
**Evaluation of Gender Mainstreaming in UNDP: El Salvador Country Assessment
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DRAFT REPORT

Ruth Pearson (Consultant, University of Leeds), Clara Alemann (UNDP Evaluation Office), and
Ondina Castillo (National Consultant)

1. Introduction: Organization and Methodology

The Evaluation Office of UNDP, at the request of the Executive Board is undertaking a global evaluation on gender mainstreaming within the organization, to assess the extent to which gender has been mainstreamed throughout UNDP's policies, programmes, and institutional practices. To this end, a team of seven independent consultants was recruited to carry out the evaluation. This includes visits to fourteen countries selected by UNDP, a survey to all senior managers in 166 UNDP country offices, and in-depth interviews with key stakeholders at UNDP headquarters, other UN Agencies and Executive Board members. This report is based on the country assessment undertaken in El Salvador during a one-week mission in March 2005.

El Salvador Evaluation

The primary objective of this evaluation was to assess the extent to which UNDP El Salvador has effectively achieved gender mainstreaming in all its policy, operational, and institutional activities. In addition, because UNDP ES has in recent years adopted gender mainstreaming as an institutional priority and has supported extensive investment in gender mainstreaming both internally and in terms of its programme, advocacy, policy dialogue and knowledge generation activities, the mission aimed to assess whether these measures did indeed meet the objectives underlying UNDP's commitment to gender mainstreaming, in terms of UNDP's core mission to eliminate poverty and to contribute to sustainable human development in the countries where it is active. The assessment reflected in this report is based on several sources in accordance to the methodology established for all country studies in this evaluation:

- A background paper prepared by the nationally recruited consultant including a description of the political, economic and social context of El Salvador, within which UNDP has been working during the period under study (1995-2005), the institutional and policy context of gender equity initiatives within the country, the principal dimensions of UNDP's country programme and projects, and the organization's approach to Gender Mainstreaming over recent years.
- A documentation review of key documents on UNDP's El Salvador activities in general and in relation to gender mainstreaming made available at the shared network set in UNDP New York and also by the Gender Team and other members of UNDP El Salvador (ES) country office. In addition a range of documentation was collected while we were in the country. A list of relevant documents is provided in Appendix A.
- A comprehensive series of interviews, focus groups and discussions with a wide range of stakeholders to the UNDP country programme and key informants in the field of gender equality in the country. The nationally recruited consultant and the UNDP gender Team

set up the schedule of meetings, which included senior management, programme officers, Gender Unit and human resources officer in UNDP country office; representatives of government counterparts including the Institute for the Development of Women, the National Machinery for Women (ISDEMU), the Multilateral Cooperation agency in the Ministry of Foreign Affairs, the Technical Ministry of the Presidency (Secretaria Técnica), Congress, Interamerican Commission on Women (CIM), several women's organizations, action research and development NGOs working on a range of development and human rights issues, as well as partners from bilateral and multilateral cooperation agencies and the regional bank (Interamerican Development Bank (BID)). A list of institutions and individuals consulted is provided in Appendix 1.

- Field visit to the Department of Sonsonate where UNDP is implementing a project on Local Economic Development and the environment, since 2001. The mission met with the UNDP staff responsible for managing the different components of the project (Gender Standing Committee, Economic Development, Environmental management, small infrastructure works and territorial management), as well as participants and other stakeholders in this integrated development programme, in order to assess both the integration of gender mainstreaming within the project planning and operational structure and the efficacy of the specific elements which focused on gender issues and women's participation and economic empowerment.

This wide range of documentation, data and interviews allowed us to investigate in depth the experience of gender mainstreaming in El Salvador and to triangulate conclusions drawn from the self diagnosis or gender audit and analysis carried out by the Gender team in El Salvador (See Section 4.2 below) by means of interviews with partners in government, other development agencies and civil society organizations.

For the purposes of this assessment we used the operational definition of gender mainstreaming contained in the inception report for this evaluation, which was guided by the definition included in the 1997 ECOSOC Resolution¹ and subsequent UN and UNDP policy papers:

- (i) Gender Mainstreaming requires that **gender analysis is an integral part of all activities** undertaken by UNDP, including but not limited to: country assessments, to baseline research, program/project design, program/project implementation, and all monitoring and evaluation. This must be consistent with the ECOSOC definition, ensuring that UNDP activities do not have negative impacts on gender equality, and that women and men benefit equally.
- (ii) **Support for gender equality should be a key element of all policy dialogue with partners**, including governments, other donors and civil society organizations, taking due cognizance of United Nations commitments to gender equality, partner government's own commitments to gender equality (e.g. CEDAW and the Beijing Platform for Action), and local perspectives and priorities regarding gender equality.

¹ *Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality. UN Economic and Social Council. E. 1997. L.10. Para 4.*

- (iii) **Developing and implementing institutional strategies** to ensure that UNDP develops and maintains appropriate capacity to achieve gender mainstreaming, including policies, expertise, human resource policies, and sufficient resources for effective implementation.

2. The Country Context: Development Priorities, Gender Issues and Policies in El Salvador

El Salvador emerged in 1992 from two decades of civil war which reflected the political, economic and social polarities of the country in the context of a changing world economy. Political and economic power in El Salvador still reflected a 19th century agricultural export model, reflected in the high degree of concentration of land ownership, the reliance on coffee and cotton exports. The plummeting of the prices of its key exports since the 1970s, and the absence of any policy which would have developed its domestic industrial capacity or market, exacerbated the contradictions of a country where income distribution is amongst the worst in the Latin American continent.⁶

<i>BOX 1: BASIC DATA OF EL SALVADOR</i>	
Size ²	20,720sq km
Population ³	6.4m
Population growth, annual rate ('02-'15) ⁴	1.3
Poverty (% pop. below nat. poverty line) ⁵	48.3
Poverty (% pop. below \$1-PPP-per day)	31.1
GDP (US\$)	14.3m
GDP per capita (US\$)	2226
HDI Rank	103
HDI value ('02)	0.720
Life Expectancy at birth	70.6 years
Literacy rate (% of population 15+)	79.7
Combined primary, secondary and tertiary gross enrolment ratio %	66

Currently El Salvador's per capita national income is US\$2200⁷ – some way behind its Central American neighbor Costa Rica which was reported at US\$4280 (2003 figures). Although the government of El Salvador does not have any official poverty line – given that the per capita income level puts it within the middle income category of developing countries – it is estimated that 31% of the population live on less than \$1 per day and 58% on less than \$2 per day. Official figures show that 23% of the population has no access to water supply though a recent report indicated that that in 1995 some 70% of rural women lacked access to water⁸.

Women lost out in many ways after the civil war. Although the civil war was influenced by liberation theology in its objectives for social justice for marginalized groups, this did not include an explicit commitment to women's equality. Women were not represented as such at the peace agreement signed in Mexico in 1992; schemes for rehabilitation and support for ex combatants – of whom women formed some 30- 40% - were not framed in a way that ensured that women

² The Economist Intelligence Unit. Country Profile 2004.

³ Ibid.

⁴ Human Development Indicators (2002), HDR 2004. UNDP

⁵ Ibid. Most recent data available 1990-2001

⁶ World Bank Development Report 2005;.

⁷ Ibid;

⁸ www.womenwarpeace.org/elsalvador; updated 09/09/04; downloaded 31/03/2005;

received their entitlements. Reentry to civil society was difficult for many ex combatants and activists who had transcended traditional gender roles. Through an ample coalition before the first democratic elections (Mujeres 94) women struggled, relatively successfully, to increase women's representation in party and national decision making and institutional structures in order to influence the political agenda and promote women's participation in public decisions.

Following the end of hostilities, women in El Salvador were faced with a right-wing government that has not been progressive in promoting reproductive rights and gender equality; increasing feminization of poverty and violence in every day life. Women are overrepresented in the rural poor and women headed households; women head 31% of all households and 39% of households living below the poverty line. Illiteracy is double for rural women compared with rural men (14% compared with 7.5%). A high number of abandoned and single mothers are responsible not just for the economic survival of their families but for large elements of community management and maintenance work in their neighborhoods though this is not reflected in the low number of women in the national assembly and even in local government⁹.

The chronic problems of female poverty, the virtual total absence of child support from abandoning fathers, the increase in gender based violence (including what has been reported as Ciudad Juarez type murders of young women as well as street gangs and institutional violence) in many ways belie official reports of improvements in gender equity in the country. The lack of economic opportunities within El Salvador has fueled the growing rates of out migration; it is currently estimated that approximately 15% of the Salvadorian population resides outside the country, primarily in the United States; and that remittances have reached over US\$2.2 billion per year, equivalent to 17% of national income¹⁰. Although originally thought to be a migration of male breadwinners, the phenomenon has become increasingly feminized in recent years and it is reported that the emigration statistics hide substantial number of women being trafficked for sexual purposes.. Women still lag behind in terms of earnings (45.4% of men's wages in 2002)¹¹, economic opportunities within the formal economy, access to health care and health and wellbeing indicators and in education where they make up only 30% of the secondary and tertiary education cohorts (see box 2 for indicators of women's well being).

Natural disasters such as Hurricane Mitch in 1998 and the earthquakes in 2001 have increased the burden on women. As in other parts of Central America the impact of these disasters tend to reflect and often exacerbate existing gender inequalities. In El Salvador women suffered lower levels of mortality, but a higher level of physical and mental health problems, and an increase in domestic violence. Female headship left many women with the task of providing an income and care for their families in conditions where their main livelihood – informal trading and agriculture - were devastated; unlike men they were unable to obtain work (and money) from reconstruction efforts¹².

Women's Organizations in El Salvador

Women's and feminist organizations were formed primarily after the armed conflict. These have played an important role in promoting gender equality in the country through raising awareness on gender issues, proposing and advocating for legal reforms, the creation of the national machinery and the national policy for women. The women's movement was also active in

⁹ www.womenwarpeac.org/elsalvador; op cit

¹⁰ See www.bcr.gob.sv/publicaciones;

¹¹ El Salvador Human Development report 2003.

