

UNITED NATIONS



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**AZERBAIJAN**

## GENDER SCORECARD

### **UNCT Performance Indicators for Gender Equality and Women's Empowerment**

### **Narrative Report**

**Baku, April 2009**

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## INTRODUCTION

This narrative report presents a summary of the process followed in implementing the UNCT Performance Indicators for Gender Equality and Women's Empowerment in Azerbaijan. The exercise was carried out over a period of 15 days in April 2009.

The report describes the methodology used, and then outlines the results. It presents the strengths and weaknesses that were identified, and highlights the best practices in promoting gender equality and women's empowerment. It ends with a follow-up matrix of recommendations that have been discussed and accepted by the UNCT, as actions to be taken over the next UNDAF period.<sup>1</sup> The annexes contain lists of the key informants who were interviewed, and the documents that were consulted.

This narrative report is complementary to the Scorecard, which has also been shared with the UNCT.

## METHODOLOGY

In keeping with the process laid out in the User's Guide,<sup>2</sup> a desk review of key documents was first carried out. The User's Guide provided a suggested list of resources,<sup>3</sup> which was finalized in consultation with the Chair of the Gender Theme Group.

A total of 23 face-to-face interviews were carried out with Heads of Agencies, Gender Focal Points, and key informants within the government and civil society identified by the Gender Theme Group (GTG).<sup>4</sup> In some cases, additional information was obtained by follow-up emails or telephone calls. Interviews were not conducted with two members of the UNCT: (1) the Food and Agriculture Organization because the one officer stationed in Baku was on maternity leave, and it was not possible to organize a telephone interview during the interview period with the Sub-regional Coordinator for Central Asia in Ankara, and (2) the World Food Programme, which has been phasing out its operation over the last two years.

A meeting was held with the RC and the Chair of the GTG prior to the verbal briefing of the UNCT, to review the Scorecard results and the draft follow-up matrix.

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<sup>1</sup> The Government and the UN Country Team agreed to extend the 2005-2009 UNDAF through 2010. This decision harmonizes the next UNDAF, covering 2011-2015, with the State Programme for Poverty Reduction and Sustainable Development (SPPRSD) and the Millennium Development Goals (MDGs), which are also intended to be fulfilled by 2015. (UNDAF Annual Review Report 2008, p. 1)

<sup>2</sup> *UNCT Performance Indicators for Gender Equality: Users' Guide*, prepared by UNDG Task Team on Gender Equality, June 2008.

<sup>3</sup> *Ibid.*, p. 7.

<sup>4</sup> See Annex 2. The key informant from the Ministry of Education was called away at the last minute, and the person who replaced him for the interview was unfortunately not sufficiently aware of the work with UN agencies to be able to provide useful information.

## FINDINGS

### 1) Strengths:

The UNCT scored the highest in the areas of Planning, Programming, and Budgeting, with respective scores of 4, 3.8, and 4 (on a scale of 0-5).

The gender analysis in the 2005-2009 CCA/UNDAF was uneven,<sup>5</sup> and a number of UNCT members were of the opinion that, as a result, the UNDAF did not have a sufficiently clear and ambitious vision of its objectives in terms of gender equality.<sup>6</sup> Nevertheless, overall, the UNCT scored well on the Planning dimension because of the attention given to gender equality in the UNDAF outcomes, outputs, and indicators - more than 50% of the output indicators were gender sensitive.<sup>7</sup>

The UNCT also scored high on the Programming dimension, because it is addressing many of the major challenges in terms of gender equality. A significant number of Joint Programmes are in place, that are either addressing gender issues, such as gender-based violence, or into which gender has been mainstreamed.<sup>8</sup> Improvements could nevertheless be made in two areas: increased capacity building of ministry staff for mainstreaming gender in their development plans, and for developing gender-responsive budgeting.<sup>9</sup>

Because the RC's budget is very modest (\$98,000 in 2007 and 2008, and yet to be determined for 2009), part 6.a of the Budgeting component was considered 'not applicable, and the criteria for part 6.b, 'Specific budgets allocated to stimulate stronger programming on gender equality and women's empowerment,' were applied to the UNCT member agencies. The UNCT met the minimum standard.

