



Empowered and Equal Gender Equality Strategy 2008-2011

CONTENTS

UNDP Mission Statement on Women's Rights, Women's Empowerment and Gender Equality

A. BACKGROUND

| | |
|---|-----------|
| I. Introduction | 4 |
| II. Mandate | 4 |
| 2.1 The Human Development Paradigm | 5 |
| 2.2 Women's Rights | 5 |
| 2.3 Women's Empowerment and Gender Equality | 5 |
| • The Beijing Declaration and Platform for Action | 5 |
| • The Millennium Development Goals (MDGs) | 6 |
| • Security Council Resolution 1325, Women, Security, Peace | 6 |
| • The UN System-wide Policy on Gender Equality and the Empowerment of Women | 7 |
| 2.4 Conclusion | 7 |
| III. Lessons Learned by UNDP – the role of leadership and resources | 8 |
| 3.1 Recent Experiences | 8 |
| 3.2 Conclusion | 10 |
| IV. Charting the Direction | 11 |
| 4.1 UNDP Values | 11 |
| 4.2 Management for Gender Equality Results | 11 |
| 4.3 Operational and Institutional Priorities | 11 |

B. OPERATIONS

| | |
|--|-----------|
| V. Coordination for Gender Equality | 13 |
| 5.1 Strengthened coordination, management, accountability, capacity and knowledge management | 13 |
| 5.2 UNDP Senior Management Roles | 14 |
| 5.3 Enhanced UN System Partnerships | 15 |
| VI. Achieving Results – Gender Equality and the Focus Areas | 16 |
| 6.1 Poverty Reduction and Achievement of the MDGs | 17 |
| • Promoting inclusive growth, gender equality and MDG achievement | 18 |
| • Fostering inclusive globalization | 20 |
| • Mitigating the effect of HIV/AIDS on Human Development | 21 |
| • Partners | 22 |
| 6.2 Democratic Governance | 22 |
| • Fostering inclusive participation | 22 |
| • Strengthening accountable and responsive governing institutions | 23 |
| Grounding democratic governance in international principles including gender equality | 23 |
| • Partners | 24 |
| 6.3 Crisis Prevention and Recovery | 24 |
| • Enhancing conflict and disaster risk management capabilities | 24 |
| • Strengthening post-crisis governance functions | 25 |

| | |
|--|-----------|
| • Restoring the foundations for local development | 26 |
| • Partners | 27 |
| 6.4 Environment and Sustainable Development | 27 |
| • Mainstreaming environment and energy | 27 |
| • Mobilizing environmental financing | 28 |
| • Promoting adaptation to climate change | 29 |
| • Expanding access to environmental and energy services for the poor | 29 |
| • Partners | 29 |
| | |
| C. INSTITUTIONAL ARRANGEMENTS | |
| VII. Ensuring Results – Three Essential Frameworks | 30 |
| 7.1. Accountability | 30 |
| 7.2. Community of Practice and Knowledge Management | 31 |
| 7.3. Communication and Advocacy | 32 |
| VIII. Human Resources | 33 |
| 8.1. Gender Parity | 33 |
| 8.2. Learning and Capacity Development | 35 |
| 8.3. Results and Competency Assessment | 36 |
| IX. Financial Resources | 36 |
| 9.1 Resource Mobilization | 36 |
| 9.2 Tracking Resource Allocations and Expenditures | 37 |
| X. Monitoring, Evaluation and Reporting | 38 |
| | |
| Annexes | |
| I. Terminology | |
| II. Operational Framework for Gender Equality | |
| III. Seven Strategic Priorities for Action on Millennium Development Goal 3 | |
| IV. Partial List of Resolutions and Treaties shaping the UNDP Gender Equality Mandate | |
| V. UNDP 8-Point Agenda for Women’s Empowerment and Gender Equality in Crisis Prevention and Recovery | |

UNDP Mission Statement on

Gender Equality and Women's Empowerment

The Millennium Summit of 2000 reaffirmed gender equality and women's empowerment as development goals in themselves (MDG3) and underlined their importance as a means to achieve all of the other MDGs.

UNDP is committed to supporting capacity development of its national partners to adopt approaches that advance women's rights and take account of the full range of their contributions to development, as a foundation for MDG achievement.

Drawing on a vision in which human development guide all policy-making and development, UNDP supports national partners to accelerate their progress towards the MDGs by identifying and responding to the gender equality dimensions of its four inter-related Focus Areas: poverty reduction, democratic governance, crisis prevention and recovery and environment and sustainable development.

With strong operations and institutional arrangements for gender equality, UNDP will extend continued support to the improvement of nationally-relevant and sustainable gender equality results and in the identification and removal of internal barriers to women's advancement into senior management, including women from developing countries.

UNDP will ensure the implementation of this strategy by dedicating sufficient internal human and financial resources to its implementation, and actively mobilizing complementary external resources where needed. It will continue and expand its partnerships with UN agencies, including through the up-scaling of innovative models developed and tested by the United Nations Development Fund for Women (UNIFEM).

"It is impossible to realize our goals while discriminating against half the human race"

Kofi Annan 2006¹

¹ Quoted in DFID 2007. *Gender Equality Action Plan 2007-2009: making faster progress to gender equality.*

A. BACKGROUND

I. Introduction

1. The UNDP Gender Equality Strategy is grounded in the premise that the development objective of equality between men and women, or gender equality, is absolutely indivisible from the UNDP human development goal of real improvements in people's lives and in the choices and opportunities open to them. By empowering women to claim their internationally-agreed rights in every development sphere, and supporting governments to be both pro-active and responsive in advancing the realization of these rights, UNDP will leverage the broadest possible expansion of choice and opportunity for all.
2. UNDP understands gender equality to be an irreducible condition for inclusive, democratic, violence-free and sustainable development, and as such it is articulated in the updated UNDP Strategic Plan 2008-11 (SP) as an "integrating dimension" of UNDP's work. The Gender Equality Strategy (GES) describes how the required integration will take place.
3. The GES has been prepared at the request of the Administrator in conjunction with the SP, and will be read and operationalized in parallel with it. It sets out in greater detail how UNDP will work towards the goals defined in the updated SP in such a manner that supports countries in accelerating their progress towards gender equality as an integral component of human development. The GES will provide in its results framework a broad range of gender-sensitive outcomes and indicators for each result area of the SP. Use of this results framework will facilitate UNDP staff in planning for and reporting on gender equality results.² As with the SP, the GES describes broad areas of action and the results to be achieved at the aggregate or global level. Local context and tailored approaches to the achievement of these macro-goals will be provided by Country Offices as they operationalize the GES.
4. The GES follows broadly the structure of the SP, setting out in Part A the contextual issues of mandate and value that have guided the selection of priorities. In Part B the substantive content of UNDP's work on Coordination in the UN system and in operationalizing its four Focus Areas is laid out from a gender perspective, while in Part C the various institutional arrangements that will support the full integration of gender equality considerations into UNDP's work are outlined.
5. The terms "gender" and "gender equality" imply concern for both men and women, and the relationships between them. Nevertheless, specific attention to women's needs and contributions is typically required in order to address the array of gender gaps, unequal policies and discrimination that historically have disadvantaged women and distorted development in all societies. The GES therefore focuses on UNDP's responsibility to support the empowerment of women to achieve the gender equality that will benefit society as a whole. However, this does not preclude activities that address men's specific needs, where doing so will contribute to gender equality.

² Gender equality results frameworks to complement the SP development and institutional results by providing detailed outcomes and indicators are being developed alongside the SP results frameworks. They will be presented at the annual session of the Executive Board in June 2008.

6. Throughout the strategy document the terms “man” and “woman” are used inclusively to encompass male and female infants, children and youth, as well as adults. Definitions of key terms are provided in Annex 1.

II. Mandate

7. All major global commitments of the past two decades have addressed gender equality considerations in the context of their various thematic concerns, as have a range of regional and national normative statements. The Millennium Declaration (A/RES/55/2) highlights six fundamental values necessary for sustainable human development: equality, solidarity, freedom, shared responsibility, tolerance and respect for nature. UNDP is committed to supporting the realization of these values around the world. In addition, several global instruments have addressed issues of gender equality specifically, as discussed below.³

2.1 The Human Development Paradigm

8. The Human Development (HD) Paradigm shapes UNDP priorities. It provides a framework for action that embraces all human beings and is based on the perception that people are the real wealth of nations. The HD paradigm is about creating an environment in which both men and women can develop their full potential and lead productive, creative lives in accordance with their needs and interests⁴.

9. Fundamental to enlarging these choices is the notion of building human “capabilities”⁵. UNDP’s responsibility is to support national governments to establish a national context in which men’s and women’s capabilities can flourish, including explicit attention to the enlargement of women’s capabilities on an equal basis with men’s. This requires the identification and removal of the barriers and discrimination that have constrained women’s full realization of their capabilities.

2.2 Women’s Rights

10. The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) (1979) provides a comprehensive framework to guide all rights-based action for gender equality, including that of UNDP⁶. Under this treaty gender inequality is understood to be the result of discrimination against women. CEDAW calls for equality of *outcome* rather than simply equality of opportunity. Thus it is not sufficient that anti-discrimination laws are put in place: the state has the obligation to take all necessary steps to ensure that women actually enjoy equality in their daily lives. CEDAW defines discrimination and the range of steps that states must take to eliminate it, provides for

³ The key contextual documents for the purposes of the UNDP Gender Equality Strategy are the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) (1979), the Beijing Declaration and Platform for Action (BPFA) (1995), Security Council Resolution 1325 on Women Peace and Security (SCR 1325) (2000), and the Millennium Declaration (2000). More recently, the United Nations Chief Executives’ Board for Coordination (CEB) has adopted a System-Wide Gender Mainstreaming Policy and Strategy (2006). Each of these, together with the overall United Nations reform process and the TCPR process, inform the rationale and direction of this strategy.