¹² "Hurricane Mitch: Women's needs and Contributions; IDB Women in Development Programme, December 1999: www.iadb.org/sds/wid/; downloaded 31/04.05

responding to the hurricane and the earthquakes demonstrating the ongoing political and organizations strength of women's organizations in El Salvador. A number of networks supporting women's enterprises within reconstruction activities were initiated after the disasters. The institutional landscape for mainstreaming gender within development cooperation and government policy in the country is rich in women's organizations. However, a tendency to "ngoization" and the dwindling external funds in the area of gender equality, transformed what was an active social movement associated around a political struggle, to its atomization in hundreds of specialized NGOs, no longer able to invest long-term efforts to advocating for certain common causes, but needy to guarantee their sustainability and operating in short-term project mode.

Two of the most important organizations, Las Dignas and MAM (Melinda Anaya Women's Movement (MAM) which were founded by ex combatants from the Civil War, have played a large part in conscientising international and government agencies about the nature of gender based violence in the family, the community and by and in state agencies including the police and the armed forces. They have advocated for strategies to tackle the issue head on rather than resorting to increasingly repressive and coercive forms of dealing with what was seen as deviant criminality.

However El Salvador remains a difficult environment for the pursuance of gender equity. Many of the structural causes underpinning the civil war, namely, poverty and inequality, overarching violence, concentration of power, corruption and nepotism still remain. The peace agreements were a milestone in the country's transition to peace and democracy. But, whilst the commitment to end conflict through a political process has been achieved many of the other aspirations, including respect for human rights and especially women's rights have not been achieved.

Institutional, Legal and Policy Framework for Gender Equity

(a) Legal reforms

Since the reestablishment of democratically elected governments in El Salvador in the 1990s there has been significant progress towards establishing the institutional and legal frameworks which offer legal rights and equal treatment to women, in part influenced by campaigns to ratify CEDAW, and the pressure to adopt the Beijing Platform for Action. Legislative modernization produced the "Family and Procedural Code" in 1994 and in 1996 a new Law against Intra Family Violence was introduced (which was further strengthened in 2002). The reforms of the judicial and penal codes in 1998 introduced new stipulations including the right to a life free of physical, psychological and sexual violence in both the private and the public sphere. In 2003 a further reform created a new offence of responsible fatherhood and gives protection against sexual abuse of all people, especially children, youth and women.

However, in El Salvador, as elsewhere, formal equality provisions have to be backed by real entitlements. But most women do not have access to the law to pursue legal redress. Moreover, the nature of the political regimes which have formed the governments in the country since 1994 has not facilitated rapid changes in the continuing subordinate position of women, particularly in rural areas. At the national level the current ruling party is resistant to accepting "internationally imposed" treaties on human and women's rights; for example the government has refused to ratify the CEDAW Optional Protocol although the National assembly had ratified the Convention. Recent amendments to the criminal code have removed the narrow legal grounds for abortion (which were extreme danger to the mother, life affecting disability or conception as the result of rape or intra familiar sexual abuse) placing vulnerable women and medical personnel

under extreme duress. But these difficulties have to be considered in the context of the improvements in the criminal code which have specifically offered more protection to women and children, both in the home and in the work context.

(b) Institutional Innovations

Encouraged by an active women’s movement and inspired by the 1995 World Conference on Women in Beijing the government of El Salvador established the National Institute for Women’s Development (ISDEMU) in 1996 to promote and oversee implementation of the National Policy on Women.

Its creation is considered a victory by the women’s movement, and it has been credited with enhancing awareness of issues such as domestic violence which forms the focus of most of its activities, including its nation-wide telephone help line. ISDEMU also has the responsibility for reporting to CEDAW, (which has been somewhat jeopardized by the failure to ratify the optional protocol), and for designing the National Policy for Women (See below). However given that ISDEMU is presided over by the first lady (wife of the president) and is dependent on her commitment and competency in terms of its operational effectiveness and strategy its efficacy in terms of providing national leadership for the realization of women’s rights is somewhat compromised.

ISDEMU has also had difficulties in establishing partnerships with other international organizations, with the exception of the Spanish development agency which is investing in institutional capacity building. To date it has not been able to establish a network of interlocutors

BOX 2: BASIC GENDER RELATED INDICATORS	
Human Development Index ¹³	0.720
Gender Development Index	0.709
Gender Empowerment Measure	0.709
Women’s Life Expectancy at birth	73.6 yrs
Men’s Life Expectancy at birth	67.6 yrs
Fertility rate (15-49 yrs)	2.97
Maternal mortality (per 1000 live births)	172
Infant mortality (per 1000 live births) ¹⁴	24.6
Women’ Literacy rate	77.1
Men’ Literacy rate	82.4
Women’s combined gross enrolment rate %	65
Men’s combined gross enrolment rate %	66
Women’s estimated Income per capita (US\$PPP) ¹⁵	3350
Men’s estimated Income per capita (US\$PPP)	7381
Women unemployed (2003)	23%
Men unemployed (2003)	77%
Poverty according to sex of household head:	
Women ¹⁶	37%
Men	
Women seats in Congress (2004) ¹⁷	10.7%
Women seats at Ministerial Level (2001)	15,4%

¹³ Human Development Report 2004. data from 2002.
¹⁴ FESAL Survey on Reproductive and Sexual Health 2002/2003.
¹⁵ UNDP/CNDS, 2003.
¹⁶ Elaborated by UNDP, in Cuaderno de Genero based on EHPM-2002.
¹⁷ El Salvador MDG Report 2004.0

inside ministries with which to coordinate and implement the different components of the national policy on women. ISDEMU has not yet achieved any meaningful participation of women's organisations within its decision making processes. However, the institute is currently seeking broader contacts within the women's movement and with the international development agencies within the country.

(c) National Policy on Women

This was developed as a response to the Government's commitment to the Platform For Action following the Beijing conference and was published in 1997. Since that point it has been developed and adapted according to new political and economic circumstances, though it should be noted that some consider that the later Action Plan, published in 2002 reflected a backward step in government policy on women, with less emphasis on the human rights and democratic aspects of the previous plan.¹⁸ Although many women's organisations would have liked a more direct input into the process and the drafting of the policy, there is a general recognition that the policy represents a commitment at the level of the Executive to progress policies which achieve equality of opportunities and legal and civil status for women. Furthermore there is widespread recognition that the publication of UNDP's Gender & Human Development issue, together with the Gender Equity and empowerment measures, has forwarded the debate within the country¹⁹.

Economic and Labor issues

In spite of some periods of economic growth in the 1990s, opportunities for employment within the formal economy remain limited, particularly for women, and as discussed above, opportunities for income generation in their rural areas are particularly important to combat women's poverty.

However some new forms of economic opportunities have opened up to women in the last decade with the expansion of the *maquila* factories in several free trade zones around the country. These export factories, mainly in the textile and garment sectors currently employ up to 100,000 women mainly between the ages of 15 and 25. This strategy of employment creation was intensified after the 2001 earthquake with a view to replacing the jobs lost because of the destruction of large parts of the country. Although it is claimed that most earn the average monthly wage (about \$130 per month) few have access to social security benefits and in the main part the achievement of the monthly wage is as the result of enforced overtime which is paid at the standard rate. Several women's organizations both in the country and internationally continue to protest human rights abuses in the *maquila* factories, ranging from enforced pregnancy testing before and during employment, denial of appropriate toilet and eating and rest facilities and physical and sexual harassment from management, especially in Korean run factories.

However in spite of reported exploitation, women in El Salvador value the job opportunities offered by these factories. Recently there have been some factory closures in the Free Trade Zones, which reinforce fears of government and labour organisations that the end of the Multi

¹⁸ See ISDEMU "National Policy for Women, San Salvador, 1998; and ISDEMU "The National Policy for Women: Action Plan 200-224, San Salvador 2002.

¹⁹ See IMU, Institute for Women. "Evaluation of Public Policies for Women: 1990- 2004. San Salvador May 2004 :17)

Fiber Agreement (MFA) together with the fierce competition from China will make it impossible to sustain employment and export earnings in this sector²⁰.

3. UNDP: El Salvador: History and Current Activities

UNDP initiated its operations in El Salvador in 1962, which makes it one of the agencies with the longest presence and continuity in the country. UNDP played a major role in the negotiations which led to the peace accord in 1992; as UN coordinator in the country. UNDP provided technical advice to the political negotiation process, facilitated dialogue among the parties in conflict and later supported national efforts towards peace consolidation and reconstruction. In addition, UNDP had a key role in mobilizing resources from government and donors to support the areas of modernization of the state, poverty reduction, national reconstruction and strengthening of democracy²¹. This has given UNDP a solid basis on which to position itself in the light of the changing focus of development cooperation, both the focus on Human Development and the shift from project to programme activities. UNDP's role in the peace process was critical in building a high profile relationship with the government and with other international donor agencies, and as a result UNDP is trusted by both the political left and the right. It is therefore well placed to play a leading role in advocating for the core values and goals that the UN system stands for in shaping the country's development strategies –i.e: MDGs, Beijing Platform for Action, and CEDAW.

However, in spite of its contribution during this process, there is a view that UNDP lost an important opportunity to make the case for the inclusion of women's rights in the peace agreement and the resulting reconstruction programmes it supported, which have largely excluded women combatants and many others who participated in the conflict, from sharing in the benefits of reintegration and demobilization efforts.

During the First Cooperation Framework (CCFI) covering the period 1997-1999 the emphasis of the UNDP country programme was threefold:

- (i) Supporting the consolidation of the peace process and modernization of the state, through justice sector reforms, and the strengthening of institutions responsible for public security and human rights protection;
- (ii) Promoting economic and social development focusing on local poverty reduction initiatives and institutional strengthening, and
- (iii) Supporting sustainable environmental management by developing adequate institutional and legal frameworks.