The UNCT also rated well in most areas of UNCT Capacities because it has an active

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<sup>5</sup> For example, no sex-disaggregated data was provided for children in institutions, knowledge of HIV/AIDS among adolescents, use of health services beyond reproductive health for women, access to micro credit, and composition of the civil service, and there was no reference to a need for sex-disaggregated data in these areas.

<sup>6</sup> One of the key informants within the Ministry of Labour and Social Protection also regretted the lack of stronger coordination among UN agencies on gender issues, and suggested that collaboration with women's NGOs be strengthened.

<sup>7</sup> This high percentage is due to the concentration of gender-sensitive output indicators in the areas of education and health and nutrition for women and children, where the UNCT is very active.

<sup>8</sup> A number of comments regretted that only those initiatives that qualified as Joint Programmes could be counted, on the basis that the heavy paperwork involved (which seems more suited to LICs than MICs) in establishing a Joint Programme often discourages initiatives that are supported by several agencies from becoming official Joint Programmes.

<sup>9</sup> UNICEF has taken a first step in this direction, by promoting 'social budgeting,' and joint advocacy by UNFPA and SCFWCA with the Ministry of Finance led to the establishment for the first time of a budget line for 'gender issues.' In the component 2.e in this same section, on 'UNCT support to gender mainstreaming in aid effectiveness processes,' the role of the UNCT in 'strengthening the government's ability to coordinate donor support to promote gender equality' was considered as not applicable to Azerbaijan; as stated in the RC's 2008 Annual Report, 'In the five years since the formulation of the last UNDAF, donors have almost disappeared from Azerbaijan and the volume of resources contributed by the UN has become insignificant as a share of Government revenue.' (p. 15)

Gender Theme Group with clear terms of reference, and strong support from the RC. The GTG Chair estimates that she devotes some 40% of her time to coordinating GTG activities and providing technical support to some of the other agencies. The GTG did not exist when the CCA/UNDAF were prepared, but its recommendations were taken into account in the revision of the UNDAF in 2007. However, the score was reduced by the fact that, although the UNCT has supported gender mainstreaming training for gender focal points and programme staff, it has not been at the rhythm recommended by the Scorecard. Because the teams are small, staff are responsible for more than one function, and so require training in a number of areas.

## **2) Weaknesses:**

The weakest areas for the UNCT in relation to the Scorecard ratings were Decision-making, Monitoring and Evaluation, and Quality Control and Accountability, with respective ratings of 2.5, 3, and 3.

The low score in decision-making is due to the fact that the GTG Chair is not a member of the UNCT Heads of Agency group, but attended all the UNCT meetings that dealt with gender.<sup>10</sup> On the other hand, the UNCT exceeded minimum standards in terms of the frequency with which gender equality was taken up at their meetings. In the debriefing session with the UNCT, the UNCT decided not to include the GTG Chair as a regular participant in the Heads of Agencies meetings because many items on the agenda are purely operational. It was agreed, on the other hand, that the UNCT should devote more time to substantive discussions of the three cross-cutting themes, and that the GTG Chair would continue to be included as relevant.<sup>11</sup>

The UNCT fully recognized its weaknesses in Monitoring and Evaluation. The majority of the indicators for the UNDAF M&E Frameworks are gender-sensitive where relevant. However, the Frameworks remain incomplete with no indication as to the reason for the lack of entries. The main reason appears to be lack of capacity, since few of the agencies have staff fully devoted to M&E. The focus is instead on increasing the government's capacity to monitor progress, which in some areas still raises issues of reliability. The Head of the Department of Social and Demographic Statistics within the State Statistical Committee stated in his interview that he would like to build trust in population for its statistics, but admitted that he sometimes finds himself in conflict with other ministries, who want to only show positive statistics.

The rating for Quality Control was low because of the failure to involve gender experts in the preparation of the CCA and 2005-2009 UNDAF. The Readers' Group comments

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<sup>10</sup> She is UNFPA's Policy Analyst, and therefore not a Head of Agency.