⁴ The Human Development Concept. www.undp.org/hd

⁵ This term is central to the human development paradigm, and refers to the range of things that men and women can do or be in life. The most basic capabilities for human development are to lead long and healthy lives, to be knowledgeable, to have access to the resources needed for a decent standard of living and to be able to participate in the life of the community. Without these, many choices are simply not available, and many opportunities in life remain inaccessible.

⁶ Also important here is the Declaration on the ending of violence against Women (DEVAW) (1993). CEDAW did not explicitly include GBV, a gap that was rectified by DEVAW, which clearly defined GBV as a form of discrimination, thus bringing it unambiguously within the purview of CEDAW. See also Box 3 and Annex I.

women's rights in specific areas⁷, and makes provision for ratification, monitoring, reporting and other procedural matters.

2.3 Women's Empowerment and Gender Equality

The Beijing Platform for Action

11. The Beijing Platform for Action (PFA) (1995) remains a relevant guideline for development programming. It provides "an agenda for women's empowerment"⁸ signed by all governments that is seen as "a necessary and fundamental pre-requisite for equality, development and peace"⁹.

12. Therefore, the Beijing PFA provides a blue-print for women's empowerment that is exceptionally clear, straightforward and actionable. The document includes gender analysis of problems and opportunities in twelve critical areas of concern, and clear and specific standards for action, to be implemented by governments, the United Nations system and civil society, including where appropriate the private sector. Several of these critical areas of concern clarify the potential for each of UNDP's Focus Areas to contribute to women's empowerment¹⁰.

13. In addition, the PFA provides the first global commitment to gender mainstreaming as the methodology by which women's empowerment will be achieved. In implementing the suggested actions "an active and visible policy of mainstreaming a gender perspective into all policies and programmes should be promoted so that before decisions are taken an analysis is made of the effects on women and men, respectively"¹¹.

14. As articulated by ECOSOC in 1997, the goal of gender mainstreaming is gender equality, for which women's empowerment is usually required. In light of this and the foregoing discussion, the gender mainstreaming task in UNDP is a dual one: to support the empowerment of women to expand their capabilities, opportunities and choices, claim their rights and move into full substantive equality with men; and the capacity development of governments to respond positively to women's interests and concerns.

The Millennium Development Goals (MDGs)

15. The MDGs in effect consolidated previous agreements, including those on women's rights, women's empowerment and gender equality, into a single set of core goals, targets and benchmarks for the development community. The Millennium Declaration in which they were first set out took a clear position, which has since been elaborated and confirmed in multiple documents¹², that gender equality is

⁷ These are: trafficking and the exploitation of prostitution; public and political life; international affairs; nationality; education; employment; health care; economic and social life; rural women; equality before the law; equality in marriage and family life.

⁸ Mission Statement. *Beijing Declaration and Platform for Action*. United Nations 1995. p. 17.

⁹ Ibid.

¹⁰ For example: the persistent and increasing burden of poverty on women; ending gender-based violence (GBV); the effects of armed or other kinds of conflict on women; inequality in economic structures and policies in all forms of productive activities and in access to resources; inequality between men and women in the sharing of power and decision-making at all levels; lack of respect for and inadequate promotion and protection of the human rights of women; and gender inequalities in the management of natural resources and in the safeguarding of the environment.

¹¹ Beijing PFA, paragraphs 79 education; 105 health; 123 violence against women; 141 conflict; 189 power and decision-making; 202 institutional mechanisms; 229 human rights; 238 media; 252 management of natural resources; 273 children and youth. . The methodology for gender mainstreaming was elaborated and defined by ECOSOC shortly afterwards. The full definition is provided in Annex I.

¹² Including, for example, the Millennium Project report on Education and Gender (2005), and in the UK Department for International Development (DFID) *Gender Equality Action Plan 2007-2009*.

both a goal in itself (MDG-3), and a condition for the achievement of the other goals. Under the Millennium Project, ten thematic task forces of global specialists were appointed to advise on the attainment of the MDGs, and the Task Force on Education and Gender Equality has also elaborated the implications of MGD-3 for all the other goals.

Security Council Resolution 1325, Women Security Peace

16. In the same year as the Millennium Summit and Declaration, the Security Council adopted a resolution embracing the interactions between women’s empowerment, gender equality and the peace and security agenda. This was a critically important step on which the global community can build increasingly vigorous standards.

17. This resolution provides additional specificity in the guidance to UNDP in the area of conflict prevention and recovery¹³. The commitment to expand the role of women in leadership positions in every aspect of prevention and resolution of conflicts, including peacekeeping and peace building efforts, is clear. The requirement to ensure that early recovery mechanisms lay the foundations for the later establishment of gender-sensitive state and civil society structures, including eliminating gender-based violence (GBV – see Box 1), leading to sustainable development, is also clear. Similarly, the Hyogo Framework for Action provides a tool for integrating a gender perspective in all disaster-risk management, including in risk assessments and early warning mechanisms¹⁴.

18. Although the MDGs did not specifically address questions of violence or conflict, achieving the MDGs will strengthen the capacities of states for peace and development. Heads of state have recognized positive post-conflict (and by implication post-disaster) interventions are essential to progress towards attaining the MDGs and that women play an important role. As the Millennium+5 Summit stated: “We stress the important role of women in the prevention and resolution of conflicts and in peacebuilding. We also underline the importance of the integration of gender perspective and women’s equal participation and full involvement in all efforts to maintain and promote peace and security, as well as the need to increase their role in decision-making at all levels”¹⁵.

The UN System-wide Policy on Gender Equality and the Empowerment of Women.

Box 1: Definition of Gender-Based Violence (GBV)

“GBV is any act of violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life”

Declaration on the Elimination of Violence Against Women Article 1 1998.

The Declaration further states that GBV takes many different forms and is experienced in a range of crisis and non-crisis settings. It is deeply rooted in structural relationships of inequality between women and men. During conflict systematic GBV is often perpetrated and/or condoned by both state and non-state actors. It thrives on impunity both in times of war and in times of peace.

See also further discussion of GBV in Section VI, Box 4 and Annex I.

¹³ Even though there is stronger guidance in CEDAW and the Beijing PFA on gender-sensitive development standards in disaster, peace and security contexts, SCR1325 has the important effect of reinforcing the framework for partnership among development, peace and security and humanitarian entities on these issues.

¹⁴ *Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters*. Extract from the Final Report of the World Conference on Disaster Reduction, Hyogo, Japan, January 2005. (A/CONF.206/6)

¹⁵ Outcome Report of the High-level Plenary Meeting of the General Assembly of September 2005 (MDG+5). A/59/HLPM/CRP.1. paragraph 95

19. In May 2006 the Chief Executive Board for Coordination (CEB) adopted a system-wide policy and strategy on gender equality and the empowerment of women. The document describes the steps needed to achieve the agreed goals through results-based management, accountability frameworks, capacity development, monitoring and evaluation and allocation of sufficient resources, all supported by effective knowledge and information management and dissemination. The GES adopts the same priorities.

Conclusion

20. The Millennium process has confirmed the salience of the Beijing Agenda. At the 2005 summit review of progress towards the MDGs over the previous five years, Heads of State declared: “We reaffirm that the full and effective implementation of the Beijing Declaration and Platform for Action is essential to achieving the internationally agreed development goals, including those contained in the Millennium Declaration, and resolve to promote gender equality and to eliminate pervasive gender discrimination”¹⁶.

21. Further, by combining this recognition with the human development paradigm and the acknowledgement that gender equality has been defined as both a development goal and a human right by member states, we have both a very strong mandate for women’s empowerment and gender equality, and clear guidance on how to achieve it.

III. Lessons Learned by UNDP – the role of leadership and resources

3.1 Recent Experiences

22. Multiple reviews and assessments have identified a range of factors that limit and constrain the achievement of the gender equality priorities and commitments that have been collectively identified by member states¹⁷. Included among these have been found various limitations in national capacity for the advancement of women.

23. It is the task of UNDP to support the development of national capacities to address these constraints and assist governments to implement the existing normative framework in the context of their own realities and priorities. An evaluation of gender mainstreaming in UNDP found in 2005 that: *“While there are many committed individuals and some “islands of success”, the organization lacks a systematic approach to gender mainstreaming. UNDP has not adopted clearly defined gender mainstreaming goals, nor dedicated the resources needed to set and achieve them. There has been a lack of leadership and commitment at the highest levels and of capacity at all levels. The implications of the evaluation are that UNDP should reconsider its approach, if gender mainstreaming is to produce tangible and lasting results. The organization not only needs to establish a new and stronger institutional structure, but also to demonstrate leadership; articulate a vision; set goals, benchmarks and performance standards at the highest levels; and allocate core administrative and programme resources”*¹⁸.

24. Following this evaluation UNDP reassessed its approach as suggested, with the guidance of the Executive Board. Several measures were taken immediately to improve UNDP’s performance in the

¹⁶ Outcome document of the High-level Plenary Meeting of the General Assembly of September 2005 . A/59/HLPM/CRP.1 paragraph 36.

¹⁷ Including the. *Report of the High Level Panel on Coherence*, 20 November 2006, *Taking action: achieving gender equality and empowering women* Report of the MDG Task Force on Education and Gender Equality, the Outcomes Document 2005; and others.