Regarding UNDP's commitment to gender mainstreaming, it should be noted that this first CCF, explicitly (if somewhat superficially) sets out some strategic guidelines for how UNDP would tackle gender issues throughout its different programmatic areas²². In the situational

²⁰ See "El Salvadoran garment workers lose jobs as quotas end" Rutland Herald, mar 26 2005 (<http://rutlandherald.com/>) and "El Salvador: Fraying of the Textile Industry" Ginger Thomas, New York Times March 25 2005 : www.corpwatch.org/article

²¹ During 1992-1996 UNDP allocated funds in the amount of \$9.4 million and channeled resources in the amount of \$203 million from government and multilateral and bilateral donors. Country Cooperation Framework I.

²² , Note that this was before UNDP policy changed and gender became a cross-cutting issue to be mainstreamed throughout the country programme

analysis of the country's development challenges, the CCF also briefly acknowledges that *equality of opportunities (for men and women) are non-existent* and that women have difficulty in accessing rights that men enjoy²³.

The CCFI extension into 2001 reaffirms the three main programme areas and mentions in passing that *gender equality is a cross-cutting issue and specific initiatives are mentioned separately* (i.e: support to ISDEMU and the National Policy for Women, promotion of women in a local development planning process). During this period, UNDP contributed to the response to Hurricane Mitch (1998), by supporting the elaboration of the National Plan of Reconstruction and Transformation and also to the 2001 earthquakes through local development programmes in areas that had been neglected by other cooperation agencies (eg. Sonsonate). The current CCF, covering the period 2002-2006 provides a succinct analysis of gender disparities, mentions the launch of national and provincial gender-related human development indicators (GDI and GEM) and finally confirms UNDP's continued commitment to mainstreaming gender throughout all its activities without further explaining how the country programme will address gender issues or what the priorities and strategies are during the period.

After the peace agreements, UNDP's strategic programme areas were redefined as (i) *poverty reduction*, which today is incorporated within *Local Development* (i.e: economic development strategies, decentralization and institutional strengthening at the municipal level), (ii) *democratic Governance* which today is *Constructing a Society without Violence* (i.e: policy advice and advocacy to address the multifaceted problem of violence in the country), (iii) *Environment and Sustainable Development* (i.e: strengthening of environmental management, including the preservation of biodiversity, and water management) and (iv) *Human Development*.

In 2002 The *Gender Unit* was created to support the mainstreaming of gender throughout all of UNDP's programme operations and organizational policies and practices. The next sections will describe the relation between the Gender Unit and the programme areas.

In 2005 the UN Country Team in El Salvador will undertake the process of elaborating the Common Country Assessment (CCA) and what will be the first UN Development Assistance Framework (UNDAF)²⁴. The proposal on the framework for the CCAs and UNDAF document makes it clear that a gender focus is central to UNDP's operation and the wider operations of the UN organizations in the country:

The approach [used to elaborate the documents] assumes that the way to achieve equality is through gender equity understood as justice in the treatment of women and men according to their respective needs. Gender equity implies that it is possible to use differentiated approaches to correct existing inequalities measures that are not necessarily identical but which contribute

²³ The document mentions the need to *offer women improved access to basic services and better-paid jobs, to strengthen laws to ensure equal treatment, implement the Family code, the Family Violence Act and the CEDAW, to strengthen the ISDEMU, and other institutions protecting the rights of women*. In stating the country programme's strategic priorities UNDP states that it will promote gender equity through support to the implementation of the national policy on women, mainstreaming a gender perspective in poverty reduction strategies, and promoting the participation of women in environmental management. Country Cooperation Framework I

²⁴ A UNDAF was developed during the previous government's term. However because the government strongly disagreed with the analysis of El Salvador's development situation contained in the documents, the UNDAF was never adopted as a UN system-wide planning framework guiding agencies' work in the country..

towards equality in terms of rights, benefits, obligations and opportunities. These measures can be considered as “positive” or “affirmative action” since they facilitate access to opportunities for groups considered disadvantaged in a given society, in this case women and children, for example access to non-sexist education, holistic health, dignified employment, family planning and a life free from violence etc.

This focus indicates that as well as acknowledging the existence of large differences between people, the most generalized and universal is the differences between women and men, which limit their possibilities for human development. Not to take this in account implies the misunderstanding of reality and leads to grave errors in defining appropriate policies and projects, but above all puts considerable constraints on human development. Our approach to Human Development is based on an understanding that human development affects gender equity and that gender equity itself impacts on the situation of human development. Therefore gender equity is an integral and indivisible part of human development

In conclusion, a focus on gender implies: mainstreaming gender equity concerns across all policies, strategies, programmes, economic and administrative activities and in the institutional culture of organizations in order to genuinely contribute to a change in the situation of inequality between men and women. So that it is not enough to have direct actions which specifically support women; it is also necessary that the efforts to advance gender equity are integrated and affect all sectors and every level. From this perspective the elaboration of the CCA must be based on an analysis of gender relations within the human development paradigm and should emphasize the differential impact of policies on men and women, as well as the negative effect of gender inequality on human development.

(From : CCA-UNDAF: San Salvador 28 de febrero 2005)

In addition, the current Resident Coordinator has expressed a commitment to use the opportunity of the CCA/UNDAF process to mainstream gender throughout the joint goals and strategies to be decided among all UN agencies. This will also be an opportunity to allocate responsibilities, establish linkages among agencies' work and specify resources to be earmarked for gender mainstreaming and the promotion of gender equality.

UNDP's role in El Salvador, as in other Central American countries is not limited to the financial contributions it makes; its value to the national development process is also in terms of its objectivity and its international expertise in human development. While official OECD figures indicate that the net UNDP ODA to El Salvador in 2002-3 was on average, US\$221 million per year (See Annex 4), UNDP contributes about US\$1 million of the organization's resources while managing resources from various other parties (Global Fund, Bilateral donors, GOES, WB, IADB) which amounted to about US\$25 million per year over the last few years.

Within the country, UNDP has positioned itself as an 'honest broker', facilitator of policy dialogue, leader in human development analysis and indicators, and often as an advocate in sensitive issues such as exclusion, violence, and gender inequality. Some stakeholders interviewed by the mission appreciate UNDP's efforts in drawing attention to lags in government's compliance with international commitments and institutional weaknesses; although some critical independent voices think it could do more to highlight these issues in the public arena.

4. Gender Mainstreaming in UNDP El Salvador: Institutional Strategy and Policy

As noted above, El Salvador has made conscious efforts in recent years to develop a gender mainstreaming strategy that embraces all three areas of its activities and operations -that is operational programmes and projects, knowledge creation, policy dialogue, advocacy and brokering, as well as coordination of key stakeholders, and its organizational structures and policies. Before describing these in detail (see Section 5, 6 and 7 below) it is useful to offer an overview of some key elements which have contributed and reflect the success of the efforts to mainstream gender across all spheres of operations of the UNDP El Salvador country office.

4.1 Staffing: Firstly UNDP ES counts on a dedicated gender team (the Gender Unit) rather than a single Gender Focal Point whose responsibilities have been defined by others as is the case in most country offices. At present (March 2005) the Gender Unit, created in 2002, comprises two full time professionals with gender specialization. These have their functions and responsibilities quite clearly defined and corresponding TORs, although their contractual status - Service Contracts (SCs)- is not at the same level than other programme officers of UNDP's core areas of work –fixed term contract-. Two other young women interns funded by a Spanish university also support the work of the Unit. This is an advance on the situation which existed in 1997 when there was a single Gender Focal Point person whose main contractual responsibility (80%) was with the interagency team leaving only 20% of her time designated for work on gender mainstreaming.

4.2 Coherent strategy – from diagnosis to operationalisation

Since 2003 the Gender Unit has pursued a multi pronged three stage strategy with the following main elements.

- (i) Gender Institutional Diagnosis or Gender Audit
- (ii) Gender Mainstreaming Strategy
- (iii) Operational Plan for the Implementation of the Gender Mainstreaming Strategy 2003-2006

These documents and consequent activities cover all areas of activities carried out by UNDP ES - namely programmes and projects; policy dialogue and advice, advocacy, knowledge generation and organizational policies.

4.3 Senior management support and leadership

In recent years, the gender unit has enjoyed the formal support of senior management including the former and current Resident Representative (RR), and other members of the senior management team in order to develop and officially adopt the gender mainstreaming strategy. Whilst the gender team posts have not yet been institutionalized (made permanent and/or financed from core TRAC funding) the RR is aware of the dangers of policy evaporation (that is losing the institutional capacity for and operational learning from gender mainstreaming) and is actively committed to finding ways of ensuring that gender mainstreaming capacity and activities are maintained even if the current personnel move on. In addition, as discussed above, the RC has also made the commitment to extend gender mainstreaming across the activities of all UN agencies and within the CCA/UNDAF process.

4.4 Production of a range of “tools” training and operational manuals (For details see Section 5 below; a list of documents is given in Appendix 6)

The Gender Unit has produced a series of internal documents, guides, training modules and plans which together form the institutional memory and strategy for gender mainstreaming in UNDP-

ES. In addition they have been responsible for the production of a key manual which not only informs their own gender mainstreaming capacity but also can be utilized in other contexts.

The latter initiative is particularly noteworthy. The manual, entitled “How to elaborate a GM strategy in a country office”²⁵ provides a guide to the concepts, processes, analytical and operational tools required to mainstream gender in all UNDP activities, as step by step guidance on how to develop a gender mainstreaming strategy at the Country Office level. The manual was based on UNDP ES’s experience and the systematization of their practices and lessons learnt. It was produced in a highly professional and flexible form, and the Bureau of Development Policy at UNDP is supporting the adaptation and translation of this manual for its use at the regional and global level.