<sup>11</sup> The UNCT felt that more flexibility should be allowed for this component; the GTG Chair did not necessarily have to be a Head of Agency to be effective, and it would not make the best use of the Chair's time to always be included in UNCT meetings, in addition to the Head of Agency.

were not in the archives, and none of the current Heads of Agencies were in this post when the UNDAF was prepared.<sup>12</sup>

#### **Average scores per Scorecard dimension**

| <b>Dimension</b>                     | <b>Average score</b> |
|--------------------------------------|----------------------|
| 1 Planning                           | 4                    |
| 2 Programming                        | 3.8                  |
| 3 Partnerships                       | 3.3                  |
| 4 UNCT capacities                    | 3.3                  |
| 5 Decision-making                    | 2.5                  |
| 6 Budgeting                          | 4                    |
| 7 Monitoring and evaluation          | 3                    |
| 8 Quality control and accountability | 3                    |

### **3) Best practices:**

- The launch in 2004 of a Statistical Yearbook on ‘Women and Men in Azerbaijan’ which provides updated information in a wide range of areas, including data on women at decision-making levels within the civil service, women in the labour force, etc.
- A survey in 2005 on gender attitudes, which led to UNDP’s 2007 Human Development Report on ‘Gender attitudes’.
- Strengthening of partnerships between UNCT members through an active GTG, which led to a high number of Joint Programmes (8) that were either focused on gender issues, or into which gender was mainstreamed.
- Joint advocacy and joint awareness-raising campaigns on gender, through two Joint Programmes for TV campaigns on gender stereotypes and gender-based violence, as well as the Month of Activism against Violence against Women (a yearly campaign), and the production of video materials (TV spots and documentaries).
- The first-ever countrywide survey on violence against women, conducted in 4,700 households.
- A qualitative survey on early marriage in rural and urban areas.

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<sup>12</sup> Only 4 of the 20 UNCT interviewees were with the UN when the CCA/UNDAF were prepared, and only the ILO and World Bank representatives were members of the UNCT.

## FOLLOW-UP MATRIX

| Dimension          | Average numerical rating | Main follow-up issues                                                                                                                                         | Steps to be taken, including technical assistance needed, time-frame, allocation of responsibility, and resources required                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |
|--------------------|--------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Planning</b>    | <b>4</b>                 | <p>1) Uneven gender analysis</p> <p>2) Absence of sex-disaggregated baseline indicators in some areas</p> <p>3) Absence of qualitative indicators</p>         | <p>1) Comprehensive gender analysis to be included in the CCA, as the basis for a comprehensive vision on gender mainstreaming in the UNDAF</p> <p><u>Technical assistance:</u> Peer Support Group (gender specialist)<br/><u>Time frame:</u> before 29 April<br/><u>Responsibility:</u> RC Unit</p> <p>2) Selection of baseline sex-disaggregated indicators in all relevant areas, with indication of steps to be taken if data not available</p> <p>3) Use of qualitative as well as quantitative indicators</p> <p>For (2) and (3):<br/><u>Technical assistance:</u> UN System Staff College (training of M&amp;E staff), DOCO<br/><u>Time frame:</u> May, 2009<br/><u>Responsibility:</u> UNDAF M&amp;E Team</p> |
| <b>Programming</b> | <b>3.8</b>               | <p>1) Lack of gender analysis in some UNCT-supported programmes</p> <p>2) Insufficient capacity to mainstream gender at planning level of some government</p> | <p>1) Systematic inclusion of gender analysis in all UNCT-supported initiatives, as relevant</p> <p><u>Responsibility:</u> UNCT</p> <p>2) Increased capacity building in all national counterparts, including ministries</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |

|                        |            |                                                                                                                                                                                                          |                                                                                                                                                                                                                                                                                                                                                                                 |
|------------------------|------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                        |            | <p>ministries</p> <p>3) Insufficient support from male counterparts for women's empowerment</p>                                                                                                          | <p><u>Technical assistance:</u> UNCT<br/><u>Responsibility:</u> UNCT<br/><u>Resources:</u> to be identified in UNDAF</p> <p>3) Creation of male involvement component in projects, as appropriate; creation of men's activist group at national level</p> <p><u>Technical assistance:</u> GTG, JN<br/><u>Time frame:</u> ongoing<br/><u>Responsibility:</u> UNCT</p>            |
| <b>Partnerships</b>    | <b>3.3</b> | <p>1) Lack of involvement of women's machinery and NGOs in CCA/UNDAF</p> <p>2) UNCT outputs addressing gender equality, but not sufficiently women's empowerment, especially among vulnerable groups</p> | <p>1) Invitation of State Committee for Family, Women, and Children's Affairs and key women's NGOs to UNDAF retreat</p> <p><u>Time frame:</u> end of May, 2009<br/><u>Responsibility:</u> RC Unit<br/><u>Resources:</u> RC Unit</p> <p>2) Increased attention to women's participation in decision-making within projects and programmes</p> <p><u>Responsibility:</u> UNCT</p> |
| <b>UNCT capacities</b> | <b>3.3</b> | <p>1) Absence of systematic review of training needs for UNCT</p> <p>2) Absence of training programme in gender mainstreaming for new staff</p>                                                          | <p>1) Review of UNCT training needs every two years, and development of training plan accordingly</p> <p><u>Technical assistance:</u> GTG<br/><u>Time frame:</u> every 2 years<br/><u>Responsibility:</u> UNCT</p> <p>2) New Gender Briefing Kit to be made available to all new staff as part of their orientation</p>                                                         |

