites and publications of OSAGI and DAW had quality and impact***

46. OSAGI and DAW maintained a substantial publication programme. In addition to major publications such as *Women 2000 and Beyond* and *World Survey on the Role of Women in Development*, the two entities produced newsletters (on the status of women in the United Nations; and on actions undertaken to address violence against women), compilations of best practices (including in relation to violence against women; gender balance; and gender mainstreaming in the United Nations) and parliamentary documentation to the General Assembly, ECOSOC, CSW and the Security Council. These publications, together with a range of other information, were available through OSAGI and DAW's websites. The target audiences included Member States, civil society organizations, academics, United Nations partners, other regional and international organizations, and members of the public.

47. Stakeholders interviewed by OIOS generally recorded satisfaction with OSAGI and DAW's publications and suggested that they were effective in raising awareness and facilitating policy development on gender equality and the advancement of women. Although the publications were occasionally depicted as insufficiently focused on issues of direct relevance to the lives of women and men, most stakeholders surveyed (64 per cent) were 'very satisfied' or 'satisfied' with their quality.<sup>50</sup> Some stakeholders pointed to the value of having reports that compiled information on 'what others were doing and how they were doing it'. Although others sought deeper analysis, including of the causes of the inequalities identified, the research and analysis were generally reported to be sound and the publications to contain relevant data and actionable recommendations.

48. A review by the expert panel commissioned by OIOS of two flagship DAW publications confirmed this perception. *The Handbook for Legislation on Violence Against Women*<sup>51</sup>, which compiled good practices in legislation to address violence against women, was assessed by the panel as having a high level of knowledge, accurate analysis of a number of different experiences and a clear and logical structure. The panel found it concise but rich in detail and examples, and described it as excellent in highlighting the shortage of good statistical data on violence against women. It concluded that the potential impact of countries adopting identified good practices was immense.

49. The other publication reviewed by the panel, the *2009 World Survey on the Role of Women in Development*,<sup>52</sup> argued that important benefits could be gained from more equal distribution of economic and financial resources and that multiplier effects are associated with reducing gender gaps in resource and rights allocation. This publication was also found to be well-structured, well-argued and effective. Its content, which included the implications of

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<sup>50</sup> 17 per cent were 'neither satisfied nor dissatisfied' and 19 per cent were 'dissatisfied' or 'very dissatisfied'.

<sup>51</sup> (<http://www.un.org/womenwatch/daw/vaw/v-handbook.htm>)

<sup>52</sup> (<http://www.un.org/womenwatch/daw/ws2009/>) The report argues that there are important benefits to women through more equal distribution of economic and financial resources and multiplier effects associated with reducing gender gaps in resource and rights allocation.

economic development for gender equality, together with guides for the design of gender sensitive policy measures, was considered highly relevant. The panel commented that its value added lay in its focus on the importance of macroeconomic thinking, especially in terms of the interdependency of macro- and micro-economic interventions. While it was a synthesis report rather than original research, it made original contributions to knowledge, policy and debate, and clear recommendations emerged from the findings. The publication had 332 scholarly citations as of December 2010 and was the third most downloaded DESA publication included in the review.<sup>53</sup>

50. The majority of OSAGI/DAW stakeholders surveyed reported using the Division's key publications, *The Handbook for Legislation on Violence Against Women* and the 2009 *World Survey on the Role of Women in Development*, within the last five years.<sup>54</sup> The publications were also used by a broader range of DESA stakeholders: at least 20 per cent of all DESA stakeholders responding to this question in the OIOS stakeholder survey reported using these publications within the last five years.

51. Stakeholders also endorsed the usefulness of OSAGI and DAW's work in shaping policy and global priorities. Most respondents to the OSAGI/DAW stakeholder survey (69 per cent) reported that their analytical work was 'very important' or 'somewhat important' for key activities of their work<sup>55</sup>, and over 60 per cent agreed that the work of OSAGI and DAW was significant for their development activities. Stakeholders reported using OSAGI/DAW publications in the following ways:

- to assist them with policy work (62 per cent of stakeholders),
- to raise awareness on particular topics (52 per cent),
- as guidance documents for development related activities (48 per cent),
- as part of their research (36 per cent), and
- for norm-setting activities (29 per cent).

52. Nevertheless, scope for improvement was seen by some. In interviews, a number of stakeholders expressed the view that OSAGI and DAW had the potential to produce more publications and tools of sufficient quality to influence global gender equality policies, but had been limited in their ability to do so by resource constraints and the overwhelming priority of other activities, particularly (in the case of DAW) CSW-related commitments. One stakeholder suggested that OSAGI and DAW could make more use of agencies with field presences when seeking data. Another asked for a less "anglo-centric" approach and more reference to research occurring in non-English speaking countries. Timely translation of documents was also sought. One stakeholder in a developing country emphasized the continuing need for printed publications, given the limited internet access among her constituents. Several stakeholders felt that the impact of the publications could be greater with better dissemination, as publications did not always reach those who needed them (for example, civil society organizations in developing

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<sup>53</sup> Bibliometric analysis.