4.5 Production of a Gender and Human Development Publication (*La Equidad de genero en El Salvador*) is one of the series of HD Reports, *Cuadernos Sobre Desarrollo Humano*) published by UNDP in El Salvador. This document has become the benchmark for all gender related policy discussion in El Salvador at government, development cooperation agency and civil society level. The publication contains comprehensive information and analysis of the situation of gender equality in the country. It also proposes two new targets and indicators for MDG Goal 3 (“To promote gender equality and empower women”), to reflect dimensions of gender inequality relevant to El Salvador given that the current indicators used to track progress (school enrollment) provided the basis for government to assert that the goal 3 of gender equality has been achieved when there are clear gender related gaps that still exist. The publication provides a “public face” of concern and commitment to gender agency and carries the UNDP benchmark for accuracy and reliability which is the hallmark of UNDP’s policy dialogue and knowledge generation across the development issues (discussed in Section 3 above). More detailed discussion of the El Salvador Office’s strategy and achievements in gender mainstreaming are contained in the following sections.

4.6 Raising gender mainstreaming priorities in the development cooperation and national policy context in El Salvador

In its role as Coordinator for the UN system the RR has been able to initiate broad based policy discussions and raise awareness on the issue of gender mainstreaming within the MDG goals and process in El Salvador. Recognizing that the MDG Report elaborated by the government confined gender analysis to the gender equity Goal 3 only UNDP in El Salvador has been concerned to extend this in order to mainstream gender across the other 7 goals. This has been done by raising gender issues in appropriate MDG related fora and through efforts to mainstream gender in the programme and operational areas of the ES programme. UNDP coordinated, together with the German development agency (GTZ), and IDB a high profile workshop where representatives of national and local government, civil society, private sector and donors gathered to propose concepts, strategies and targets to mainstream gender in the eight MDG. Concrete proposals on indicators resulted from this workshop and the resolve to reduce the currently existing 38 round tables for coordinating government and donors’ cooperation to eight tables which reflect the MDG goals. This would allow streamlining the development efforts of donors and government towards the mutually agreed MDG agenda. Donors and government recognize UNDP’s merit in coordinating a common front among donors and streamlining their positions, platform for dialogue and agenda setting processes. The Gender and Human Development Publication’s analysis and indicators were used to inform the discussion.

²⁵ *Como elaborar una estrategia de genero para una Oficina de País*” in Spanish.

On the policy front, the recent announcement by the GOES of the new *Red Solidaria* anti poverty programme (which offers a conditional financial subsidy to low income women heads of households) is significant for understanding the important role UNDP can play in foregrounding the gender implications of the dynamics of poverty in the country and its implication for poverty alleviation strategies. Because of a per capita income that places the country within the World Bank's middle income classification, and also due to the strong neo-liberal ideology of the government, there has been reluctance to acknowledge or address extreme poverty, in spite of a very unequal income distribution. The *Red Solidaria* is evidence of both willingness and capacity on the part of the GOES to connect issues of human development, poverty and gender inequalities, process towards which UNDP's efforts in this area were surely a positive contribution. Although there were diverse inputs which resulted in this unprecedented anti-poverty initiative by the GOES, it is generally agreed in the country that UNDP's advocacy work, particularly around the MDGs as the common focus for all development cooperation has been particularly important in achieving this pro-poor policy shift in ES. UNDP is also using the MDGs as an entry point to discuss with government the importance of incorporating a gender perspective in such policies, and it is hoped that it will increase its efforts in this respect.

5. Gender Mainstreaming in El Salvador: Intra Institutional, Organizational Policy and Internal Capacity Building

As indicated above, UNDP ES has made considerably more progress, compared with other country offices, towards the institutionalization of gender across its range of activities. The manner in which this has been achieved demonstrates the need for a conscious –and resourced– approach to gender mainstreaming. Rather than the oft-repeated phrase that “gender mainstreaming is the responsibility of all – and of no-one the Salvadorian experience points to the opposite – that gender mainstreaming has been the specific responsibility of a dedicated Gender team; and that with systematic and interactive work with the different teams within the country office it has achieved remarkable progress towards the goal of achieving a gender perspective and practice across the board. But there is no room for complacency. Both the RR and the Gender team are aware of the dangers of “policy evaporation” i.e. the process by which a focused effort on gender mainstreaming disappears when the individuals and the particular time bound project that support them are no longer in place. The importance of institutionalizing this experience and capacity in terms of permanent staff on appropriate contracts and levels cannot be over emphasized. And even in El Salvador with real improvements in the gender awareness of staff at all levels, the creation of a gender –sensitive culture across all activities will be an ongoing activity.

But the progress being made is real. In fact, rather than looking to regional centres or HQ to provide support (in terms of financial and other resources) UNDP ES has become itself a hub of gender mainstreaming expertise within the region, as the following points indicate:

- (i) The Gender Unit has signed an agreement to provide advisory services on gender mainstreaming to the Latin American and Caribbean Regional Center in Panama – where there is no gender advisor- and to country offices in the region; this work will be financed by the regional centre to the tune of \$300,000(?)
- (ii) the Gender Unit is part of the Task Force that developed the Regional Gender Mainstreaming strategy currently in process of being adopted by the Regional Bureau of LAC; and

- (iii) The Gender Unit has developed the Manual mentioned above for gender mainstreaming based UNDP ES experience which is being edited and translated for use in other UNDP COs.

5.1. From the past to the present: History of Gender mainstreaming capacity and activities in UNDP-ES

As indicated above Gender Mainstreaming in UNDP El Salvador has been developed over the last 5 years through a reflective, comprehensive and systematic policy of analysis, planning and implementation. Following the Beijing World Conference on Women in 1995 and the subsequent adoption by UNDP (and the rest of the UN system) of gender mainstreaming as the preferred strategy to achieve gender equity in development there has been increasing focused effort at the country office level to achieve gender mainstreaming targets and to expand and institutionalize the human and financial resources dedicated to this end.

The mainstreaming strategy was a three stage process:

- (a) Analysis (i.e: Gender audit)
- (b) GM Strategy
- (c) Implementation Plan

(a) The analysis (diagnostic): In 2000 the Gender team embarked on an analytical process, which was aimed at assessing the current situation in UNDP ES concerning the gendering of the office and its operations, in relation to the international commitments undertaken post 1995 by UNDP. This began with a gender audit of the ways in which gender was (or not) mainstreamed into organization's culture, policies, programmes and institutional practices, and the capacities and resources necessary to fully mainstream gender. The exercise involved, not only a technical analysis of how UNDP staff were approaching projects and the development of toolkits and checklists, but more importantly, it was a sincere effort to reflect on the core of the organization's culture in terms of beliefs, habits, attitudes and ways of relating between men and women, between senior managers and the rest of the staff. The series of discussions went to the center of what was UNDP's way of doing business, based on the recognition that it was essential for all staff to discuss –literally from the driver to the RR- how they understood the distribution and entitlement to power, decision-making, rights and opportunities within the office, before attempting to embed a gender lens in the way UNDP went about its business.

(b) The strategy. In 2002 UNDP ES officially committed to the adoption of a GM strategy as a result of the gender audit. Both the audit and the strategy were undertaken in a participatory manner through a series of interactive engagements with personnel at all levels of the organization. This process was spearheaded by the two women in the Gender Unit, with support of senior management.

The document "Gender Mainstreaming Strategy in El Salvador" elaborates the outline of the strategy which was prepared as the result of the previous analysis and gender audit. It contains specific discussions of the current situation concerning the institutional and administrative aspects of the UNDP's office and operations in El Salvador, and a clear guide for future action both within the administrative, policy and advocacy operations and within the programme areas.

(c) The operationalization of the strategy

The GM strategy is contained in the "Operational Plan 2003-6: Gender Strategy for UNDP El Salvador which was produced in November 2002. This defines the conceptual framework for GM; describes the strategic areas for GM in UNDP's activities (development programme, human

resources, organizational culture) and established expected results for each. The document specifies the concrete actions that are required to implement the GM strategy over the 2003-6 period. Annual operational plans and budgets, matching activities to timeframe and resources have been prepared for 2003, 2004 and 2005. However the Gender team themselves acknowledge that tracking of progress against the plan has been erratic, probably because there are few resources to implement the ambitious plan.

The gender team has been sensitive to the potential fears and opposition from different members of the staff and has ensured that there has been sufficient interactive engagements- in the form of questionnaires, semi-structured interviews, focus groups with the staff –as well as the production of training manuals and briefing documents which have responded to the expressed needs of the staff. Gender sensitization trainings for all staff has been carried out. Training on how to apply gender mainstreaming to programme areas has also been offered, though it is reported that given that this was optional, not everybody participated and a number of those that did only attended part of the course due to other priorities. However there is now a gender module included in the annual induction course for new staff.

The document which has most relevance in terms of its applicability elsewhere in the UNDP system is the already mentioned manual. This contains sections which offer (a) a basic introduction to conceptual, operational and tactical approaches to Gender Mainstreaming within UNDP; (ii) how to carry out an institutional analysis of gender issues within the organization and in terms of its external operations and (iii) a third section which offers guidance on how to elaborate a gender strategy. Each section provides a series of well-presented and imaginative “tools” which can be utilized for undertaking different aspects of gender analysis. The whole manual is professionally produced in a very reader-friendly style and has contributed to the demystification of “gender issues” and “gender expertise” which often makes others both skeptical and fearful of getting involved in gender strategies or analysis. This manual has been produced in hard folder form and in a CD. It has been well received in the El Salvador office as well as within the Regional Bureau for LAC and is about to be adapted for use by UNDP Country offices worldwide. It was also presented at the UNDP Executive Board in New York, by ES representative to the Permanent Mission at the UN. It should be noted that a presentation of ES peace process and UNDPs role in it will be held in June 2005 at the Executive Board sessions. Several government officials and ES representative to the UN mission brought the evaluation mission’s attention to the opportunity that this event offers for UNDP to present a thorough gender analysis of the peace process and its relevance to address a post-conflict situation and its transition to development.

The importance of this manual should be fully understood. It represents the distillation of several years of experience and work. It also represents considerable investment in human resources and a commitment to a dialogue with non-gender personnel within UNDP. And thirdly it represents the commitment of the RR and senior management to the production, testing and utilization of the manual within the different teams and sections within UNDP. It is a deliberate and reflexive strategy and one which has clearly had positive results.