|                                    |            |                                                                                |                                                                                                                                                                                                                                                      |
|------------------------------------|------------|--------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                    |            |                                                                                | <u>Time frame:</u> end June<br><u>Responsibility:</u> UNCT<br><u>Resources:</u> RC Fund                                                                                                                                                              |
| <b>Decision-making</b>             | <b>2.5</b> | GTG Chair not included in UNCT                                                 | (No recommendation, but the agreement by the UNCT that all Theme Group chairs for cross-cutting issues would continue to be invited to UNCT meetings based on the agenda)<br><br><u>Responsibility:</u> UNCT                                         |
| <b>Monitoring &amp; evaluation</b> | <b>3</b>   | Incomplete M&E Frameworks                                                      | Clear assignment of responsibility for maintaining M&E Frameworks, and periodic reporting on progress to UNCT<br><br><u>Time frame:</u> bi-annually<br><u>Responsibility:</u> Outcome Groups                                                         |
| <b>Quality control</b>             | <b>3</b>   | Non-participation of gender experts in preparation and evaluation of CCA/UNDAF | Inclusion of gender experts (both internal and external) in CCA/UNDAF preparation and evaluation<br><br><u>Technical assistance:</u> Peer Support Group<br><u>Time frame:</u> 29 April for CCA, end of 2009 for UNDAF<br><u>Responsibility:</u> UNCT |



## List of information sources

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- *UNDAF M&E Framework: Azerbaijan*, UNDAF Outcomes 1-4, November 2008.
- UNFPA/UNHCR, Joint Programme to Address Gender-Based Violence in Azerbaijan, 2008.
- UNFPA/UNDP/UNICEF/UNHCR, Joint Programme: TV Advocacy Campaign on Gender, May 2007 – June 2008.

## ANNEX 2

### List of key informants

| #  | Institution       | Contact                                                              | Comments                                                       |
|----|-------------------|----------------------------------------------------------------------|----------------------------------------------------------------|
| 1. | <b>UN</b>         | Mr. Bruno Pouezat, Resident Coordinator                              | In the post since February 2007                                |
| 2. | <b>UNDPI</b>      | Ms. Envera Selimovic, Representative, GFP                            | In the post since October 2006                                 |
|    |                   | Ms. Gulshan Pashayeva, Public Information Associate                  | In the post since February 2007                                |
| 3. | <b>UNDP</b>       | Ms. Noura Hamladji, Deputy Resident Representative                   | In the post since November 2007                                |
|    |                   | Ms. Leyla Fathi, Assistant to RC, GFP                                | Participated in the UNDAF Prioritization Retreat, October 2003 |
|    |                   | Ms. Jamila Ibrahimova, Assistant Resident Representative (Programme) | In the post since June 2007                                    |
| 4. | <b>UNFPA</b>      | Mr. Farid Babayev, Assistant Representative                          | In the post since 2006                                         |
|    |                   | Ms. Nigina Abaszadeh, Programme Analyst/Chair of GTG                 | In the post since 2007                                         |
|    |                   | Aysel Vazirova, UNFPA's Combating Gender-based Violence Project/NPC  | In the post since April 2008                                   |
| 5. | <b>IOM</b>        | Mr. Vassiliy Yuzhanin, Chief of Mission                              | In the post since November 2008                                |
|    |                   | Ms. Naila Jafarova, Movement Assistant, GFP                          | In the post since 2003                                         |
| 6. | <b>WHO</b>        | Mr. Kamran Garakhanov, Head of Office                                | In the post since January 2007                                 |
|    |                   | Ms. Sevil Asadova, National Programme Officer, GFP                   | In the post since May 2007                                     |
| 7. | <b>UNICEF</b>     | Mr. Mohamed Bendris Alami, Acting Representative                     | In the post since November 2008                                |
|    |                   | Mr. Radoslaw Rzehak, Programme Manager, GFP                          | In the post since March 2006                                   |
|    |                   | Mr. Siraj Mahmudov, APO Programme Planning                           | Participated in the UNDAF Prioritization Retreat, October 2003 |
| 8. | <b>UNHCR</b>      | Ms. Bela Ismayilova, Assistant Protection Officer, GFP               | In the post since 2001                                         |
|    |                   | Ms. Leyla Nugmatova, Protection Officer                              | In the post since July 2007                                    |
| 9. | <b>World Bank</b> | Ms. Saida Bagirli, Senior Operations Officer, GFP                    | Participated in the UNDAF Prioritization Retreat,              |