<sup>54</sup> 62 per cent (N=20/32) and 65.7 per cent (N=23/32), respectively.

<sup>55</sup> 31 per cent said it was 'very important', 38 per cent 'somewhat important', 28 per cent 'not very important' and 3 per cent 'not important at all'.

countries with poor access to the internet, and young people) or were not presented in accessible language.<sup>56</sup>

53. The OSAGI and DAW websites were generally favourably viewed. 68 per cent of respondents to the stakeholder survey reported being ‘very satisfied’ or ‘satisfied’ with the quality of the websites.<sup>57</sup> The WomenWatch website, which was founded by DAW, UNIFEM and INSTRAW and managed by DAW on behalf of IANWGE with the aim of being ‘the gateway to all online resources of the United Nations on the promotion of gender equality and the empowerment of women’<sup>58</sup>, was cited by a number of interviewees and survey respondents as an excellent ‘one stop shop’ for information and resources. This was achieved in part through the use of technologies such as RSS web feeds and social media. In 2006, [WomenWatch](#) introduced a newsfeed that automatically alerted website users of updates, and brought in gender equality-related news items from other United Nations system entities’ newsfeeds. OSAGI and DAW sought to expand their reach through various web-based interactive tools, such as live discussions, and since 2010 has been linked to Facebook and Twitter.

***DAW made substantial contributions to the development of indicators to measure violence against women***

54. General Assembly [resolution 61/143](#) of 30 January 2007 requested the Secretary-General to establish a database on “the extent, nature and consequences of all forms of violence against women, and on the impact and effectiveness of policies and programmes for, including best practices in, combating such violence”<sup>59</sup>. DAW worked closely with the Statistics Division of DESA and others to develop indicators to measure violence against women and to populate this database. An expert group was convened by the Statistics Division on gender statistics, and indicators to measure violence against women were subsequently proposed and approved. DAW functions as the secretariat of the Secretary-General’s database on violence against women. Several stakeholders mentioned in interviews that DAW’s technical expertise contributed substantially to the development of this database and considered this an example of an effective collaboration. The resulting statistics now underpin debate within and beyond the United Nations on these major policy issues.<sup>60</sup>

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<sup>56</sup> At the moment, only official documents are translated into the six official languages of the United Nations. However, OSAGI and DAW have initiated a translation process for multilingual sections on WomenWatch. This partly addresses the concerns of some stakeholders interviewed of the need to make publications more accessible to non-English speakers.

<sup>57</sup> 16 per cent said they were dissatisfied.

<sup>58</sup> <http://www.un.org/womenwatch/>.

<sup>59</sup> See <http://webapps01.un.org/vawdatabase/about.action>.

<sup>60</sup> The Secretary-General’s database on violence against women can be accessed at: <http://webapps01.un.org/vawdatabase/home.action>.

**E. While certain structures were in place for cooperation and collaboration with stakeholders, partnerships were not fully leveraged by OSAGI and DAW**

*OSAGI provided a platform to allow dialogue and collaborative efforts to advance gender equality and women's empowerment within and beyond the United Nations system*

55. A range of United Nations entities and other bodies within the global gender architecture are responsible for promoting and implementing the gender equality policies endorsed by the CSW and the Beijing Platform. The Inter-Agency Network on Women and Gender Equality (IANWGE), managed until 2011 by OSAGI, was the major mechanism for coordinating the gender equality activities and focus of those entities. IANWGE comprises participants from 43 entities of the United Nations system<sup>61</sup>, many of whom are Gender Focal Points responsible for gender issues in their entities. The group meets annually in New York before the CSW and until recently was chaired by the Special Adviser on Gender Issues, with secretariat services and direction provided by OSAGI. Network members shared information, discussed approaches to particular issues and operated a number of task forces on specific themes, including most recently task forces on violence against women; gender equality and the MDGs; gender and trade; and women, peace and security, among others.

56. Every other year IANWGE holds a joint meeting with the OECD-DAC GenderNet, in addition to their regular annual meeting. This is an opportunity to engage a wider range of entities in work on gender equality issues in consultation and collaboration.

57. The role of IANWGE was widely supported by stakeholders who responded to the OIOS survey and interviews. They valued the information exchange and the publications and website and unequivocally supported its continuation. Comments indicated that good ideas were shared and WomenWatch itself acted as a unifying force by making information transfer easier, not just across the United Nations and other international organizations but also by providing good and timely information to civil society organizations. IANWGE task forces had enabled progress to be made on cross-cutting issues such as gender and financing for development and in the development of tools and guidelines, particularly in relation to gender mainstreaming. OIOS observations of an IANWGE meeting suggested that the Network also provided a sense of solidarity among focal points working in very different areas. This appeared to underline commonalities and complementarities and create a genuine community of interest.