The gender unit’s major achievements are fully revealed in the analysis of the programme areas and the knowledge formulation and policy dialogue below (see sections 5 and 6).

5.2: From the present to the future

The gender unit is engaged in an ongoing training and capacity building effort with different aspects of the COs’ areas of work, policy and institutional practices:

- **Human Resources:** this includes support in the formulation of TORs, advertisements for vacancies, the selection process, and induction programme for staff.
- **Organizational Change:** this refers to the need to change the office culture and values, by promoting horizontal rather than top –down working relationships and promoting team rather than individual work. This will allow gender and diversity perspectives to be disseminated effectively and creatively within each working area. A substantive re-profiling of the staff was undertaken last year with the aim of having a more professional and diverse staff. An additional project in this area is the preparation of a handbook on non sexist language.
- **Guide to incorporating a gender focus within the project cycle:** The gender unit provides ongoing technical guidance for all operational areas. The guide is primarily designed for internal use by UNDP will also have resonance for other UN agencies, international donors and government departments. The Gender Unit has been working with selected projects within each programme area, accompanying them throughout the project design and implementation, ensuring gender issues, and women’s and men’s needs as pertaining to the project were addressed in the project strategy. In addition, a staff member of the gender unit sits in all pre Project Appraisal Committee (Pre-PAC) meetings and is always available for advising all programme areas on how to address gender considerations in their specific projects.
- **Annual Operational Plans and Balance Sheets:** the gender unit carries out an annual Implementation Plan (Plan Operativo) with each programme area as well as with the Human resource team and senior management to set targets for gender mainstreaming in the relevant area and to provide a basis for end of year evaluation and future planning. Although this evaluation is not yet integrated into an overall Country Office evaluation system –there isn’t an M&E culture or system in place yet, except for the ROAR- it provides the basis to do so should the resources be made available for this task.

Although impressively comprehensive and systematic, these operational plans have suffered from two weaknesses: 1) they have proved to be overambitious given the office’s limited human and financial resources allocated to implement the intended actions, and 2) there has been difficulty in tracking progress given that the office is still developing the practice and mechanisms to monitor and evaluate their performance.

- **Institutionalization of gender team:** this remains an ongoing discussion with the RR and senior management. Positive steps have already been taken in terms of giving the gender unit a space, a role in organizational decision-making mechanisms (i.e.: they sit in management team meetings, in all pre-PAC meetings), clear functions and responsibilities. The fact that the team has 100% of their time dedicated to gender mainstreaming activities is in itself evidence of the importance that the office gives to this issue, as is the support of the RR and direct access to decision making and policy dialogue.

However there is an intrinsic problem which needs consideration:

- At the present time the staffing of the gender unit comes neither out of core (TRAC) funds nor out of any dedicated programme funds. The two full time staff have only

service contracts rather than the fixed term contracts which are enjoyed by the rest of the programme officers. For the gains which have been made in gender mainstreaming to be institutionalized and for the organisation to move forward measures have to be taken which will ensure the staffing of this unit beyond the end of the contracts of the present incumbents. Given the competing priorities for country office and programme funds a strong case will need to be made to ensure that this happens, and to prevent the policy evaporation which is so common in gender mainstreaming policy implementation in development agencies.

6. Gender Mainstreaming in UNDP ES: Programmes and Projects. There are four areas of focus for the operational programmes of UNDP: (1) governability and violence, (2) local development, (3) environment and natural resource management, (4) services for development, and the gender approach. In order to evaluate the methodology and success of gender mainstreaming within UNDP-ES we looked in detail at two of these areas where select projects were identified with the purpose of including a gender mainstreaming approach throughout their project cycle - these were a project called “Life without violence” and “Local development”. In the areas of Environment and Services for Development there had been only timid efforts to mainstream gender and thus this mission did not focus on those areas. The lack of gender capacity and the absence of systematic attention to gender issues, or the utilization of a gender lens in the main operational programmes of the UNDP ES activities was identified in the 2002 diagnostic as a major area of weakness. Three years ago none of the programme areas saw gender as a high priority at the planning level, the design or the operational or monitoring stages of operations. Moreover there were almost no dedicated resources for gender related activities and little understanding of the key implications of key international commitments concerning gender equity in terms of the UNDP programmes.

6.1. Programme Area: Towards a Society without Violence

Having identified the lack of a gender perspective within this project area, systematic efforts have been made following the strategy agreed on the basis of the diagnostic carried out in 2002 (See Section 5.1 above) and considerable progress has been made towards rectifying this situation and moving towards an effective integration of gender perspectives within the programme teams. The evaluation team was pleased to note excellent relations between the gender unit and all the programme teams who each spoke very enthusiastically about the value added offered by incorporating a gender focus into their work.

This was particularly striking in the case of the anti violence programme “Towards a Society without Violence” which was one of the main UNDP activities under its governance and capacity building programme. The programme also responds to one of Salvador’s most pressing development problems. Violence is a problem which permeates every level of society in a post conflict country and El Salvador is no exception. Since its role in the peace process in 1994, UNDP has consistently sought to contribute to addressing the problem of violence in order to promote stability, good governance and economic productivity and growth. However until recently the gender aspects of violence were ignored. The programme team recognized that they had moved from a position in 2002 where they “did not see the relevance of gender to issues of violence, except perhaps in terms of domestic violence” to one in which the “Society Without Violence team has internalized gender sensitivity in a manner which is reflected in its daily work, from discourse to attitudes to actions”. (*Sociedad Sin Violencia + Genero: resultados!* Joint Report Gender Area 2004: 6).

A review of the different activities of this team during 2004 reveals that gender mainstreaming has been key if not central to all its activities. The 2004 Analysis of Results given in the Report entitled “Society without Violence + Gender: Results!” reports on the following outputs:-

(i) *Programme to counteract violence and juvenile delinquency at the local level:*

(a) a gender perspective has been incorporated into this programme via three routes: 30 young women were financially supported to attend a series of courses in the National Arts Centre and Dance Schools, with funds from the InterAgency Programme for the Empowerment of Adolescent Women and later from the Programme on Youth Violence (PIEMA);

(b) Monthly workshops on diverse gender issues were held;

(c) Access to the psychological services in some of the municipalities (as part of university students professional practice) has been facilitated;

(ii) *PIEMA (Interagency Programme for the Empowerment of Young Women)*. This is a UN Interagency initiative (SEE GIGNU below), which is coordinated by UNDP. Within this the UNDP components include

(a) The coordination of a Gender Task Force on national policies for Youth;

(b) A training programme for Young Women Leaders in six municipalities

Because of coordination problems between the agencies the success of gender mainstreaming has been limited in this project (See ROAR: Appendix). This has meant that each agency has been implementing its own component according to its particular agency’s approach, rules and procedures, which makes it difficult to prioritize mainstreaming across the whole programme. However UNDP has contributed by carrying out empowerment workshops with the young women involved.

Meetings with the programme coordinator revealed the following achievements

(iii) *Gender Violence:*

(a) Programme for prevention of gender violence in the educational sphere was designed

(b) Support for activities around the International Day Against Violence Against Women

(c) Coordination of Inter-institutional and Criminal Investigation has taken place

This was a joint activity organized by the Executive Technical Unit of the National Council of Public Security of El Salvador, and included individuals from all sections of judges, fiscals, public defenders and police. 8 sessions aimed at integrating gender sensitivity was supplied by members of the Gender unit and focused on real cases concerning domestic violence, sexual abuse and rape.

(iv) *Permanent Anti-Violence Seminar*

Now in its third year this seminar unites decision makers, academics, professionals, journalists, opinion leaders and specialists in the area of violence. It is aimed at encouraging all participants to include a gender focus in their work. To date it has covered a range of themes including the language of violence in the media, the influence of drugs, daily culture and urban civic harmony, urban open spaces and the prevention of violence, intra family violence and masculine identity, as well as conceptualizing gender violence as social violence

(v) *National Policy and Programme for Security and Civic Harmony*

UNDP has worked with the Ministry of Governance (Interior) to provide policy advice and ensure the integration of a gender perspective throughout the draft of what is to become a national policy for Security and Civic harmony. The draft is finalized and is being discussed.

(vi) *Research*: UNDP has contributed to research, which incorporates a gender perspective on strategies for the prevention and control of violence. The permanent Seminar (See above) also discussed the draft of the current Gender and Human Development Publication: *The costs of violence* which is currently in preparation.

(vii) *Training on Small Arms Control*: UNDP facilitated an input from UNIFEM on the gender perspectives for research training course on “Control of small arms”, part of an overall initiative to achieve the disarming of the Salvadorian population.

This list of interventions illustrates the range of activities undertaken by the “Society against Violence” team, in conjunction with the Gender Unit of El Salvador which illustrates the ways in which they have worked to make gender mainstreaming a systematic part of the work of this area.

6.2 Local Development and the Environment

Much of the work of this programme area is focused within the “Local Economic Development, Territorial Rehabilitation and Small Infrastructure Works” which UNDP is implementing in the Department of Sonsonate. This is a multi-sector project which was requested by the GOES following the earthquakes in 2001, in partnership between bilateral agencies, national and local development institutions, where UNDP is the coordinating and implementing agency. The Italian Cooperation agency is the main funder for this project, providing nearly 97% of the \$2,275 million for the first two phases (with a small contribution from UNDP’s TRAC funding and the Dutch Cooperation Agency, DGIS). However, as the agency responsibility for executing the project, UNDP has been able to take its gender mainstreaming perspective to the different elements of the programme but most certainly through building a specific component for the promotion of women’s economic opportunities.

Given the post earthquake context of this project, there are three major foci – (a) the rehabilitation of the local economic infrastructure and the revitalization of productive activities; (b) territorial and environmental improvements and (c) rehabilitation and reconstruction of the community infrastructure networks.

In terms of gender mainstreaming our field visit and research concentrated on the first of these, the programme aimed at the revitalization of the local economy. However it should be noted that the original project agreement includes “a gender focus” as one of the criteria guiding specific activities in this project, along with a participatory approach.