¹⁸ UNDP. January 2006. *Evaluation of Gender Mainstreaming in UNDP*. p. iii

period 2005-07, and to prepare for continued improvement in the next planning cycle (as outlined in this strategy). These steps included:

- a. **The Gender Action Plan 2006-7(GAP):** This was intended as a short term measure to bridge into the corporate planning cycle 2008-11. It nevertheless produced remarkable results, largely due to the active leadership of the Administrator, monitoring by the GSIC (below) and increased funding, derived from an augmented Gender Thematic Trust Fund (GTTF). The GAP identified several factors that would secure the sustainability of such results, mainly the establishment of stronger institutional arrangements for gender mainstreaming (see Box 1). Outcomes of the GAP are reported directly to the Executive Board.
- b. **Gender Steering and Implementation Committee (GSIC):** Established by the Administrator in January 2006, the GSIC is the highest decision-making body on gender mainstreaming within UNDP, with responsibility for policy setting and for oversight of all offices on this issue. The committee meets five-six times per year to monitor the GAP, and prepares the annual report to the Executive Board. All Regional Bureaux have established similar committees to undertake parallel policy-setting and monitoring activity.
- c. **Senior Management Compacts:** Regional Bureau Directors have prepared personal compacts with the Administrator in acknowledgement of their accountability for accelerated progress towards gender equality in UNDP outcomes. Although implementation of these compacts is uneven, they provide an important basis for organizational accountability on which to build, and are reflected in the revised staff performance assessment process (See discussion of Results and Competency Assessment (RCA), Section VIII).
- d. **Gender Mainstreaming Scorecards:** An operational gender mainstreaming scorecard of UNDP to measure performance of UNDP on gender equality was piloted with very positive results which will be reflected in upcoming revisions to the corporate Scorecard. A similar instrument has been developed to monitor the organization's progress towards gender parity and diversity in human resource management (Section VIII). These documents provide the objective basis for measuring the outcomes of leadership of gender mainstreaming.

Box 2: Achievements of the GTTF 2004-06

- **Coordination:** more coherent gender mainstreaming efforts across the UN system by establishing and strengthening interagency Gender Theme Groups at the country level.
- **Accountability mechanisms:** The establishment of internal accountability mechanisms to ensure follow-through on gender commitments made at the corporate level.
- **Results indicators:** improved gender indicators for the global *Human Development Report* and enhanced global, regional, and national demand for improved gender data;
- **Gender mainstreaming tools:** Innovative global, regional, and country-specific gender mainstreaming tools and knowledge products, including a corporate *E-Learning Course*;
- **Improved planning:** more global, regional, and national policy and planning frameworks, such as CCA/UNDAFs and National Human Development Reports incorporating gender analysis;
- **Capacity development:** significantly improved capacities for gender mainstreaming at the global, regional, and country level, training nearly 7,000 staff and counterparts in 45 country offices, 5 regional offices, and 5 headquarter offices;
- **Improved attitudes on gender equality** among UNDP and UN staff, national counterparts, and civil society; and
- **Leverage of resources:** the development of a momentum for change that has mobilized considerable additional resources for ongoing gender mainstreaming efforts and substantive programming.

- e. **Enhanced Funding Modalities:** Additional resources from the Government of the Netherlands and the Government of Spain channeled through the GTTF augmented those of the UNDP/Japan Women in Development Fund (JWIDF). This combined funding stimulated considerable activity by many country offices, and resulted in several practical achievements and the intensive lesson-learning noted in point (a) above. Lessons from this enhanced funding are reflected in UNDP's resource mobilization strategy for gender equality, discussed in Section IX
- f. **Capacity Development:** Various staff training modalities were implemented, leading to some improvements in staff understanding and performance.
- g. **Eight-Point Agenda for Women's Empowerment and Gender Equality in Crisis Prevention and Recovery (8PA).** This agenda is a component of UNDP's crisis prevention and recovery strategy. It was developed consultatively with a range of partners and endorsed by the Administrator in November 2006¹⁹. It has become a blueprint for action and advocacy on gender-responsive crisis prevention and recovery (CPR). Consideration will be given to developing similar agendas for other Focus Areas. UNDP has demonstrated its commitment to the 8PA by:
 - i. allocating fifteen percent of all its CPR funding allocations to gender-specific projects;
 - ii. dedicating 15 percent of its work plan budget and staff time to women's issues, including a commitment to staff training to increase expertise in gender mainstreaming;
 - iii. hired two senior gender advisers, one to provide support to country offices and one to promote the 8PA as an organization-wide initiative; and
 - iv. created a new gender window in the Thematic Trust Fund for Crisis Prevention and Recovery.
 - v. established a gender taskforce to accelerate BCPR-wide implementation of the 8PA

3.2 Conclusion

25. The key lesson learned from the Gender Action Plan 2006-2007 experience is that committed leadership, effective oversight, adequate funding, and improved capacity, are the key ingredients for achieving tangible gender equality results²⁰. The GES builds on these lessons learned to address the concerns identified by the 2005 evaluation.

26. The GES was developed through an intensive consultative process in which a broad range of internal and external stakeholders were involved. Guided by a Task Force of eminent specialists, the carefully planned and managed process ensured a very solid conceptual and experiential basis to support the achievement of the GES.

27. The key perspective of the GES is that women's rights, gender equality, the MDGs, and the human development paradigm are integral to each other, mutually reinforcing and irreducible. The development community now knows that women's rights are a precondition for sustainable and inclusive development. The community as a whole also knows what actions to take, both operationally and institutionally. Those relevant to UNDP's specific mandate are laid out below.

¹⁹ The complete 8PA is attached as Annex V.

²⁰ Gender Thematic Trust Fund (GTTF) Report 2006.

IV. Charting the Direction

4.1 UNDP Values

28. UNDP shares the vision of global well-being that women's empowerment and gender equality will bring, set out by the MDG Task Force on Gender Equality and Education in 2005²¹.

“The vision is of a world in which men and women work together as equal partners to secure better lives for themselves and their families. In this world women and men share equally in the enjoyment of basic capabilities, economic assets, voice, and freedom from fear and violence. They share the care of children, the elderly and the sick, the responsibility for paid employment and the joys of leisure. In this world the resources now used for war and destruction are invested in human development and well-being, institutions and decision-making processes are open and democratic and all human beings treat each other with respect and dignity”.

29. The direction of the GES is shaped by this vision, by the corresponding United Nations system values enshrined in the SP, and by the need to address the following tension in gender-sensitive development assistance.

30. The shift in focus to MDG-based planning in all countries is a potential boon to the gender equality cause: there is no longer need for discussion on whether gender equality matters to development, since this concern underpins the MDGs. The changing aid architecture as a result of the Paris Declaration makes it all the more important for the UN system to act in coordination in supporting national capacities to plan and implement development programmes gender responsively.

4.2 Management for Gender Equality Results

31. In order to guide staff in seizing this opportunity, senior staff members are required to put in place two management tools and commit to capacity development of operational staff as a foundation for enhanced gender-responsive programming. The first tool is Gender Focal Teams to be established in each office (ideally under the leadership of senior management, such as the Deputy Resident Representative – see Box 3); the second tool is a Gender Action Plan for each office²²; there should also be professional staff capacity development in the concepts and skills necessary to assess and develop national capacity to plan for advancement of gender equality and women's empowerment. These requirements are monitored through the corporate Institutional Results Framework, and are discussed in more detail in subsection 5.3 below.

4.3 Operational and Institutional Priorities

32. In this context, the practical components of UNDP's gender equality direction can be summarized as follows:

- a. **Operationally**, UNDP has set clear gender-sensitive goals and performance targets for **coordination** and the **focus areas**. These goals are grounded in the MDGs, and focused on national capacity development as UNDP's principal contribution to achieving them.

²¹ Millennium Project. Report on Education and Gender Equality. p.29.

²² Alternatively, managers may ensure that gender equality is fully incorporated into the office action plan and sectoral plans. In accordance with the achievement standards of the System-wide Policy and Strategy on Gender Mainstreaming (CEB 2006), these action plans should include: a clear statement in support of gender equality; between one third and one half of results statements integrate the production of gender equality, and that all data are disaggregated by sex, or specific reasons for not doing so are noted;

- b. UNDP’s **coordination** responsibility presents opportunity to clarify and operationalize the cross-cutting gender-related linkages among the four focus areas, in collaboration with sectoral and other partners.
- c. UNDP will work across each of its four **Focus Areas** on initiatives that will help national partners to establish the following three broad sets of capacity to achieve gender equality:
 - i. **More accurate and meaningful macro-policy analysis and planning in all relevant sectors** that fully recognizes the role of gender relations in economic life, and the contribution of both paid and unpaid (“women’s”) work to economic growth. This will include innovative approaches to gender-sensitive tracking and monitoring of policy implementation, such as gender budgeting, and responsive and consultative public service-delivery to women that enhances their productivity, reduces their poverty, ensures their security, supports their full contribution to inclusive growth, strengthens their environmental management and expands their opportunities and choices in all sectors. These services will also promote an end to gender-based violence and a reduction in the spread of HIV&AIDS.
 - ii. **Vigorous action to ensure women’s expanded participation** in all branches of governmental and non-governmental governance, including in the private sector, at all levels including local and decentralized levels, and especially in decision-making positions.
 - iii. **The maximum availability of high quality information** on gender relations, women’s rights and gender equality to decision-makers, including through expanded collection, analysis and dissemination of sex-disaggregated and gender-relevant data and statistics²³.
- d. **Institutionally:** vigorous institutional arrangements underlie these broad programmatic approaches, most specifically:
 - i. Active leadership and advocacy by senior management, backed up by meaningful and streamlined knowledge management, communication and advocacy practices (Section VII)
 - ii. A robust accountability framework, supported by adequate tracking and reporting mechanisms (Section VII)
 - iii. Strong human resource development and management. (Section VIII)
 - iv. Allocation of sufficient core and non-core administrative and operational resources (Section IX)
 - v. A systematic and cumulative approach to monitoring and evaluation (Section X)

²³ As a general rule, all statistical information used for socio-economic policy and planning should be disaggregated by age and sex at a minimum. However, not all statistical information relevant to gender issues can be disaggregated by sex. For example data on maternal mortality is by definition not susceptible to disaggregation (only women can be mothers), but is nonetheless very important for gender-sensitive policy making, and is thus “gender-relevant information”. The full term for the such data is “sex-disaggregated and gender-relevant data and statistics”, often referred to as “gender statistics”.