58. However, collaborative mechanisms can only work as well as their members allow and commit to, and many IANWGE stakeholders felt that there was unrealized potential in the Network and that it was not delivering the impact hoped for. Several members suggested that OSAGI's focus had diminished from leadership to coordination. Others felt that even coordination efforts were only partially successful, and that duplication and competition persisted among different entities. Some members reported less genuine collaboration and coordination among participants than was ideal and suggested that participants tended to share plans ex post rather than genuinely planning together. Few felt that the opportunity for a coordinated approach to be developed and then transmitted by the different headquarters entities to their field operations had not been realized in practice. This was believed by some to have

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<sup>61</sup> The IANWGE membership list can be accessed at: <http://www.un.org/womenwatch/ianwge/membership.htm>

resulted because each entity responded primarily to its own mandate, priorities and governing body and only to a lesser extent to shared mandates and priorities. The opportunity to work with partners beyond the United Nations through the OECD-DAC GenderNet was also considered not to have been fully exploited.

***Structures and resources for cooperation and collaboration with the rest of the United Nations system to support implementation of the global commitments on gender equality at country level were largely missing***

59. As part of its mandate to support policy-making aimed at gender equality and women's empowerment at the national and regional levels, DAW provided advisory services and capacity development to developing countries for the implementation of recommendations from the Beijing Declaration and Platform for Action, the outcome of the 23rd special session of the General Assembly, and the obligations under the CEDAW and its Optional Protocol (until 2008). This was a means of linking its normative work, which took place primarily at headquarters, to operations in the field.

60. However, practical constraints limited both the extent and the effectiveness with which this could be done. Without a field presence of its own, DAW could not establish comprehensive, sustained links with governments and civil society actors on the ground or with other international and regional organizations with field offices. It needed to work with and through others if it was to support capacity-building among those actors to implement gender-related recommendations. However, despite the potential availability of the formal structure provided by IANWGE, no comprehensive arrangement was in place to establish and sustain such links, and few interviewees among United Nations entities in the field appeared to refer to OSAGI or DAW when developing projects or training programmes. [UNIFEM](#), [UNDP](#) and [UNFPA](#), the United Nations entities with the largest profile in gender activities in the field, had few if any direct contacts with OSAGI or DAW at field level and their headquarters bodies did not collaborate in systematic ways with OSAGI and DAW, including the planning and delivering of technical assistance, despite participating in IANWGE. The regional commissions, which could have provided a link between headquarters and country operations, also appeared to lack consistent integration into the work of OSAGI and DAW. As in other DESA Divisions, advisory and capacity development activities were undertaken by DAW in response to requests from Member States themselves, rather than through a more established structure of cooperation and collaboration with partners on the ground and United Nations regional or country offices. OIOS was unable to determine whether there were significant gaps between the demand for technical assistance and/or capacity development among OSAGI and DAW stakeholders and their supply. Some staff and stakeholders felt there was an unmet need and that a more effective strategy for capacity development was required.

61. Limited resources for capacity development and the primacy of intergovernmental support activity were reported by OSAGI and DAW staff as the main constraints on any extension of capacity development in DAW. For example, in the 2010-2011 biennium, the subprogramme had a regular programme of technical cooperation budget of approximately USD 600,000 and one professional staff member assigned to this area of work. The activities of this

adviser were focused mainly on the CEDAW commitments.<sup>62</sup> The limited capacity development activities also reflected the limited availability of extra-budgetary resources<sup>63</sup> and the higher priority accorded by the Division to other activities. However, the need for wider dissemination of the outcomes of CSW annual sessions was considered by the Division as necessary to improve implementation of recommendations at the country level.<sup>64</sup> In interviews, staff and stakeholders identified coordination with the rest of the United Nations system, especially at the regional and country level, as one of the main challenges faced by OSAGI and DAW. Many interviewees added that stronger and more structured connections and follow-up at the regional and country level were essential to ensuring impact, and that those were missing.