There are three important strands and structures of the gender focus in Sonsonate:

- (a) ***Standing Committee on Gender, Sonsonate (Mesa de Género de Sonsonate)***: provides a formal institutional representation of a gender perspective in the structures and planning and oversight of the programme.

The participants in the Standing committee represent several local governments, NGOs, local development agencies, women’s organizations, and regional association of cooperatives.

This *mesa* serves several purposes:

- It allows a gender perspective to be developed and maintained in all the elements of the project.
- It involves key stakeholders in the formulation and delivery of a gender perspective. The mesa comprises eight municipal governments, and a number of civil society and local and national development agencies²⁶
- The *mesa* allows for cooperation among sectors so that gender can be seen as a cross cutting issue which traverses all parts of the programme and cannot be reduced to a single element such as skills training or women's political participation:
- It facilitates capacity building and information sharing on gender issues and gender approaches across the different elements of the project
- It allows gender experience to be cascaded to different levels of the project activities.

The following two activities –the Equal Opportunities Plan, the Network of Women Micro-Entrepreneurs and the Women's leadership project are all the result of the activities of the *Mesa de Género* illustrating the way in which positioning gender oriented structures and resources in the design and planning phases of projects can produce further activities designed to deliver gender equity outcomes. This project is a joint effort of a large consortium of development agencies, national and local government offices and civil society organizations. UNDP's role in this partnership is not only as coordinator and implementing agency. It has clearly provided the lead in terms of gender mainstreaming in the Sonsonate project and has supplied a range of technical and professional gender expertise to support various aspects of this work.

(b) Plan de Igualdad de Oportunidades Departamental (PIO) 2005-2009

This plan was elaborated by the *Standing Committee on Gender in Sonsonate* on the basis of a participatory process which included a base line study and needs assessment. This established the main gender lags in development and political indicators within the region using the tri partite model of productive, reproductive and community management work. A further analysis concerning access and control of economic and human resources, and an overview of other human development issues including gender policy, public participation, culture, religion, education, health, the environment and violence was carried out. Also an institutional mapping of the main government and civil society organizations working in and for women's rights and development was undertaken. This resulted in the design of the Equal Opportunities Plan for 2005-9 which presents a series of elements to promote gender equity to be carried out within the context of the Local Development plan. The Plan includes a wide range of areas of development, from a gender equality perspective that would be addressed at the Departmental level, namely, the increase in supply and access to appropriate health and education services, training programmes on issues including legal, labour and human rights legislation and entitlements, reproductive health and anti violence campaigns and projects, support for women's local political participation and business and skills training. Clearly at the time of our visit in March 2005 these initiatives were only just getting underway but the whole plan is a good example of what gender mainstreaming might look like at a local level. Funding is being sought to implement this project from JICA (the Japanese Aid agency).

²⁶ FIDSL (Social Investment Fund for Local Development, FUNSAPRODESE (Salvadorian Foundation for Social Promotion. and Economic Development, ASDI (the Salvadorian Association of Integrated Development); ADEPROCCA (Association of Central American Producers and Traders) and the el Jobo Cooperative Society; and a number of national and local women and equality organizations; the National Equality Network, the Gender Committee of Nahuilongo, the Association of Salvadorian Women (ORMUSDA), las Melidas, MSM.

(c) Network of women entrepreneurs (Red de Mujeres emprendedoras)

This is an initiative to link together women who are working in survival businesses in street trading and home-based production. It has organized a range of skills training seminars for women micro -entrepreneurs, including project design, marketing and packaging. We were able to see first hand the results of some of these efforts – women making sweets based on traditional fruits, natural cosmetics and crafts. Although it is too early to say whether these activities will provide a living wage for the women involved and/or whether their earnings will surpass those of their previous occupations, it is clear that their contribution to household income will raise both the wellbeing of the family and their status within the household. The women interviewed said that involvement in the project had increased their self-esteem, helped them build a network of support and had offered wider visions of their economic opportunities. It is also important to note that the activities of this network give a visibility to the economic roles of women in the local economy and validates their position as economic actors in their own right, increasing their “perceived contributions”(cf Amartya Sen).

(d) Women’s Leadership Project

Agreement has been reached with UNIFEM to approve a project on “Economic leadership for women, and strengthening women’s leadership in the governance of local and regional development” which will be initiated in 2007.

UNDP ES Self-assessment on Gender mainstreaming and the promotion of gender equality

The ROAR 2004 clearly reflects how gender has been mainstreamed in the planning, implementation and reporting of UNDP ES activities in most of its programme areas, in comparison with previous years. During the 2000-2003 SRF and reporting on results, not only was there no strategic outcome addressed to the promotion of gender equality or women’s empowerment, but none of the country programme outcomes –except the one related to the production of a NHDR - had any mention of gender considerations being incorporated into planning nor reflected in the results reported. Although the ROAR is a self-assessment and cannot be taken as the final word validating UNDP’s contribution to results on the ground, it is certainly an indicator that confirms the mission’s assessment that the CO has made progress in identifying relevant gender issues to be considered throughout a variety of UNDP’s programme activities, and is consciously tracking results in the promotion of gender equality and women’s empowerment, at least through the ROAR (A summary of the ROAR 2004 reflecting the ways in which gender targets have been institutionalized and achieved can be found in Annex 2).

In 2004 UNDP ES reported on the eight intended outcomes it has set itself to achieve. For most outcomes (7 out of 8) there are positive responses to most of the four questions that gauge to what extent gender was mainstreamed into the particular activities aimed at achieving the outcome. Overall, these are the conclusions that emerge from the self-assessment:

1. For most outcomes (88% or 7 out of 8), the CO alleges that gender analysis was conducted prior to the activities undertaken;
2. For 5 out of 8 outcomes (62%), the CO declares it has facilitated women’s representation and participation
3. For 6 out of 8 outcomes (75%), the ROAR asserts that efforts lead to specific actions that empower women
4. For 6 out of 8 outcomes (75%), the CO considers it has promoted innovative to incorporate gender into national policy, legislation or MDG processes

7. Gender Mainstreaming in El Salvador: Knowledge Generation, Policy Dialogue, Institutional Capacity Building and Coordination of Development Actors

UNDP has a role within El Salvador, as elsewhere in terms of forwarding the UN's mandate, and in particular in elaborating and implementing the Human Development goals at the international and national levels. It is also the score-keeper for the Millennium Development Goals which provides an entry point for the profiling of gender equity concerns within the wider development and government community in the country. It also has a duty to support the implementation of other international agreements including the Convention for the Elimination of all forms of gender discrimination (CEDAW) as well as other human rights instruments which contain gender equity values and goals. It is therefore of prime importance that its activities in the wider community within specific countries should reflect this mandate and that the gender mainstreaming brief should be seen as central to its "external activities" in the country.

In the following sections the ways in which gender perspectives have been included and foregrounded in these activities is detailed. Whilst many of these activities could also have been included within descriptions of the country offices programme areas, we have discussed them separately in order to build up a picture of UNDP's profile and value added in the country within the non-project dimensions of UNDP's activities in ES (i.e. external to the country offices own administration and project activities, such as policy dialogue and advice, coordination of national and international development actors, knowledge generation and advocacy).

7.1: Knowledge Creation

The publication of the Global Human Development Report and the Human Development Report for El Salvador underlies the organization's reputation within the development and government community in the country. UNDP is seen as (one of the few) suppliers of unbiased and reliable information and statistical data on the country and the national NHDR is a reference point for many organizations. When assessing whether UNDP has made a difference in a particular area of development in a country it is important to do so in the context of UNDP's mandate. Following the principle of respecting national sovereignty, it is necessary for UNDP to move in line with its government counterparts, resisting the demands of other stakeholders –human rights activists, anti poverty campaigners for example- who would like the report to contain a more trenchant critique of government policy and a more explicit foregrounding of the links between economic inequalities, poverty, violence and political instability. UNDP needs to achieve a delicate balance between advocating for a human development perspective –including bringing sensitive issues such as gender equality, corruption, etc- onto the public agenda, and at the same time maintaining a relationship of trust and dialogue with the government in order to be able to work together. However the Gender and Human Development publication: Gender Equity in El Salvador is an important signifier of the institutional support for gender mainstreaming in UNDP ES. The journal is one of a regular series on Human Development, carries the logo of UNDP-ES with a foreword by the current Resident Representative in which he says that "*UNDP El Salvador reaffirms its conviction that the progress and empowerment of women and their full and equal participation in Salvadorian society must become an essential priority for the development agenda of the country*". While most stakeholders recognize that the publication takes a bold stance in identifying the gaps in gender equality in the country, and in pointing up legal and institutional weaknesses, others are of the view that UNDP should have a consistent gender analysis running through the entire National Human Development Reports (NHDR), irrespective of thematic focus, instead of having a separate section within the NHDR or a separate publication on gender.

7.2 Coordination of Development actors

UNDP has also initiated and convened a number of coordinating platforms among development partners which have provided a forum for gender advocates across different spheres of policy and politics within the country. It has also helped build a common agenda and “voice” to establish a dialogue with government agencies.

(a) Promotion and coordination of the Gender standing committees of the International agencies (Mesa de Género de Agencies Internacionales)

This groups 17 organizations –both governmental and NGOs and women’s organization and international development organizations and is seen to be an important platform which brings together a range of stakeholders which work towards gender equity, in spite of politically different positions on gender and other issues.

(b) The Inter-UN Agency Gender Group (GIGNU). This is an ongoing committee that coordinates UN agencies gender work on different areas including local development, violence etc. One of the concrete results of this group is the creation of the PIEMA project for the empowerment of young women, though as noted above coordination between the agencies has not been totally smooth to date (See Section 6 above).

(c) Network against violence against women. Since 1997, UNDP has supported this network which builds awareness about violence affecting women, masculinities and has initiated the institutional and informal responses to these issues.. It also organized public events to mark International Women’s Day (March 8), and the International Day against Violence against Women (November 25). An important achievement of this network was the elaboration of a guide to coordinate the inter-institutional response of all government bodies in charge of prosecuting violence related claims. This manual was an important accomplished as operators of justice often blocked procedures due to lack of clarity on each operator’s responsibilities and procedures.