B. OPERATIONS

V. Coordination for Gender Equality

33. UNDP's role as funder and manager of the UN Resident Coordinator system gives UNDP both a special responsibility and a unique opportunity to work with other UN entities to implement its gender equality mandate.

34. The need to retain and strengthen the inclusion of gender equality considerations in all UNDP's regional and country-level programmes and procedures is clear. Therefore UNDP will continue to participate actively with partners in supporting a gender perspective in the piloting of the "One UN" initiative, and to ensure that the gender-related lessons learned from it are reflected strategically in the emerging structures, and in its own complementary activities.

5.1 Strengthened coordination management, accountability, capacity and knowledge management

35. As part of forthcoming discussions to enhance the effectiveness of the RR/RC function²⁴, and strengthen its own overall accountability framework, UNDP will clearly set out the expected gender mainstreaming accomplishments and explore mechanisms for increased accountability for gender equality results.

36. In augmenting the resources available to the RR/RC (TCPR Report 2004 para. 42), UNDP will be active in ensuring sufficient funding for the coordination of activity for gender equality.

37. UNDP will include gender equality considerations and the management dimensions of gender mainstreaming in Resident Coordinator Induction Courses.

38. In addition Resident Coordinators will, in accordance with system-wide commitments²⁵:

- a. Ensure the development and implementation of a gender equality strategy for the RC office. Such a strategy will ensure that the UN Country Team takes up gender equality considerations in the context of its general activities, with joint programming where appropriate²⁶.
- b. Ensure the effectiveness of gender specialist resources, gender focal points and gender theme groups, inter alia, by establishing clear mandates, ensuring adequate training, access to information and to adequate and stable resources, and by increasing the support and participation of senior staff;
- c. Ensure on-going improvement in accountability mechanisms and to include inter-governmentally agreed gender equality results and gender-sensitive indicators in their strategic frameworks;
- d. Ensure further improvement in qualitative and quantitative reporting on gender equality, including the use of sex-disaggregated and gender statistics;

²⁴ SP paragraph 133 (b).

²⁵ Chief Executive Board for Coordination (CEB). *System-wide Policy and Strategy on Gender Equality and the Empowerment of Women*. May 2006 and Triennial Comprehensive Policy Review of Operational Activities for Development of the United Nations System A/C.2/62/L.4. December 2007. Paragraphs 41-43

²⁶ In particular, the Resident Coordinator will ensure that all strategy documents include clear statements of support for gender equality in their introductory sections, and between one third and one half of the results statements integrate the promotion of gender equality, in accordance with the System-wide Policy and Strategy on Gender Equality and the Empowerment of Women.

- e. Be pro-active in the prevention of sexual harassment in the entire County Team.
- f. Ensure that the annual report of the Resident Coordinator includes adequate and concise information on progress on each of the above

5.2 UNDP Senior Management Roles

39. Attention will be paid to the responsibility of the UNDP country office management to ensure successful accomplishment of operational activities described in the next Section of the GES.

40. The principal gender-related responsibility of the UNDP country office management include the following, of which the items indicated by an asterisk will be tracked through the Institutional Framework of the SP:

- a. Ensure that a Gender Equality Strategy is developed and implemented by the Country Office, with constituent capacity development, knowledge management and communication and advocacy plans*;
- b. Ensure that there is an effective Gender Mainstreaming mechanism in the office (ideally a team of focal points from each unit, under the leadership of the DRR – see Box 3);
- c. Ensure that staff capacity in gender analysis and gender mainstreaming is actively developed*;
- d. Enable the participation of staff in the global knowledge network on gender equality and women’s empowerment*.
- e. Ensure that UNDP is active in the Gender Theme Group, and in bringing a gender perspective to other Theme Groups;

Box 3: The Gender Focal Point Function

The gender focal point function (GFP) is of critical importance. Where adequately resourced and supported by management this function is able to make a major contribution to country office results. When fully undertaken, the GFP function involves all aspects of an office’s work, including advocacy, communications, finance and budget, human resource management as well as each aspect of the programme. UNDP has comprehensive GFP terms of reference which can be adapted to individual office circumstances. Various treatments of this function are known to be effective:

- Assigning various components of the function to different staff members, such as DRR, OM, GFP, Gender Expert, coordinated by a member of the management team;
- Appointing both “senior” and “junior” focal points, working together as a team;
- Rotating the function, so that all staff (male and female) get the opportunity to serve in this capacity;
- Appointing a gender focal point in each unit of an office, coordinated by a member of the management team, working together as a cluster, or small community of practice; and
- Ensuring gender balance on gender focal point teams.

Experience is clear that the common practice of appointing only junior staff to this function is not effective. Moreover, as this is a corporate responsibility, and as women are not necessarily more knowledgeable or more insightful of the issues involved than men, both men and women should be designated as focal points, and participate actively in capacity development, coordination and operational activities.

Finally, Gender Focal Points are by definition not technical experts in gender analysis. Where such expertise is required Senior Management must ensure its availability.

- f. Ensure that gender equality considerations are reflected in the RCA's of each staff member and actively monitored;
- g. Ensure progress towards gender balance in the office; and
- h. Be pro-active in establishing zero tolerance for sexual harassment in the Country Office.

5.3 *Enhanced United Nations System Partnerships*

41. The principal UNDP partner in each country is the national government, and the RR/RC and Country Director will pay particular attention to ensuring a continuous dialogue and flow of information on gender equality issues with counterpart ministries, with those responsible for MDG implementation, monitoring and reporting, and with the national machinery for women.

42. At the global level, a recent review of collaboration on gender-related matters among the UN Funds and Programmes found that they all share similar challenges to those outlined for this strategy, including: limitations in coordination capacity, the ambivalent leadership on this issue provided by some senior managers; general absence of incentives and accountability; and continuing limitations in the harmonization of processes, which tend to impede the flow of human and financial resources, and especially of knowledge²⁷. Renewed partnerships will build on existing mechanisms to overcome the challenges collectively, based on harmonization, complementarity and the identification of synergy.

43. UNDP will maintain its strategic partnerships with OSAGI, DAW, IANGWE, UNIFEM, and with global and national women's organizations and representatives of women's movements. In addition, specific partnerships are indicated for each Focus Area as described in Section VI of the GES.

²⁷ UNDP, UNFPA, UNICEF and UNIFEM: [*A Way Forward for Strengthening Coordinated Support for Gender Equality and Women's Empowerment*](#); UNDGO. 2007

VI. Achieving Results – Gender Equality and the Focus Areas

As indicated in Section IV, Charting the Direction, UNDP will support governments to achieve gender-responsive capacity improvement in the following three broad areas, across all of its Focus Areas:

- Strengthened and more gender-sensitive government policy and planning systems and financial frameworks, including social service delivery;
- Strengthened capacities of women to participate in policy planning, reporting, monitoring and evaluation of programmes; and
- Greater availability and use of gender relevant data to achieve the above.

There is clear understanding that action in each of these areas should include attention to the reduction of Gender-based Violence, because of its negative impact on MDG achievement and as a matter of women's rights

44. The SP outlines operational activities in each of the UNDP four Focus Areas: Poverty Reduction and the Achievement of the MDGs; Democratic Governance; Crisis Prevention and Recovery; and Environment and Sustainable Development. Each of these is intimately related with all of the others, and must be addressed in integrated ways, including from a gender perspective, keeping in mind the multiple cross-cutting linkages among them.

45. For example, the prevalence of GBV in all societies is becoming more generally understood as a human rights violation to be addressed as central to democratic governance. In his comprehensive study on GBV, the SG stated that there cannot be a claim of real progress towards equality, development and peace as long as there is a continuing violence against women and girls²⁸. GBV is also known to be especially intensive in the context of natural disaster, and in conflict situations and their aftermath. While the economic disruptions of conflict and violence in general are well understood, the specific contributions of GBV to economic shortfall in non-conflict situations is rarely a factor in development analysis or action²⁹. There is need for a more general grasp of the fact that when families are subjected to an endemic state of violence and crisis, this has a corresponding impact upon the economic life of the entire community and the nation. Legal provision complemented by a mix of social and economic interventions is required to eliminate gender-based violence³⁰.