***Nevertheless, OSAGI and DAW's reporting processes have sustained awareness of gender issues and progress across the United Nations system and at the country level***

62. Both OSAGI and DAW reported annually to intergovernmental bodies on progress made towards the implementation of recommendations from the Beijing Declaration and Platform for Action<sup>65</sup> and other declarations. For example, OSAGI produced the annual reports of the Secretary-General to ECOSOC on 'Mainstreaming a gender perspective into all policies and programmes in the United Nations system'<sup>66</sup> and biennially on the 'Improvement of the Status of Women in the United Nations System'.<sup>67</sup> DAW reported to the General Assembly on the extent to which the United Nations intergovernmental bodies mainstreamed gender perspectives.<sup>68</sup> Over the course of the evaluation period, almost all United Nations system entities reported actions taken, individually and/or collaboratively, to incorporate gender perspectives in their policies and programmes. More recently, a significant number of entity-specific policies and Action Plans were reported to have been developed with the support of OSAGI on the implementation of 'Women, Peace and Security' resolutions and decisions (331 in 2009 and 393 in 2010)<sup>69</sup>, such as on women and armed conflict. DAW also reported to the CSW on the ways in which Member States mainstream gender perspectives at the national level.<sup>70</sup> Although OSAGI and DAW did not generally verify and validate submitted statements of progress<sup>71</sup>, these reporting mechanisms appear to have sustained awareness of gender issues as a priority for Member States and the United Nations and acted as an important accountability mechanism at the country level.

63. Also significant has been DAW's support to the systematic review by the CSW of progress made by countries in implementing the twelve critical areas of concern identified in the Beijing Platform for Action, and the subsequent action-oriented recommendations (in the form of

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<sup>62</sup> [A/64/6 \(Sect. 22\)](#).

<sup>63</sup> The subprogramme had an estimated USD 2.6 million in extra-budgetary resources. Extra-budgetary resources for capacity development were reported by the subprogramme to be linked to the number of requests from Member States [IMDIS].

<sup>64</sup> United Nations Programme Performance Monitoring System: IMDIS, performance assessment for the 2006-2007 biennium

<sup>65</sup> ECOSOC resolution 2009/12.

<sup>66</sup> An annual report providing an account of progress made by United Nations entities in mainstreaming a gender perspective in their work.

<sup>67</sup> [A/61/318](#), [A/63/364](#) and [A/65/334](#).

<sup>68</sup> An annual report on "Measures taken and progress achieved in follow-up to the implementation of the Beijing Declaration and Platform for Action and the outcome of the twenty-third special session of the General Assembly." The most recent is contained in [A/65/204](#).

<sup>69</sup> IMDIS, Programme Performance Report 2009 and 2010.

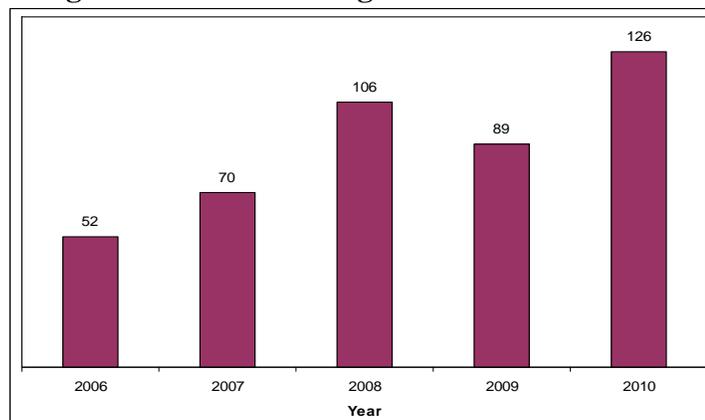
<sup>70</sup> Examples include [E/CN.6/2009/4](#); [E/CN.6/2010/2](#); [E.CN.6/2011/5](#).

<sup>71</sup> Staff and stakeholder interviews.

agreed conclusions) aimed at facilitating increased implementation at all levels. During field missions undertaken by OIOS, both government stakeholders and United Nations partners on the ground indicated that the Beijing Platform for Action reviews acted as a reminder of the importance of gender equality issues, the need to implement the Platform for Action, and of gender mainstreaming. Interviews with civil society representatives expressed a desire for the United Nations to have a more active role at country level, particularly in terms of understanding where gaps remain.

64. The chart below illustrates the increase over the evaluation period in the number of Member States reporting to the CSW during its annual sessions on actions taken to mainstream gender perspectives at the national level. The increase suggests greater commitment on the part of Member States to gender mainstreaming and expanded use of the strategy, and was attributed by DAW to new methods of work introduced by CSW that mandate parliamentary documentation and interactive panels on gender mainstreaming in relation to priority themes.<sup>72</sup>

**Number of Member States reporting to the  
Commission on the Status of Women on actions taken to implement  
gender mainstreaming at the national level\***



\* Out of a possible 192 Member States  
Source: IMDIS

## V. Conclusion

65. The creation of UN Women is an opportunity to strengthen the approach and outcomes of United Nations work to promote gender equality and women’s empowerment. The consolidated structure incorporates the mandates of its four component entities – including the former OSAGI and DAW - and so recognises the continuing relevance of each. Support to inter-governmental bodies, strengthened analytical capacity, greater catalytic support for gender mainstreaming and gender balance in the United Nations system, greater coordination and coherence with the rest of the system, improved responsiveness to country-driven demands for capacity development and greater accountability have all been identified as priority areas for UN Women.