In response to the problem of atomization of the women’s movement in El Salvador, UNDP has convened all women’s organizations and gender sensitive NGOs to constitute a common platform and agree on an agenda to establish dialogue with government bodies, including ISDEMU with whom relations have been tense. This platform is called “*Concertación de Mujeres*” (Women’s Caucus). UNDP is facilitating these meetings which will create a discussion forum on gender equity integrating key players such including ISDEMU and other and other agencies in the government which have responsibilities for gender mainstreaming.

7.3 Policy Dialogue and Building capacity at national Government level

The main activities of UNDP in terms of building gender capacity within the national government are as follows:

- Support for the Gender Budget project for the National Assembly
- Dialogue with ISDEMU; because of difficulties about how this institution works UNDP’s involvement to date has been limited. However, under the leadership of the Spanish cooperation agency (AECI) UNDP is set to play an increasing role with ISDEMU.

A further entry point for UNDP, as described in section 4.6, has been around the Millennium Development Goals. UNDP organized a National Forum on the MDGs to build consensus and develop planning and policy instruments to mainstream gender throughout the eight goals. This forum was attended by more than 150 people from different government offices, international development agencies, women’s groups and civil society organizations and allowed UNDP to

take a public position in support of the centrality of gender equity across the MDG agenda. The result was a thorough, broad-based discussion that contributed to raise awareness on the centrality of gender issues to poverty-reduction, and came up with concrete ways to include gender targets and indicators to guide policy and measure its progress. Additionally, all parties agreed to realign the more than 30 thematic coordination roundtables with the MDGs and reduce them to eight.

8. Evaluation of UNDP El Salvador's achievements in Gender Mainstreaming: Recommendations and Lessons for other countries

Given the comprehensive and systematic efforts that have been made in El Salvador to mainstream gender across UNDP's range of activities and operations it is useful to reflect on (a) where UNDP-ES goes from here and (b) what lessons can be learnt in terms of the efforts of other countries

Recommendations for El Salvador

1. It is imperative that steps are taken to institutionalize the posts of the Gender unit team – in order to ensure that function when the present incumbents come to the end of their service contracts. This will require hard choices over budgets, staffing and resources. The potential for the Gender trust fund and other sources of funding should be investigated.
2. More attention should be given to institutionalizing the procedures for involvement of the Gender team in senior management functions.
3. There should be regular yearly planning meetings between the RR and the gender team and a system of on going monitoring and evaluation of their work should be put in place
4. The Gender team might consider consolidating the work already achieved by developing a “light touch” ongoing process with the Human Resources and operational personnel rather than the intensive work to date.
5. The Gender team should ensure that any work they take on with a regional function is properly resourced rather than added to their existing workload. This is currently being considered.
6. Senior management, especially the RR, needs to explicitly commit himself and his staff to making the gender mainstreaming mandate visible in all policy development and public interactions. This is especially important in terms of the work around the MDGs where the current focus tends to remain on goal 3 rather than the gender implications of all 8 goals.
7. The RR needs to support the Gender team in improving communications with ISDEMU with a view to exerting more influence on the national gender machinery. In addition it can strengthen its institutional linkages with the GOES by systematizing its relationship with the *Secretaria Técnica*, in order to improve policy dialogue and build institutional capacity with other Ministries.
8. UNDP needs to build on the newly initiated *Red Solidaria* to work with government to develop further pro poor anti poverty measures, and to particularly focus on the gender aspects of poverty and the gendered constraints on women in meeting their productive as well as their reproductive and community management roles

9. It is not appropriate to expect the gender team to have state of the art expertise across the whole raft of gender and development issues – violence, post conflict reconstruction, economic entrepreneurship, labor rights, international trade, reproductive rights, political participation, gender sensitive organizational and Human Rights strategies. The team, together with the senior management should consider a regular “gender academy” on specialized topics. This would also provide a service to the wider development community (who has expressed the need for such opportunities- provided in bite sized session eg breakfasts). In this way gender capacity is built up from within.
10. UNDP RR should undertake an annual review of its priorities in terms of mainstreaming gender in the development process in El Salvador. It might be useful to use the MDG platform to focus on anti poverty and economic opportunities from a gender perspective. The fear of the implications of China’s imminent accession to the WTO and the possibility of displacing El Salvador’s *maquila* industry is another entry point for gender focused work in this area.

Lessons for Gender Mainstreaming in UNDP

1. It is important to have a conscious and systematic strategy that breaks down the tasks into different areas: *Intra Institutional, Organizational policy and Internal Capacity Building; (ii) Operational Programmes and Project; and (iii) Knowledge Generation, Policy Dialogue, Institutional Capacity Building and Coordination*. The work involved in gender mainstreaming is long term and different elements build on previous work. Don’t try and do everything at once. The gender audit carried out in El Salvador provided an important bench mark for future work.
2. The support of the RR and senior management is key; if it is not there already, strategies have to be found to encourage it.
3. A commitment to gender mainstreaming should be incorporated into all recruitment processes including those for RRs.
4. Gender mainstreaming needs dedicated resources. It can’t be added to existing job descriptions.
5. A single Gender Focal point cannot deliver gender mainstreaming. It requires a multi skilled team which should be built up over time.
6. It is essential to clarify the relationship with other UN agencies in terms of gender mainstreaming in country, particularly with UNIFEM. Where this relationship works well the roles of different agencies are complementary and the sum is greater than the parts.
7. The CCA-UNDAF process should be used as a unique opportunity to build inter-agency capacity on gender analysis among UN agencies and the implications for their specialized areas of work; to agree on goals and strategies and responsibilities to advance gender mainstreaming and the promotion of gender equality.
8. It is possible to use the gender mainstreaming platform to establish a dialogue between opposing stakeholders.

9. It is possible to use the gender mainstreaming platform as an entry point to work with governments on other priorities for the UN mandate including poverty eradication and post conflict and anti violence policies.

Annexes

1. List of people interviewed
2. Financial allocation per programme area of UNDP portfolio 1995-2005
3. Summary of ROAR 2004
4. Net ODA and Share of GNI
5. Top five donors of gross ODA (2002-2003 average)
6. List of key documents

Annex 1. List of People interviewed during Evaluation mission to El Salvador

CIVIL SOCIETY ORGANIZATIONS

ANA ISABEL LÓPEZ	MEMBER OF SALVADOREAN WOMEN'S MOVEMENT (MOVIMIENTO DE MUJERES SALVADOREÑAS, MSM)
CECIBEL GUARDADO	CONCERTACIÓN DE MUJERES
ISABEL ASCENCIO	MEMBER OF INSTITUTE OF RESEARCH, CAPACITY BUILDING AND WOMEN'S DEVELOPMENT (IMU)
AMÉRICA ROMUALDO	COORDINATOR OF NETWORK AGAINST VIOLENCE AGAINST WOMEN
GILDA PARDUCCI	MEMBER OF LAS DIGNAS
PATRICIA IRAHETA	EXECUTIVE DIRECTOR LAS DIGNAS
HELEN VAN ACKER	FORMER UNDP GENDER FOCAL POINT / DIRECTOR OF ...
ROBERTO BURGOS	HUMAN RIGHTS INSTITUTE – CATHOLIC UNIVERSITY (IDHUCA)
MARITZA HERNÁNDEZ	HUMAN RIGHTS INSTITUTE – CATHOLIC UNIVERSITY (IDHUCA)
BENJAMÍN CUÉLLAR	RIGHTS INSTITUTE – CATHOLIC UNIVERSITY (IDHUCA)
MÉLIDA GUEVARA	GENDER FOCAL POINT OXFAM AMERICA

RESEARCH INSTITUTIONS & GENDER EXPERTS

GIOVANNA RICCI	INDEPENDENT CONSULTANT
ANA LANDA	RESEARCHER, LAS DIGNAS
URANIA MORALES	LOCAL DEVELOPMENT AND GENDER ADVISOR
MARCOS RODRÍGUEZ	RESEARCHER, NATIONAL DEVELOPMENT FOUNDATION (FUNDE)

LOCAL DEVELOPMENT PROJECT SONSONATE

ROSALÍA JOVEL	CONSULTORA MESA DE GÉNERO SONSONATE
MARGARITA BERMÚDEZ	ADMINISTRADORA PROYECTO DL EN SONSONATE
IVÁN CERDÁ	TÉCNICO COMPONENTE DESARROLLO ECONÓMICO
LOCALFABRIZIO BRUTTI	COORDINADOR PROYECTO
GIANNI GIACOMINI	COOPERACIÓN ITALIANA
MARIO BARATTA	ENCARGADO DEL COMPONENTE DE REHABILITACIÓN TERRITORIAL
PEDRO VIDES	TÉCNICO DEL SISTEMA DE INFORMACIÓN GEOREFERENCIADO
DIEGO SALCEDO	ENCARGADO DEL COMPONENTE DE ORDENAMIENTO TERRITORIAL
IZASKUN ELIZONDO	ENCARGADO DEL COMPONENTE DE GÉNERO EN EL PROYECTO

GOVERNMENT OF EL SALVADOR

ZOILA DE INOCENTTI	DIRECTORA EJECUTIVA DEL INSTITUTO DE DESARROLLO DE LA MUJER (ISDEMU)
MILENA DE CALDERÓN	DIPUTADA POR ARENA ANTE LA ASAMBLEA LEGISLATIVA Y REPRESENTANTE DE CIM/OEA
YOLANDA VILLAR	RESPONSABLE DEL ÁREA DE GÉNERO DE FISDL
HAZEL ESCRICH	RESPONSABLE ÁREA SOCIAL DE LA SECRETARÍA TÉCNICA DE LA PRESIDENCIA DE LA REPÚBLICA
EDUARDO HERNÁNDEZ,	DIRECTOR DE LA COOPERACIÓN MULTILATERAL DEL MINISTERIO DE RELACIONES EXTERIORES