²⁸ A/61/122/Add.1 *In-depth study on all forms of violence against women*. Report of the Secretary-General. 6 July 2006

²⁹ There are important exceptions to this general statement. See specific reference to the economic and social costs of GBV in Morrison, A, Ellsberg M and Bott, S. (June 2005), *Preventing and Responding to Gender-Based Violence in Middle and Low-Income Countries: A Global Review and Analysis*. World Bank Policy Research Working Paper No. 3618.: the SG's report on VAW; and the following statement from the UNFPA website. "*The cost (of GBV) to countries is high as well: Increased health care expenditures; demands on courts, police and schools; and losses in educational achievement and productivity. In Chile, domestic violence cost women \$1.56 billion in lost earnings in 1996, more than 2 per cent of the country's GDP. In India, one survey showed women lost an average of seven working days after an incident of violence. Domestic violence constitutes the single biggest health risk to Australian women of reproductive age, resulting in economic losses of about \$6.3 billion a year. In the United States, the figure adds up to some \$12.6 billion annually. International financial institutions have also begun to take note. The Inter-American Development Bank, for example, is addressing GBV through its lending portfolios.*"

³⁰ "Gender-based violence and all forms of sexual harassment and exploitation ... are incompatible with the dignity and worth of the human person, and must be eliminated. This can be achieved by legal measures and through national action and

46. In view of this, and as a member of the Inter-Agency Standing Committee (IASC), and chair of the UN Action Against Sexual Violence in Armed Conflict, UNDP will support multi-sectoral and multi-agency approaches to addressing the many needs of survivors of sexual violence and work on the establishment of prevention mechanisms that promote gender equality, reduce the risk and vulnerability of women and girls and ensures rule-of-law and fair and equal access to justice. Efforts will be directed to strengthening government capacity to take its responsibility to prevent such violence³¹.

47. In fact, all of UNDP's work such as support to poverty reduction and MDG achievement, public administration reforms, decentralization, electoral systems reform, legislative strengthening, constitutional reforms, judicial and security sector reforms, crisis prevention and recovery programming as well as environment and sustainable development provide important opportunities to address GBV. Indeed no other agency has a mandate that presents so many opportunities to make progress against this scourge.

48. Similarly, while HIV/AIDS and a range of climate and energy-related issues are broadly understood to present challenges to economic growth and development, their intersection with women's rights, disaster and conflict are less widely known. For example the transmittal rate of HIV/AIDS is directly related to the status of women and girls in society (and their ability to abstain or to negotiate safe sex), and is greatly exacerbated during crisis and conflict. Women living in conditions of restricted mobility and autonomy are less able than men to respond to environmental disaster³², and their knowledge and insight on climate change adaptation and mitigation are more likely to remain unknown to planners and decision-makers.

49. For millions of women around the world, the dual crises of GBV and HIV are fundamentally linked, as one exacerbates the other in a vicious cycle of discrimination, stigma, fear, human rights abuses and ultimately death.

50. As set out in the UNDP mission statement on gender equality, and in SP paragraphs 119 and 120, activities in each of the UNDP Focus Areas will seek to accelerate progress towards human development and the MDGs through the advancement of gender equality and women's empowerment, within the broad parameters set out for each Focus Area and Key Result Area below.

6.1 Poverty Reduction and Achievement of the MDGs

51. UNDP will actively identify and implement tailored initiatives to ensure that the broad-based and equitable development envisaged in the SP, solidly grounded in the human development paradigm, is inclusive of women's needs and contributions, and especially those of poor women.

international cooperation in such fields as economic and social development, education, safe maternity and health care, and social support." Vienna Declaration and Programme of Action, 12 July 1993 . A/CONF.157/23. Paragraph 17.

³¹ Furthermore, in supporting efforts that address the economic security needs of victims/survivors of GBV, UNDP could support and highlight women's access to economic assets and opportunities and ensure that women have equal share to the post-reconstruction programme. Through an integrated and coordinated approach, UNDP could mobilize the entire UN system on the ground to prevent, respond and reduce sexual violence, with a joint approach in planning, advocacy and action. The 8PA aims to strengthen women's access to justice by bringing a gender perspective in efforts to strengthen the criminal justice system and in particular security sector reform processes. Strategies to eradicate GBV can be drawn from the variety of promising practices implemented around the world.

³² In many towns hit by the Indian Ocean Tsunami, women died in far greater proportion than men, for reasons associated with their relatively low social status (restrictive clothing, inability to run, climb trees or swim, trapped within houses, etc). The resulting gender imbalance raised a variety of concerns for men who had to take up new roles in child care and it also created additional burden for the handful of women survivors in towns severely devastated by the Tsunami.

Promoting inclusive growth, gender equality and MDG achievement

52. In embedding the pursuit of the MDGs in national development strategies, UNDP will be proactive in supporting national entities to incorporate the required gender perspective, with special attention to four areas: macro-planning instruments that incorporate gender analysis and specify gender equality results, women's unpaid work; gender-responsive public investment, and gender-sensitive analysis of data. Each of these is described below.

A. Macro-planning instruments that incorporate gender analysis and specify gender equality results:

- a. Many dimensions of macro-economic planning, including national development plans, trade agreements, management of the various aid modalities, debt management and technology policies among others, have an impact on gender equality. Moreover, the outcomes of these policy interventions may be constrained or advanced according to the extent to which they recognize, take account of or otherwise leverage gender relations and gender differences. However, recent gender analyses of PRSPs and the development plans of HIPC show that attention to gender issues is not systematic throughout the documents³³, and is concentrated in analysis of social sectors. There is limited recognition of the synergies between reduced gender inequalities and maintaining a stable macro-economic environment.
- b. In collaboration with its partners, therefore, UNDP will support the capacity development of state and non-state actors to ensure higher visibility and awareness of the linkages between gender equality, economic growth and poverty reduction, and to take concrete action to advance gender equality based on this greater understanding and visibility. This will include capacity in gender-sensitive budgetary monitoring³⁴.

B. Women's unpaid work – an invisible but critical element of economic planning

- a. As touched on above, there is growing awareness of women's significant involvement in economic production and in driving economic growth through consumption. At the same time, women's unpaid work continues to be obscured in public consciousness and in mainstream development initiatives³⁵. Nevertheless, there is increasing evidence that these unpaid responsibilities, especially in caring for their families, tend to intensify women's poverty and insecurity, even while the outcome of these responsibilities (the current and future workforce socialized, refreshed and cared for) is a key factor in national productivity. This has profound implications for the achievement of the MDG targets of poverty and hunger reduction, education, gender equality, child mortality, maternal mortality, HIV/AIDS, water and sanitation and others (MDGs1-7). Care services tend to take a lowly place in economic analyses of the "real economy", and are excluded from national accounts and the Gross National Product (GNP) because they are not monetized. This

³³ Any gender analysis that may be provided the diagnostic section is typically not reflected in the policy prioritization, budgeting, implementation, monitoring and evaluation sections, and therefore impossible to implement.

³⁴ Here UNDP's Gender Needs Assessment (GNA) has potential. This is a costing tool that has been developed to support governments to estimate the budgetary implications of a broad range of gender-responsive policy priorities, and to clarify their resource needs in this area to donors. It is currently being tested in RBA and RBAP.

³⁵ Women's unpaid work may take place within the household or in family productive activities in the agricultural and commercial sectors, both formal and informal. This work compensates families for limited social service delivery and contributes indirectly to national productivity and growth by enabling current workers to be refreshed and return to work each day at minimum cost to employers or the state, and by socializing the next generation of workers.

invisibility inhibits governments' ability to design fully realistic national policy, or to promote the real economic and political empowerment of women

- b. Moreover, women's increased entry into the paid work force—a near-global trend—has reduced the time available for unpaid care of family and communities. While the decline in fertility across many regions means that there are fewer children to be cared for, demographic aging in some countries and major health crises in others have intensified the need for caring services. In many developing countries where public health services have been severely weakened during the decades of economic and state reforms or by conflict, much of the care burden has inevitably fallen back on poor women and girls. Conversely, paid care services have become a growing sector of the economy in many contexts, especially in the more developed economies, as a result of women's increasing participation in the paid labour force. These services in turn employ many women including migrant women. In this context, the quality of care, and the pay and working conditions of carers, have become important policy issues. Paid care services have tended to generate low pay/low quality outcomes—adversely affecting both care workers and the recipients of care.
- c. A capabilities approach to development and poverty reduction requires UNDP to pay more attention to paid and unpaid work in policy development for the achievement of the MDGs. UNDP will support research to examine the burden of care in developing countries with less formalized labour markets and weaker forms of state social provisioning, and to identify the mix of policies needed to reduce, support and redistribute care work to enable overall well-being and enhance gender equality. There will be a particular focus on countries most affected by the HIV/AIDS pandemic.

C. Gender-responsive public investment:

- a. Shifts in global approaches to development co-operation³⁶, and on-going budget reforms³⁷ present new challenges and opportunities for the achievement of gender equality results, even while there are insufficient procedures and tools to monitor progress towards these results. In the public finance domain, UNDP will expand its support for MDG-consistent investment plans and frameworks through strengthened and expanded use of gender budgeting techniques. This will encompass the revenue as well as the expenditure sides, including attention to participatory forms of regulation and assessment at local and national levels, and consideration of the gendered implications of taxation policies. Such support will contribute to an enhanced UNDP role in brokering policy dialogue on the gender implications of tax reforms at global, regional and local levels.

D. Gender-sensitive analysis of data

- a. In supporting governments to decide on the relative allocation of resources to various sectors (including trade-offs among the sectors and balancing “traditional” economic priorities with broader human development concerns) it is critical to take account of the gender implications of decisions taken. Such analysis, even where it operates at a high level of abstraction, must be informed by the actual realities of men and women

³⁶ Including consensus around the MDGs in 2000, the *Paris Declaration* in 2005, and the introduction of poverty reduction strategies and sector-wide approaches in the 1990s,

³⁷ Such as general budget support, performance oriented-budgeting and multi-year budgeting

“on the ground” if the human development perspective is to remain in focus. While many such holistic analyses are available³⁸, these are only imperfectly incorporated into mainstream development planning.