<sup>72</sup> IMDIS, interim performance assessment for the 2010-2011 biennium.

66. This evaluation examined the achievements of OSAGI and DAW over the last five years and considered their respective strengths and the areas in which they will add value to UN Women.

67. The main area of strength of the former entities is their ability to support the normative role of United Nations intergovernmental bodies, particularly the General Assembly, ECOSOC, CSW and the Security Council. The familiarity of staff of the subprogramme with intergovernmental processes, their substantive knowledge, their access to a wide range of civil society organizations, their facilitation of intergovernmental deliberations and outputs and their long-standing institutional knowledge were all cited by stakeholders as unique sources of value to global and United Nations activities to promote gender equality. These should be safeguarded and sustained in UN Women. Policies, global standards and norms and action-oriented recommendations endorsed by a wide range of international actors, in particular CSW, ECOSOC, the General Assembly and the Security Council, serve as guidelines for all countries and carry the potential for positive impact on women and men everywhere if translated into action on the ground. The work of OSAGI and DAW in supporting the Beijing Fifteen-year review and resolutions on Women, Peace and Security are just two examples of the way in which those skills can assist in delivering concrete results at the country level in addressing gender inequalities.

68. Support to entities within the United Nations system on areas related to CSW decisions and policies should be easier to offer within the consolidated UN Women structure. This role was a challenging one for OSAGI and DAW and needs to be reinforced. As headquarters bodies without a field presence, OSAGI and DAW had limited ability to follow up intergovernmental resolutions and recommendations at country level and the IANWGE mechanism only partly filled the gap, as structures for coordination and collaboration with the United Nations country offices were not formalised. UN Women's own field-based structure provides a basis for much stronger support to Member States and other stakeholders for consistent follow-up to intergovernmental resolutions and recommendations. Through the country offices of UN Women, partnerships with the United Nations entities should be leveraged more effectively and capacity development gaps addressed. The new structure should also make it easier to provide technical assistance for capacity development at the country level. Wider dissemination of the outcomes of intergovernmental meetings and support for the implementation of recommendations at country level are essential to ensuring impact and advancing the goal of gender equality. The new structure should also improve the effectiveness with which gender mainstreaming can be supported throughout the United Nations system. Gender perspectives should be broadened to address systematically the situation of men and women, and to involve men and boys much more in the promotion of gender equality.

69. OSAGI and DAW lacked the resources to meet the information demands and capacity development needs of stakeholders over the period of the current evaluation. However, the research and analysis, guidelines and other documentation they produced were useful to stakeholders. They provided expert deliberations on good practices, lessons learned, guidelines and policy recommendations for various issues, including addressing violence against women and gender mainstreaming. Most stakeholders consulted in the course of this evaluation agreed that the information was important for key activities of their work and supported their capacity

development activities. With the larger and more predictable human and financial resources of UN Women, the utility and dissemination of tools and publications should be even more effective.

70. OSAGI made important contributions to the promotion of gender balance in staffing in the United Nations. Gender balance is an established and well-known goal of the Organization and also gained a high profile through its inclusion in senior management compacts and human resource actions plans. Support to Departmental Focal Points for Women to follow up on gender balance and other gender-related staff issues in their respective entities will sustain progress in the area. Networks such as IANWGE that promote collaboration and cooperation on gender issues across the United Nations were seen as an important tool for system-wide coherence. However, they need to be reinforced and made more strategic in order to be more effective. Careful thought should be given to the way in which the current responsibilities of the Focal Point for Women are assigned in the new structure and the Secretariat, as the independence, visibility and credibility of the functions are at stake.

71. The United Nations has a long-standing commitment to the goal of gender equality and women's empowerment. The establishment of UN Women consolidates the normative and operational elements of its activities and offers the potential for them to be linked in ways that promise greater effectiveness for both. Better follow-up to the global normative and policy framework for gender equality and women's empowerment could result in better implementation at the country level. Country-level experience could feed more directly into global policy-making processes, strengthen the coordination and collaboration functions of IANWGE, and add credibility and legitimacy to its role. At the same time, IANWGE's sphere of influence could extend directly into United Nations country teams.

72. If such links can be developed and sustained, the former OSAGI and DAW will add value to UN Women by:

- Providing support to the CSW and other intergovernmental bodies that is informed by expertise on substantive issues, and the in-country data and perspectives of staff and partners of UN Women's field offices,
- Providing information and technical assistance to field office staff, civil society and others involved in helping Member States to implement at the national level the policies, global standards and norms endorsed by intergovernmental bodies, including the CSW, and
- Leading, coordinating and promoting the accountability of the United Nations system in implementing existing intergovernmental mandates on gender equality and empowerment and reporting on progress throughout the United Nations system on the implementation of those commitments.