UNDP

BEAT ROHR	REPRESENTANTE RESIDENTE DE PNUD
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PETER GROMANN	REPRESENTANTE ADJUNTO DE PNUD
RAQUEL LAGUNAS	RESPONSABLE ÁREA DE GÉNERO DE PNUD
NEUS BERNABEU	ÁREA DE GÉNERO PNUD
MARCELA SMUTT	OFICIAL DE PROGRAMA DE AREA DE SOCIEDAD SIN VIOLENCIA
IVAN MORALES	OFICIAL DE PROGRAMA DESARROLLO LOCAL
CLEMENTE SAN SEBASTIAN	OFICIAL DE PROGRAMA SERVICIOS PARA EL DESARROLLO-
INKA MATTILA	ANALISTA DE PROGRAMACIÓN
CARLOS ACEVEDO	COORDINADOR ADJUNTO DEL INFORME DE DESARROLLO
HUMANO- WILLIAM PLEITÉZ	OFICIAL DE PROGRAMA DEL INFORME DE DESARROLLO
HUMANO- LISSETTE MIRANDA	PROYECTO SOCIEDAD SIN VIOLENCIA
NELSÓN AMAYA	OFICIAL DE RECURSOS HUMANOS

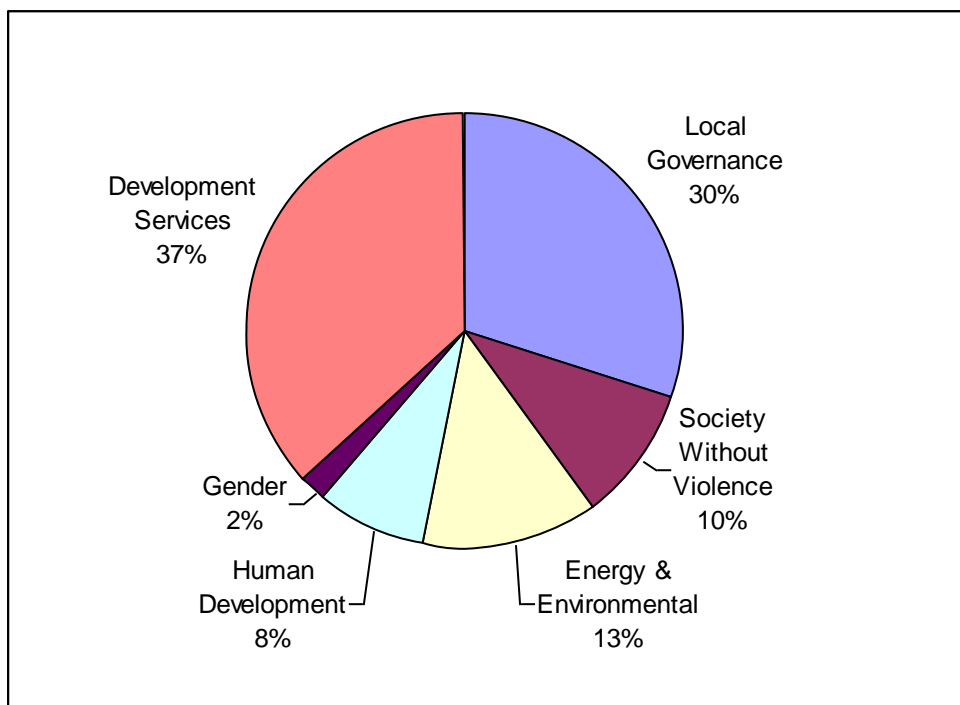
UN SYSTEM

SALOMÉ MARTÍNEZ	COORDINADORA INTERAGENCIAL NACIONES UNIDADAS
FRESSIA CERNA	DIRECTORA FONDO DE POBLACIÓN DE LAS NACIONES UNIDAS (UNFPA)
HANNIA FALLAS	COORDINADORA DEL POGRAMA INTERAGENCIAL PARA EL
EMPODERAMIENTO DE LAS MUJERES ADOLESCENTES (PIEMA)	

DONORS & REGIONAL BANK

IVETTA GANEV	PUNTO FOCAL DEL BANCO INTERAMERICANO DE DESARROLLO (BID)
PHILLIPPE DEWEZ	REPRESENTANTE DEL BANCO INTERAMERICANO DE DESARROLLO
(BID)	
AFRICA SANCHIS	GENDER & DEVELOPMENT SPECIALIST – SPANISH COOPERATION AGENCY

2. Share of outlays according to programme areas (TO BE COMPLETED with Ondina's project list data)



Source: UNDP ES

Annex 3: Contribution through UNDP support to the Four Gender-related Results Indicators. ROAR. El Salvador 2004

Contribution through UNDP support to the Four Gender-related Results Indicators. El Salvador 2004					
	Was gender needs analysis conducted	Facilitated women's representation and participation	Did efforts lead to specific actions that empower women	Promoted innovative approaches to incorporating gender into national policy, legislation and MDG processes	Comments
1. The human development approach and specific targets to achieve the MDGs incorporated in the policy and planning frameworks at national and local levels	Yes	Yes	Yes	Yes	Both the NHDR 2003 and the Gender & Human Series publication identify the gender gaps in different areas, offer gender disaggregated indicators and information, and facilitate comparative analysis on gender gaps between ES and other countries. The gender approach was used in the elaboration of both publications and the related communication strategies. The promotion of these publications has facilitated the increasing gender sensibility among different stakeholder groups. The results have contributed to recognize the importance to incorporate gender focus in the national budgets (see also results related to outcome under service line 1.6).
2. National and local capacities for elaborating gender sensitive public policies strengthened taking	Yes	Yes	Yes	Yes	An internal gender strategy is under implementation. During the year 2004 trainings on gender mainstreaming and gender approach in programming were arranged. The gender unit's internal and external actions aim to

into account the framework for international agreements and the existing gender gap in the country					contribute to the diminishing of gender gaps in the country. According to the logic of the strategy, sustainable results are not possible if the CO's internal gaps are not tackled. The CO's gender unit cooperates closely with all other programme areas in order to guarantee that gender approach is transversally included in the programming, esp. in the areas of Local Development and Violence Prevention. In the framework of local development project in the Sonsonate Department, establishment of an entrepreneur women's network was completed. The gender approach has been integrated from the very beginning in the formulation of the peaceful coexistence and public security policy proposal. In the framework of the gender sensitive budgeting -project, a concrete effort to affect the national resource allocations has been started.
3. Social and political polarization diminished through the institutionalization of dialogue mechanisms to settle differences and agree on public policies among the main political actors.	Yes	Yes	Yes	Yes	Gender sensitive approach is integrated in the formulation of the proposals. See outcome 2.6 and outside outcome for further specific analysis.
4. National Agenda on Local Development and Decentralization adopted by key governmental and non-governmental actors.	Yes	Yes	Yes	No	Gender mainstreaming efforts in the local development projects has been accomplished. A manual of local development with gender mainstreaming is being elaborated in coordination with other International Cooperation Agencies. The pilot experience on local development in the Sonsonate region promoted the establishment of an Economic Local Development

					Agency that facilitates resource allocation, which is now being coordinated by a women's NGO. This Agency enabled the creation of a local standing committee on gender, making it possible to allocate resources and decision making towards women empowerment actions. An equal opportunities plan was also designed to be implemented in the region and an entrepreneur women's network linked to the National Commission of Small Enterprises created.
5. Government funds for social investment used in a more efficient way to contribute to the achievement of the MDGs	No	No	No	No	The gender approach has not (yet) incorporated to the initiative, as gender disaggregated data on public social investment does not exist, and given that the first phase of the intervention was mainly focused on a diagnosis based on data analysis.
6. Integral national response for the prevention and reduction of violence formulated and implemented in coordination with key governmental and non-governmental stakeholders.	Yes	Yes	Yes	Yes	Gender mainstreaming has been included in the formulation of the policy draft, also the production of information and knowledge diffusion incorporate gender sensitive approach. Security policy making introduces an innovative approach to consider gender equality into violence prevention framework. Through the Interagency Young Women Programme (PIEMA) the Young Women Empowerment Project contributed to women's increased representation in the economic field and dedicated interventions to be carried out.
7. National capacities strengthened to promote the use of Payments for Environmental Services (PES) for ecosystem and biodiversity management.	Yes	No	No	Yes	In the preparation and formulation of the initiative, a gender mainstreaming approach was applied through examples from lessons learned, workshops and exchanges. In the implementation of a future PES project, gender mainstreaming would continue to be an integral part of the initiative.

8. Institutions on various levels strengthened to facilitate broad based, multi-sectorial responses to HIV/AIDS	Yes	No	Yes	No	Gender mainstreaming was incorporated by experts in the project planning, which lead to the implementation of specific actions to address women's' needs, promote women's participation in the HIV/AIDS policy making and equal opportunity access to the project services. However the monopoly of homosexual persons over the public voice in this topic is still a tendency, even when women's infection has increased almost to a 50-50 proportion.
Source: 2004 Results reporting for El Salvador (ROAR)					

4. Net ODA and Share of GNI

	2002	2003
Net ODA (US\$ millions)	233	192
Net ODA/GNI	1.7%	1.4%

5. Top five donors of gross ODA (2002-2003 average)

	US\$ millions
1. United States	87
2. Spain	41
3. Japan	31
4. EC	29
5. Germany	16

Source: OECD DAC 2003

6. List of Key Documents

UNDP El Salvador: Internal Documents:

- Gender Diagnostic 2002
- Gender Mainstreaming Strategy: UNDP El Salvador 2002-2006
- Operational Plan 2003-2006: Gender Mainstreaming Strategy: UNDP El Salvador
- Manual “How to mainstream gender in a country office”, UNDP El Salvador, 2004.
- Human Development Series Publication Nr. 3: Gender Equity in El Salvador. March 2004.
- MDG Report 2004
- National Human Development Report 2003