- b. In addition, even though there is widespread acknowledgement of continuing state weakness in many countries and poor/declining social service delivery³⁹, the gender-related implications of this are rarely integrated into planning decisions⁴⁰. In particular there is need for greater understanding of the limits to growth imposed by the constrained economic and social rights and opportunities of women.
- c. UNDP will support development of national capacities to track donor and government gender equality commitments in the context of the new aid architecture, to use international gender-sensitive indicators in locally-relevant ways and to introduce a broader set of indicators to monitor progress towards the MDGs. In this context, UNDP will continue its work to enhance reporting on human development through review and development of the Gender-related Development Index (GDI) and Gender Empowerment Measure (GEM).
- d. UNDP will support governmental learning on the role of women’s unpaid work by providing access to innovative data collection sources and methods, including community-based time-use surveys and monitoring systems. Most importantly, UNDP will support national capacity development in the use of such data in all planning mechanisms, including support to national statistical offices and national machineries for women.
- e. As an absolute precondition for effective analysis and tracking, UNDP will invest in the development of sex-disaggregated and gender-relevant baseline information at the outset of all interventions so that progress can be measured and reported in a meaningful way.

Fostering inclusive globalization

53. UNDP has been active in supporting national capacity in the analysis of trade trends and policies and their impacts on poverty reduction and human development. The focus of this support has been to ensure that the globalization process is beneficial to all countries, and inclusive and supportive of MDG commitments. In this connection, UNDP will take care to ensure that women are not excluded from the benefits, and are compensated for the negative impacts of trade agreements, fine-tuning its support as needed to ensure that this is achieved.

54. UNDP will incorporate in the support provided to national and regional entities the results of extensive research on the gendered impacts of trade liberalization policies. While such policies, many of which have set up export-processing zones in developing countries, have led to increased entrepreneurial

³⁸ Not least in the above-referenced MDG Three Report, and in annual Human Development Reports,

³⁹ As discussed in more detail under Democratic Governance below

⁴⁰ For example, generally improved aggregate indicators for middle income countries often mask failures in social service delivery at sub-state levels, and growing disparities between rich and poor. However ability to address this shortcoming is limited in part because women’s predominant role in the care of their families (sometimes called “the care economy”), and consequently as social service consumers, is rarely factored into analysis. There is need therefore not only for differentiated analyses of middle income, low income and least-developed countries, and of the various social groupings within these countries, but also for crystal-clear understanding of the interplay between social services, economic growth and gender relations.

and employment opportunities for women, and many benefits from enhanced income, research has also highlighted the costs borne by women, such as health hazards, unequal access to financial resources and business advice, and wage discrimination. These business and employment opportunities have also been found to increase the strain on women's domestic responsibilities, resulting often in net reductions of overall well-being for women and their families.

55. UNDP will assist national and regional bodies to negotiate and manage the gender-equality dimensions of trade agreements, and facilitate women's ability to contribute directly to such negotiations. UNDP will pay particular attention to the needs of women entrepreneurs, and work with national partners to identify interventions that support the incubation of women-owned businesses, and the graduation of their enterprises from micro to small and medium size, and beyond.

56. UNDP will support national and regional bodies to address the reciprocal impacts among gender relations and trade / financial liberalization, including in the areas of intellectual property rights, investment policies, migration and remittances, including their impact on women's entrepreneurship and employment, and fair and equitable wages, job standards and work conditions.

Mitigating the Effect of HIV/AIDS on Human Development

57. Gender inequality is a key driver of the AIDS epidemic, which increases the vulnerability of women and men to HIV infection and intensifies the burden of AIDS on women and girls. The number of women living with HIV has increased over the course of the epidemic, with women making up half of all people living with HIV in 2006. In sub-Saharan Africa women are disproportionately impacted by AIDS and make up 61% of adults living with HIV. Among 15-24 year olds, this disparity is even more pronounced with women and girls up to six times as likely to be infected with HIV as men and boys of the same age. The impact of the epidemic also falls hardest on women and girls who carry out the critical role and burden of providing care in families and communities affected by AIDS – often to the detriment of their economic and educational opportunities.

58. As a Co-sponsor of the Joint United Nations Programme on HIV/AIDS (UNAIDS), UNDP is responsible for leading UN system efforts to address the human rights and gender dimensions of the AIDS epidemic. UNDP promotes gender equality and the empowerment of women and vulnerable groups as critical priorities for reducing conditions of vulnerability to HIV and mitigating the impact of AIDS. UNDP works in partnership with UNIFEM, UNFPA, the Global Coalition of Women and AIDS and with the UNAIDS Secretariat and Cosponsors in promoting gender equality and equity in responding to AIDS.

59. The UN Security Council has addressed HIV and AIDS specifically in the context of conflict and post-conflict peace building, and reaffirms “the importance of a coordinated international response to the HIV/AIDS pandemic, given its possible growing impact on social instability and emergency situations”⁴¹

60. To ensure that national AIDS responses address critical gender linkages, UNDP promotes gender analysis of the AIDS epidemic, and gender assessments of national AIDS programmes. Efforts include support for the integration of gender-responsive approaches into AIDS strategies, operational plans, and budgets, and advocacy for meaningful participation of women living with HIV and groups with gender expertise in national AIDS coordination forums and in development, implementation and evaluation of AIDS plans. Initiatives to address gender dimensions of AIDS also include promotion of women's inheritance and property rights in the context of AIDS; economic empowerment of women living with HIV and capacity-building support for networks of HIV-positive women; addressing stigma and discrimination against women living with HIV and vulnerable populations; addressing links between

⁴¹ UN Security Council Resolution 1308 (2000)

trafficking of women and girls and HIV; addressing the impact of care and care giving responsibilities on women and girls; addressing the specific needs of men and boys and promoting their role in championing gender equality and challenging violence against women.

Partners

61. In undertaking these actions, UNDP will collaborate with the World Bank, ILO, INSTRAW, IOM, UNRISD, the UNAIDS Secretariat and Co-sponsors, UNIFEM, UN Regional Economic Commissions, Regional Development banks, BRIDGE, International Association for Feminist Economists, among others.

6.2 Democratic Governance

62. UNDP's activities to ensure strengthened core institutions of democratic governance, from the central to the most local levels will support the establishment of genuinely equal participatory processes and gender-responsive public services, linked to the achievement of the MDGs. UNDP will contribute to expanded understanding and acceptance that governance structures which do not result in the equal participation of men and women, or their equal enjoyment of benefits from state interventions, are by definition neither inclusive nor democratic.

Fostering inclusive participation

63. Inclusive democracy implies the participation of all social actors, including women, in public policy dialogue and decision making. Moreover it requires the active participation of women as decision-makers in all branches of state. While there has been some success in a few countries in increasing the representation of women in legislatures, there has been less success in establishing a common understanding among all parliamentarians of the role that gender equality plays in national development. Moreover, other branches of the state remain in most countries virtually untouched by understanding of gender equality as a principle of governance and driver of development, or by gender parity. Thus one major objective is to expand the numbers of women in state machinery at all levels, and here, UNDP will with focus on supporting the recruitment of higher proportions of women in the executive branch, and on strengthening their capacities.

64. However, having a larger proportion of women in government does not in and of itself guarantees a more inclusive or participatory governance, for women as well as men are bearers of discriminatory attitudes and behaviours. Thus the second principal objective is to contribute to expanded capacity of both male and female government personnel to work in a gender-sensitive manner, which is by definition both inclusive and participatory, to ensure that women's perspectives are deliberately drawn into national policy dialogue and action, and their equal access to assets and resources is guaranteed⁴².

65. Likewise, deliberate strategies are needed to work with central political actors – such as political parties and constitutional and legislative bodies – to enhance their awareness and leadership on gender equality issues (including through their work in gender budgeting), promoting positive measures to achieve gender parity and actively mentoring the emergence of women leaders. This includes providing gender aware and gender sensitive advice on electoral design, political party law and other aspects of electoral management. At the global level, UNDP will work closely with partners to develop technical tools drawing on practical approaches that provide a range of options on measures to address women's exclusion as voters and candidates. Finally, UNDP's work with media, regulation of access to information and support for e-governance initiatives must be gender sensitive, ensuring that women and

⁴² See also the discussion of gender parity in Section VIII of this strategy.

especially poor women have access to communication channels so that they participate effectively in policy dialogue and decision making.

Strengthening accountable and responsive governing institutions

66. In its support to stronger civic engagement at the local, regional and national levels, UNDP works to ensure meaningful economic governance, particularly serving the poorest social sectors, women, youth, persons living with disabilities, and indigenous people. Gender-responsive and equitable public service delivery and public regulation of utilities and government services are key factors in the efficacy of these services in reducing poverty and establishing inclusive democratic structures. Also critical here is recognition of the major role played by *local* government structures of all kinds in targeting all forms of government service delivery to various population groups. In working at the local government level UNDP will ensure that capacities to ensure service delivery to women as well as men are securely in place.

67. As already indicated, the rising incidence and severity of gender-based violence (GBV) in all societies around the world is increasingly recognized as a pressing and fundamental human rights challenge, with implications for all aspects of development, including democratic governance. Of primary importance here is improvement in the quality and delivery of gender-sensitive legal and security services to women. This entails working with national and local governments, especially their security services, in both post-conflict and non/post-conflict environments. Global tools will be developed to better understand the entry points for addressing GBV, to document ongoing initiatives and best practices, and to clarify the roles of the various interagency partners in responding to this governance challenge.

68. Flagship initiatives will be launched in collaboration with partners such as UNIFEM to design tools and interventions to ensure that parliamentary, public service, judicial or decentralization reforms supported by UNDP enable government officials to understand and address gender-based barriers to women's full access to and participation in governance.