73. The establishment of UN Women is an opportunity to strengthen the approach and outcomes of the United Nations' work to promote gender equality and women's empowerment. With the removal of some of the structural and resource constraints that have limited the interaction between the normative and operational elements of the United Nations approach to gender equality issues until now, the opportunity exists to increase the speed and

comprehensiveness with which policies and resolutions can be translated into activity that will directly improve the lives of women. That opportunity should not be lost.

## **VI. Actions for consideration by UN Women**

74. In order to ensure that the strengths of the former OSAGI and DAW can be used to their full potential in the new entity, UN Women should seek to preserve and enhance the unique assets they bring. In doing this, UN Women should consider:

- Ensuring that adequate resources are available to support the global platforms provided through CSW, IANWGE and associated mechanisms, as well as tools such as WomenWatch, as vehicles for leading and debating global gender equality issues and sharing experiences and lessons learned, and as means of connecting Member States, civil society and United Nations entities,
- Strengthening support for intergovernmental processes so that they can effectively serve as global platforms where consensus on global norms, policies and standards on gender equality and women's empowerment is reached and expanded,
- Ensuring, throughout UN Women, knowledge of and familiarity with inter-governmental processes and the mandates that emanate from them, and capacity to support their implementation at national level, in cooperation with the entities of the UN system,
- Encouraging IANWGE to focus its activities on areas where collaboration among United Nations entities is both desirable and feasible and can be expected to yield concrete results, including at country level, and ensure greater accountability for such results,
- Ensuring that implementation of existing mandates, and the outcomes of intergovernmental and inter-agency deliberations benefit from, and inform, UN Women's operational activities,
- Safeguarding and building on the knowledge of the staff of the former OSAGI and DAW of intergovernmental processes and decision-making and how those can be successfully facilitated, and
- Ensuring that communication channels and structures (particularly IANWGE, WomenWatch and the work of the Focal Point for Women) provide all United Nations entities with the information and tools to support Member States, other stakeholders at national level and their own staff to 'practise what they preach' on gender equality

## **Annex I**

In Annex I and II, OIOS presents the full text of comments received from DESA and UN Women on the draft evaluation report of the Office of Internal Oversight Services on the evaluation of the Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI) and the Division for the Advancement of Women (DAW). This practice has been instituted as per General Assembly [resolution 54/263](#) following the recommendation of the [Independent Audit Advisory Committee \(IAAC\)](#). Overall, DESA and UN Women concurred with our results and conclusions. The comments from DESA and UN Women on the draft OIOS report have been incorporated as appropriate into this final report.

### **Comments from DESA on the draft report:**

TO: Mr. Yee Woo Guo  
A: Acting Director  
Inspection and Evaluation Division  
Office of Internal Oversight Services

DATE: 26 May 2011

REFERENCE: DESA-11/00878

THROUGH:  
S/C DE:

FROM: Juwang Zhu   
DE: Chief  
Office of the Under-Secretary-General  
Department of Economic and Social Affairs

SUBJECT: Final draft report of OIOS on the Office of the Special Adviser on Gender Issues and  
OBJET: Advancement of Women and the Division for the Advancement of Women

1. I refer to your memo of 19 May 2011 addressed to Mr. Sha Zukang, Under-Secretary-General for Economic and Social Affairs, transmitting the final draft report of OIOS on the Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI) and the Division for the Advancement of Women (DAW) and inviting comments on the final draft.
2. On behalf of Mr. Sha Zukang, I would like to take this opportunity to thank IED/OIOS colleagues for your evaluation of OSAGI and DAW.
3. The report proposes actions for consideration by UN Women and it is my understanding that UN Women has been asked to comment on the report. DESA's comments are therefore limited to paragraphs 42 and 43 of the report (*Concerns were expressed by staff and stakeholders over the sustainability of DESA's gender mainstreaming efforts after OSAGI and DAW's departure*).
4. In this regard, I would like to confirm, on behalf of Mr. Sha, that DESA will continue its efforts to reinforce existing capacity in DESA for gender mainstreaming after OSAGI and DAW's incorporation into UN Women. Pending a more strategic review of DESA's efforts in this regard, the Division for Social Policy and Development has been tasked to serve as the departmental focal point on gender mainstreaming actions and initiatives.