|     |                |                                             |                                                                                |
|-----|----------------|---------------------------------------------|--------------------------------------------------------------------------------|
| 10. | <b>ILO</b>     | Mr. Yashar Hamzayev, National Correspondent | October 2003<br>Participated in the UNDAF Prioritization Retreat, October 2003 |
| 11. | <b>UNOHCHR</b> | Mr. Teymur Malik-Aslanov, Programme Analyst | In the post since December 2005                                                |
| 12. | <b>UNODC</b>   | Ms. Arzu Guliyeva, National Project Officer | In the post since September 2006                                               |

### **Government counterparts**

|    |                                                                     |                                                                                                                                                                                         |                                                                                            |
|----|---------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------|
| 1. | <b>State Committee for the Family, Women and Children's Affairs</b> | Ms. Hijran Husseynova, Chairperson                                                                                                                                                      | UNFPA, UNICEF, UNHCR partner                                                               |
| 2. | <b>Ministry of Labour and Social Protection of the Population</b>   | Mr. Vahab Mammadov, Director of Department on Employment Policy and Demography<br>Mr. Natig Gasimov, Head of the department on targeted social assistance policy and poverty problem    | UNDP, UNICEF, UNFPA partner<br>UNICEF partner                                              |
| 3. | <b>Ministry of Justice</b>                                          | Mr. Faig Gurbanov, Head of the Division on Human Rights and Public Relations                                                                                                            | UNICEF, UNOHCHR partner                                                                    |
| 4. | <b>Ministry of Education</b>                                        | Mr. Agababa Mirzayev, Head of Department on Child Development and Extra-curricula Activities                                                                                            | UNICEF partner                                                                             |
| 5. | <b>State Civil Service Commission</b>                               | Mr. Bahram Khalilov, Chairman<br>Ms. Ulviyya Abdullayeva, Legal Expert                                                                                                                  | UNDP partner<br>UNDP partner                                                               |
| 6. | <b>AZPROMO</b>                                                      | Mr. Ragim Huseynov, President<br>Ms. Gulshan Rzayeva, Business Development Manager<br>Mr. Anar Guliyev, Investment Promotion Director<br>Ms. Nigar Rasulovala, Public Relations Manager | UNDP partner<br>UNDP partner, and former UNDP staff member<br>UNDP partner<br>UNDP partner |
| 7. | <b>The State Statistical Committee</b>                              | Mr. Agadadash Mamedov, Head of Department on Social and Demographic Statistics                                                                                                          | UNFPA, UNICEF partner                                                                      |
| 8. | <b>Ministry of Health</b>                                           | Ms. Faiza Aliyeva, Reproductive Health Programmes Coordinator                                                                                                                           | UNFPA, WHO partner                                                                         |
| 9. | <b>Ministry of Internal</b>                                         | Mr. Javad Shikhaliyev, Director of                                                                                                                                                      | IOM, ILO                                                                                   |

**Affairs**

Country Trafficking Department,  
National Capacity Building on Shelter  
and Hotline Management for Victims  
of Trafficking in Azerbaijan

Mr. Imran Nacafov, Deputy Director  
Ms. Sevda, Gender Officer

IOM, ILO  
IOM, ILO

**National NGO counterparts**

1. **Gender Information Centre** Ms. Yelena Kasumova, Coordinator
2. **Women Crisis Centre** Mr. Aydin Isazade, Psychologist
3. **Azerbaijan Gender Association “Symmetry”** Kamila Dadashova, President