Grounding democratic governance practices in international principles including gender equality

69. UNDP will support the expansion of national capacity to comply with the gender equality dimensions of all international conventions and treaties. UNDP will continue giving support on request to countries that seek to ratify or report to CEDAW and to align their national law and policy with its requirements. In addition UNDP will support countries on request in applying the provisions of the Beijing Platform of Action and Security Council Resolution 1325 (2000) on women peace and security.

70. A particular effort will be made to contribute to international understanding of the impact of customary laws, faith-based justice and informal justice mechanisms on gender equality commitments. Local government is an important site in which these relationships are worked out, in which questions of tradition versus modernization, and central versus local decision-making are explored. Support to local government in resolving these dilemmas offers a key opportunity and challenge to the development of gender-responsive governance capacity.

71. One of the key issues in grounding national action in international principles is support to legislatures in incorporating global provisions into national legal frameworks. Equally important is support to judicial reform so that legislation is fully articulated in a gender-equitable rule of law. UNDP will support the sharing of information and training of legislative and judicial personnel so that the established gender equality norms achieve greater exposure and become fully grounded in national practice.

Partners

72. UNDP will collaborate with DAW, UNIFEM, OHCHR, the Huairou Commission; the Inter-Parliamentary Union (IPU); the International Institute for Democracy and Electoral Assistance (IDEA) and others.

6.3 Crisis Prevention and Recovery

73. Crisis prevention and recovery, in the areas of both disaster and conflict, require the involvement of women, attention to women's specific concerns, and commitment to gender equality, if they are to be fully inclusive and sustainable. Both disaster and conflict disrupt or dismantle a society's basic systems and institutions. While both men and women undergo these dislocations, the relatively disadvantaged situation of women, their distinctive social obligations and responsibilities, and especially their exposure to gender-based violence mean that they experience the dislocations in ways that are different to men. Crisis has the effect of increasing both women's economic and social burdens, and their vulnerability to violence and exploitation in disproportionate ways. And yet women, and the caring tasks for which they are principally responsible, are absolutely central to the re-establishment of social cohesion. The potential for full community recovery is therefore maximized if attention is given to the differing needs of women and men.

74. The gender equality dimensions of crisis prevention and recovery are fully explored in the BCPR strategy⁴³, and summarized in its 8PA. These priorities are reflected in the text below. A full text of the 8PA is attached in Annex V.

Enhancing conflict and disaster risk management capabilities

75. Experience indicates that women's organizations often recognize when conflict is imminent, and have the networks, moral force and capacity to make vigorous contributions to its prevention. Women also have the capacity and knowledge to inform disaster risk reduction and recovery processes and

Box 4: UN Action on Sexual Violence in Conflict

A new and promising intervention is the **UN Action against Sexual Violence in Conflict, chaired by UNDP**. Commonly referred to as "UN Action", this process is a concerted effort by twelve UN entities to improve coordination and accountability, amplify programming and advocacy, and support national efforts to prevent GBV and respond effectively to the needs of survivors. UN Action is responding to the call of women's rights organizations, NGOs and rape survivors to do much more to address GBV within a humanitarian/emergency and human rights legal framework.

UN Action operates through existing coordination mechanisms including the Inter-Agency Standing Committee (IASC). It strengthens the work of the humanitarian protection cluster, and supports efforts to put an end to sexual exploitation and abuse by UN personnel.

Its activities include the following:

- Support to women's active engagement in conflict prevention and their influence over peace negotiations and post-conflict recovery processes.
- Inclusion of sexual violence on the agenda of all UN-funded post-conflict initiatives targeting police, security forces, justice and other government sectors.
- Strengthen service provision to survivors, including medical care, legal support and promotion of the economic security required to rebuild their lives.
- Linkages with governance and reform processes that improve women's access to decision-making and strengthen their voices in public affairs, with the long term view of tackling gender-specific power imbalances. (Website of UN Action)

⁴³ Bureau for Crisis Prevention and Recovery. *Bureau Strategy 2007-2011*. January 2007

strategies. However, their voices may be ignored and their networks may seem invisible in formal decision making processes.

76. Conflict and disaster risk prevention, reduction, mitigation and recovery tools, frameworks and instruments therefore benefit from a strong gender component. UNDP's actions will ensure that women participate in all dialogue on the generation of solutions for disaster risk management and conflict prevention. UNDP will aim to strengthen national capacities, in crisis-related gender analysis, including the incorporation of gender statistics into assessments of disaster risks, impacts and needs.

77. Through strengthened partnership with women and their agencies, UNDP will make a special effort to address their unique needs and translate their valuable knowledge into disaster reduction and recovery policies, plans and programmes. It will work with national partners, particularly local women's organizations, to strengthen their capacities and support advocacy efforts that ensure their engagement in institutional systems and coordination mechanisms.

78. This will involve training both men and women in the facilitation and mediation of such dialogues, and building links among women's organizations and networks with other national stakeholders and institutions. Local cadres of male and female specialists in conflict management will be trained. Formal tools such as Conflict-related Development Analysis Methodology will be adapted and implemented in such a way as to maximize the inclusion of women's concerns and contributions.

79. UNDP will support the strengthening of national crisis prevention and risk reduction processes and entities so that they can ensure the integration of gender-equality considerations in their work. Moreover, special attention will be given to the support of women's crisis prevention institutions, groups and networks, together with learning exchange on gender and peace-building. Through its efforts and interactions in interagency policy fora, UNDP will call for a gender perspective in the design, planning and implementation of peace missions and peace agreements.

Strengthening post-crisis governance functions

80. The continued operation and/or rapid recovery of national institutions can be critical to overall recovery efforts. For both disaster and conflict, laying the appropriate foundations for sustainable gender-sensitive recovery in the immediate post-crisis period can be a pre-requisite for ultimately successful intervention. Moreover, the social and economic dislocations caused by crisis may provide opportunity for new approaches that empower women and enhance gender equality. In the rapid re-establishment of governance functions UNDP will pay due attention to the capacity of governance entities at all levels to deliver for women as well as men.

81. In providing the necessary support to the early restoration of public service delivery mechanisms, UNDP will ensure that women's specific needs are targeted and met, based on the above-referenced gender-sensitive pre-planning and preparation, especially in the critical areas of restoring or strengthening the rule of law, and preparing the ground for economic recovery. UNDP is committed to supporting women's equal access to productive assets and economic opportunities by promoting gender-sensitive reforms to property rights, land ownership, inheritance rights, and access to credit. UNDP will strengthen the capacities of national women's machineries to participate in these and other post-crisis processes.

82. In addressing barriers to women's political participation as candidates, voters and observers in electoral processes, UNDP will support the capacity development of electoral commissions, legislative bodies to review electoral laws, and ensure non-discrimination. It aims to assist women's participation in post-crisis democratisation processes, by supporting consultations and networking opportunities for sharing best practices and experiences between countries.

83. UNDP will seek ways to ensure that all post-conflict and post-disaster recovery plans will be based on age- and sex-disaggregated information, and that all aid-coordination and resource mobilization mechanisms are aligned to the budgeting and allocation of funds to women's enterprises, groups and initiatives, or such activities operating on behalf of women. In other words, UNDP will support post-crisis gender budgeting.

84. Tools, assessment methodologies, training and good practice guidelines in support of rapid economic recovery will provide guidance on the incorporation of women's needs and concerns. UNDP can promote gender priorities while working with national institutions to implement the rule of law, build the capacity of actors, and lay the foundation for a more equitable society.

Restoring foundations for development at the local level

85. The recovery phase presents continuing opportunity to re-build social structures and processes so that they reflect and articulate not only the needs, interests and contributions of women as well as men, but also current best practice on human rights, participation, transparency and protection. Post-crisis governance structures offer opportunity to transform systems so that they recognize and embody the rights and needs of grass-roots women. Livelihood frameworks, for example, often provide men with modern market-relevant skills while women's options for skill development may be bounded by perceptions of what constitutes traditional "women's work". UNDP will support livelihoods assessments and activities to restore sustainable economic activities in gender-sensitive and gender-balanced ways, including the provision of skills training of all kinds tailored to the specific needs of all sections of the affected population. In addition, social cohesion will be supported through, for example, reducing the availability of small arms and preventing armed and gender-based violence.

86. Local administrations will be supported in the re-establishment of their institutions and procedures in gender-sensitive ways, and in providing attention to the specific needs of women in the community. UNDP will support the development of policies and programmes that aim to reduce women's economic vulnerabilities and risks in the post-crisis period. It will assist in sensitising and strengthening the capacity of relevant ministries and local authorities to ensure the rehabilitation of displaced women, women ex-combatants, widows and other marginalized women and acknowledge their right to land, credit, property and other assets. It will support the inclusion of women in economic recovery policies, plans and programmes, through, skills training, employment and restitution of livelihoods programmes. It will support social protection.

87. In restoring local-level human and institutional capital, which is likely to have been eroded during the conflict, major attention will be given to the reduction of GBV. Improved security is a pre-condition for the rapid stabilization of disaster and conflict situations, and the foundation of recovery. It is particularly important for women and children, as domestic violence continues regardless of formal peace settlements, and often peaks in the immediate post-disaster or post-conflict period. Responsibility, trustworthiness and accountability of the national security services will be supported through training, including on gender-sensitive policing initiatives, women's rights and the protection of all sections of affected populations.

88. UNDP's work on justice and security sector reform in crisis situations will ensure that resources to address women's specific security needs are optimized. It will strengthen capacities of rule of law institutions to uphold international law as a foundation of reform in the justice sector. Building on the lessons and best practices of providing direct assistance to GBV survivors in Darfur, UNDP will seek to ensure that women and girls have access to legal aid, strengthening capacities of judiciary institutions to deliver justice and to combat impunity.