Thank you.

cc: Ms. Carman L. Lapointe  
Mr. Byung-Kun Min  
Ms. Janice Muir  
Ms. Ursula Germann

## Annex II

### Comments from UN Women on the draft report



#### INTEROFFICE MEMORANDUM

Date: 1 June 2011

To: Ms. Carman L. Lapointe  
Under Secretary-General for Internal Oversight Services

From: Lakshmi Puri *Lakshmi Puri*  
Assistant Secretary-General and Deputy Executive Director  
Officer-in-Charge, UN Women

Subject: **Final draft report of the OIOS evaluation of OSAGI and DAW**

1. Thank you very much for transmitting the final draft report of the Office of Internal Oversight Services (OIOS) on the evaluation of OSAGI and DAW, for review and comments.
2. On behalf of the Under Secretary-General/Executive Director of UN Women, I have the pleasure of transmitting in the Annex UN Women's comments on the draft evaluation report.
3. I take this opportunity to extend, especially on behalf of all former DAW and OSAGI staff who contributed to this evaluation, our appreciation for the professionalism of OIOS staff during the conduct of this evaluation.

cc: Ms. Gülden Türköz-Cosslett,  
Ms. Patience Stephens  
Ms. Janette Amer

**Draft Report of the Office of Internal Oversight Services on the evaluation of the former  
OSAGI and DAW**

***UN Women Management Response***

**General comments:**

1. UN-Women welcomes and appreciates OIOS' evaluation of the former Division for the Advancement of Women (DAW) and the Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI). UN-Women wishes to appreciate OIOS' professionalism and constructive efforts in undertaking this evaluation, including the opportunities provided to consult and discuss findings reflected in the report.
2. This evaluation constitutes an important and timely input as UN-Women consolidates its strategy and work programme. While the resources for servicing the normative intergovernmental processes, provided from the regular budget (assessed contributions), make up only a very small proportion of UN-Women's overall resources, the outcomes of these processes, together with applicable United Nations instruments, constitute a framework for the work of the Entity, as determined by the General Assembly (see A/RES/64/289, op. 51 (a)).
3. The establishment of UN-Women has consolidated the mandates and functions of the four former entities, with the additional role of leading, coordinating and promoting the accountability of the United Nations system in its work on gender equality and the empowerment of women. This leadership role of UN-Women does not, however, relieve any other parts of the United Nations system of their responsibility for contributing to the promotion of gender equality and women's empowerment and for addressing women's rights and needs. Through its membership in the United Nations Chief Executives Board for Coordination (CEB), and its leadership in relevant coordination bodies, including the Inter-agency Network on Women and Gender Equality, UN-Women will work toward increasing UN system-wide accountability for results for women.
4. Furthermore, UN-Women agrees with the OIOS report on the unique opportunity presented by the consolidation of the normative and operational elements within the organization and the potential for them to be linked in ways that promise greater effectiveness for both. UN-Women is committed to seize this opportunity and ensure increased follow-up, and thus effectiveness of the global normative and policy framework for gender equality and women's empowerment at the country level.
5. The conclusions reached by the evaluation point out opportunities how UN-Women can utilize and enhance the unique assets of (former) OSAGI and DAW towards overall stronger programme delivery and enhanced impact on gender equality. UN-Women appreciates these conclusions, and agrees that this opportunity should not be lost.

6. The “Actions for consideration by UN-Women” are welcome and pertinent. They cover UN-Women’s functions in regard to processes that are different in nature, in particular the inter-governmental processes such as the Commission on the Status of Women (CSW) on the one hand, and inter-agency processes such as the Inter-Agency Network on Women and Gender Equality (IANWGE) in pursuit of coordination, on the other.
7. In this regard, crafting the “Actions for consideration” in a distinct manner would further enhance their value and usefulness for UN-Women. It would also be useful if reference could be made to existing, and future mandates from intergovernmental processes that will guide the work of UN-Women. Towards this end, UN-Women offers below specific suggestions for further refining the “Actions for consideration”.
8. As is the practice in the organization, UN-Women will issue a detailed management response to the final report detailing the actions the organization will put in place to address the findings of the evaluation.

**Proposed refinements of “result C”:**

9. **UN Women suggests the following amendments to paragraphs 37 and 38:**

**Paragraph 37:**

A survey of the Departmental Focal Points for Women conducted by OSAGI in 2011 revealed a belief among focal points that gender sensitivity in the staff selection processes in their departments had increased. However, the effectiveness of the Departmental Focal Points for Women system could be enhanced by addressing their various challenges in fulfilling their terms of reference which, they emphasized, were entirely voluntary and over and above their regular duties. The specific challenges of the terms of reference included the restricted access to information regarding staff selection and participation in interview panels, few opportunities for advocating and counselling, and lack of support from management including Executive Offices. These findings overlap with those of the OIOS survey as well.

**Paragraph 38:**

Interviews with stakeholders for the current evaluation highlighted some concern about the fate of the functions of the functions of the Focal Point for Women following the establishment of UN Women. Some commented that UN Women should hold an oversight role, responsible for prompting and guiding the Office of Human Resource Management (OHRM) on gender-sensitive human resources policies, while accountability for implementation of gender balance in the United Nations should lie with the OHRM. Those stakeholders argued that gender balance objectives should be better integrated into human resource management plans as OHRM is fully responsible for the implementation of staff rules, policies and programmes, and guiding and advising staff and managers in the performance of their roles and responsibilities in the area of human resources. Current proposals under consideration provide for dispersal of the responsibilities of the

current Focal Point for Women across different functions within the Organization, including different parts of OHRM and also for combining implementation and oversight. OIOS notes that such combination and decentralisation of these functions may also be accompanied by dispersal of effectiveness, accountability and diminution of the visibility accorded to the issue as a whole. It is relevant in this context that a separation of functions between oversight and implementation would also be entirely consistent with the conception of secretaries-general when they established OSAGI with a structure and reporting line directly to the Secretary-General and fully independent of any line departments, including the Departments of Economic and Social Affairs (where OSAGI was merely housed for administrative purposes), of Management and the Offices of Human Resources.

**Proposed refinements of the “Conclusion”:**

**Paragraph 65:**

The creation of UN Women is an opportunity to strengthen the approach and outcomes of United Nations work to promote gender equality and women’s empowerment. The consolidated structure incorporates the mandates of its four component entities – including the former OSAGI and DAW - and so recognises the continuing relevance of each. Support to inter-governmental bodies, strengthened analytical capacity, greater catalytic support for gender mainstreaming and gender balance in the United Nations system, greater coordination and coherence with the rest of the system, improved responsiveness to country-driven demands for capacity development and greater accountability have all been identified as priority areas for UN Women.

**Paragraph 70:**

OSAGI made important contributions to the promotion of gender balance in staffing in the United Nations. Gender balance is an established and well-known goal of the Organization and also gained a high profile through its inclusion in senior management compacts and human resource actions plans. Support to Departmental Focal Points for Women to follow up on gender balance and other gender-related staff issues in their respective departments will sustain progress in the area. Networks such as IANWGE that promote collaboration and cooperation on gender issues across the United Nations were seen as an important tool for system-wide coherence. However, they need to be reinforced and made more strategic in order to be more effective. Careful thought should be given to the way in which the current responsibilities of the Focal Point for Women are assigned in the new structure and the Secretariat as the independence; visibility and credibility of the functions are at stake.

**Comments in regard to the “Actions for consideration”:**

10. UN-Women agrees with the findings of the evaluation, as well as with the “Actions for consideration”, and will take steps to implement them. Consequently, UN-Women will ensure that intergovernmental processes which it is mandated to service receive the same or increased support, and that the outcomes of such processes are consistently followed-up at

the national level by its field-based offices. UN-Women is committed to strengthen its support for these processes, so that they can effectively serve as global platforms where consensus on global norms, policies and standards on gender equality and women's empowerment is reached and expanded. UN-Women is committed to work towards better knowledge by all concerned stakeholders, at all levels, about the outcomes of intergovernmental processes. It will provide stronger support to Member States and other stakeholders to build capacity and strengthen implementation of such outcomes at the national level, and will make sure that lessons from such implementation feed into the global normative processes.

11. UN-Women will share the evaluation report widely within the organization once the final version is available.
12. While the findings and "Actions for consideration" do not address ways for strengthening implementation of inter-governmental outcomes at country and regional level to increase their impact; or ways for strengthening gender mainstreaming across the entities of the United Nations system, UN-Women will further explore such opportunities.

**Proposed refinements of "Actions for consideration:"**

- Ensuring that adequate resources are available to support the global platforms provided through CSW, IANWGE and associated mechanisms, as well as tools such as WomenWatch, as vehicles for leading and debating global gender equality issues and sharing experiences and lessons learned, and as means of connecting Member States, civil society and United Nations entities,
- Strengthen support for intergovernmental processes so that they can effectively serve as global platforms where consensus on global norms, policies and standards on gender equality and women's empowerment is reached and expanded,
- Ensuring, throughout UN-Women, knowledge of and familiarity with inter-governmental processes and the mandates that emanate from them, and capacity to support their implementation at national level, in cooperation with the entities of the UN system,
- Encouraging IANWGE to focus its activities on areas where collaboration among United Nations entities is both desirable and feasible and can be expected to yield concrete results, including at country level, and ensure greater accountability for such results,
- Ensuring that implementation of existing mandates, and the outcomes of intergovernmental and inter-agency deliberations benefit from, and inform, UN Women's operational activities,
- Safeguarding and building on the knowledge of the staff of the former OSAGI and DAW of intergovernmental processes and decision-making and how those can be successfully facilitated, and

- Ensuring that communication channels and structures (particularly IANWGE, WomenWatch and the work of the Focal Point for Women) provide all United Nations entities with the information and tools to support Member States, other stakeholders at national level and their own staff to 'practise what they preach' on gender equality.