89. Rule of law and justice structures in the recovering society must lay the foundations for long-term protection to women and retribution for any wrongs done to them. Truth commissions must ensure that issues of gender equality and gender-based violence are thoroughly addressed. To encourage women to seek justice, the composition of truth commissions and judicial panels must be gender balanced, and police and judiciary personnel properly trained, with the provision of safe space for testimony and evidence. UNDP must play an active role in strengthening the capacity of governments to end impunity for gender-based violence.

Partnerships

90. Key partners will include DESA, DGO, DPA, DPKO, the Peacebuilding Commission and the Peace-building Support Office, UNIFEM, UNICEF, WFP, WHO, the World Bank and the NGO Committee on Women Peace and Security, as well as other civil society networks and academic institutions.

6.4 Environment and Sustainable Development

91. The overall intention of gender mainstreaming with regard to environment and energy (EE) is to ensure the inclusion of gender equality considerations in planning systems at all levels and to expand both the access of women to finance mechanisms, and the direction of that finance to areas that will benefit women. Women play an absolutely central role in many activities that are affected by climate change and must therefore be explicitly involved in all adaptation and mitigation modalities, and enjoy expanded access to environmental and energy services, tailored to their needs. Moreover, women play crucial roles in supporting their families and communities to adopt survival strategies and to adapt and/or mitigate the effects of climate change. Their knowledge and experience can be collected and used to shape national policies and plans.

Mainstreaming environment and energy

92. UNDP will support capacity development to ensure that gender equality dimensions of environment and energy considerations are fully reflected in national policies, strategies and programmes. This will include the capacity to undertake participatory energy assessments and to ensure that women are fully engaged in national dialogue on environment and energy direction. In providing substantive support to a range of environmental and water governance, dry land development, resource management, biodiversity and eco-system services, among others, UNDP will ensure that women's roles in managing and protecting natural resources are fully reflected, as is their need for equitable access to these resources for both domestic and productive purposes, and to be involved in policy making and decision making on their optimal use and protection. Women's needs for specific forms of energy for specific uses will be factored into plans.

93. Considering women's role in environmental conservation and the impact of environmental degradation on their domestic and productive responsibilities and hence on economic growth, it is critically important for governments to consult with women and to play an active role in enhancing women's position in environmental decision-making. UNDP will broker the inclusion of women in policy dialogue and decision-making as a component of national capacity development. A key role that UNDP can play is in consolidating the extensive amount of research and data on women's role in environmental management, so that it can be made available to policy-makers. Once consolidated, UNDP is also well-placed to ensure the inclusion of this information in national plans and programmes, so that analysis is transformed into concrete, gender-responsive action.

Mobilizing environmental financing

94. In promoting the policy change and institutional development that is supportive of private and public sector investment in new forms of energy, UNDP will be mindful of the need to incorporate gender equality considerations into planning, implementation and assessment of the impact of these innovations

95. Experience to date indicates that environmental finance mechanisms have had limited benefit for LDCs (and for the poor and disadvantaged within countries), due to the latter's relative lack of capital, market access, knowledge and skills. This phenomenon also holds true for women in general who tend to be among the least endowed with the capabilities required for recognition by modern financial mechanisms, despite being important agents of economic dynamism at the local and household levels⁴⁴. UNDP will support positive action to compensate for this a-symmetry in finance provision relative to need. This would include concrete mechanisms, including affirmative action, capacity development and quotas that can ensure that women's organizations and women-led businesses have access to finance.

96. Experiences such as those of UNDP's MDG Carbon Facility, however, demonstrate the value of alternative approaches. UNDP will mobilize carbon finance and direct this towards developing a portfolio of projects that yield tangible sustainable development and poverty reduction benefits across a diverse group of developing countries, including the poorest, least developed countries, and in this context will also seek to ensure gender equitable benefits. Similarly research on the gender equality dimensions of community resilience and adaptation will be consolidated for inclusion in national plans.

Promoting adaptation to climate change

97. Climate change has a negative effect on growth through more frequent and intensive environmental stress and disaster, reducing productivity, and by forcing governments and donors to further divert resources which could otherwise be spent on developmental investment. Moreover, it has the effect of intensifying the impact of other environmental threats and hazards, and exposes those most dependent on environmental resources, namely the poor and women, to greater deprivation and economic risk. Since climate change disproportionately affects poor women, UNDP will support governments to analyze and identify gender-specific impacts and protection measures related to floods, droughts, heat waves, disease, desertification, species change and other environmental changes and disasters.

98. In many cases, women's knowledge and participation has been critical to the survival of entire communities in disaster situations. UNDP will therefore support governments to take advantage of women's specialized skills in various aspects of their livelihood and natural resource management strategies that lend themselves to mitigation and adaptation. UNDP will support the development of national capacity to consult with women, draw on their expertise in this area and ensure that national and local mitigation and adaptation policy and action reflect their concerns and experiences.

99. UNDP will also support research and the development of a stronger evidence base on the gendered impact of a range of interventions, including: expanded bio-fuel production; indigenous and grass-roots adaptation strategies, the financing of adaptation and insurance schemes for climate change.

⁴⁴ The Kyoto Protocol's Clean Development Mechanism has channeled eighty-five percent of its resources to emerging economies, such as Brazil, India and China, which have highly developed infrastructures and absorptive capacity. While other mechanisms, such as the MDG Carbon Fund, may have more potential to respond to women's needs and to advance gender-equitable results they lack the operational guidelines and capacity to do so. This is also true of multilateral agreements such as the Montreal Protocol, trade agreements and wildlife agreements, which tend to be poorly linked with local interests. Women's views are rarely sought or incorporated into the negotiations of such agreements, which therefore tend to be dominated by men's priorities.

Capacity development will be pursued through a variety of means, including through south-south knowledge/technology transfer and the adoption of women's good practices.

Expanding access to environmental and energy services for the poor

100. In expanding access to environmental and energy services for the poor, UNDP will take account of the linkage between climate change, sustainable development and the promotion of gender responsive micro-, small- and mid-sized enterprises. These have important implications for livelihood creation and reduced environmental vulnerability, particularly in rural areas where the majority of poor people live. Integrated sets of environmental and energy services are required that draw on and expand existing practices, promoting creativity and innovation linked with environmentally sound natural resource management, micro finance, market access/creation, strengthened access to various energy types and sources, and an enabling policy environment. UNDP will ensure that environmental and energy services will support domestic and productive activities, so that women's home-based production is not excluded.

101. A key factor here will be expanded capacity of both government and community-based and women's organizations to engage in mutually beneficial environmental dialogue so that decision-makers are aware of women's needs and insights, and the most appropriate government responses to these.

Partners

102. Key partners will include: GEF, UNEP, UN HABITAT, IUCN, the Women's Environment and Development Organization (WEDO). As an aspect of its coordination activities, UNDP will support sector-specific partners, such as UNEP and GEF, to mainstream gender equality considerations in their activities.

C. INSTITUTIONAL ARRANGEMENTS

103. To consolidate the gains of the Gender Action Plan 2006-2007, and achieve the projected outcomes of the Gender Equality Strategy 2008-2011, UNDP will continue to adapt its institutional framework. Change is needed at three levels: the technical level (capacities, systems, tools and instruments for gender mainstreaming); the policy level (commitment, planning, prioritizing, and decision-making); and the cultural level (where habitual attitudes and behaviors form and sustain the environment and daily practice of the organization). In addressing the identified challenges of commitment, leadership, accountability and capacity, adjustments are required not just in the work UNDP does but also in *how* it does that work and, very importantly, in the *kind of organization* that it is.

104. The consultative process that underpins the development of the GES enabled the full range of stakeholders to look creatively at the institutional arrangements needed to achieve its internal and external gender equality goals. Much “out-of-the-box” thinking during this process has enabled UNDP to pinpoint the skills, competencies and attitudes that will achieve these goals, to identify concrete “carrots” and “sticks” that are required alongside the more traditional training and coalition-building efforts; and to think seriously about meaningful levels of staffing and funding.

105. Overall, a three-pronged approach to promoting gender-responsive change in UNDP has been identified and is described below: operating far more robust systems of accountability for gender equality results, supported by stronger knowledge management and communications mechanisms (Section VII); building capacity and the human resource management approaches needed to ensure substantive results in each Focus Area, to develop the team-based and networking competencies required; and to re-shape the culture of the organization by tackling attitudes, beliefs and behaviors (Section VIII); and finally development of vigorous resource mobilization and investment tracking mechanisms (Section IX). These will all be regularly monitored and assessed, as described in Section X)

VII. Three Essential Frameworks

7.1 Accountability Framework for Gender Equality

106. As requested by the Executive Board, UNDP is integrating accountability for gender equality results within its strengthened overall accountability framework. The elements of the UNDP accountability framework for gender equality in its programme outcomes have been tested and are already in place, as set out below. They will be further developed and expanded as the corporate framework evolves.

107. The key components of this framework include:

- a. **The Gender Equality Strategy, as a complement to the Strategic Plan**, will be monitored with it. *** [*Gender equality development and institutional results frameworks to complement the SP development and institutional results framework by providing detailed outcomes and indicators are being developed alongside the SP results frameworks. They will be presented at the annual session of the Executive Board in June 2008.*]
- b. **The global GSIC, chaired by the Administrator, will continue as the principal internal oversight mechanism**, and will be replicated at the regional level. Bureau Directors and RR/RCs will report regularly on progress in implementing the Gender Equality Strategy.

- c. **Regular reporting to the Executive Board will continue.** The chair of the GSIC will report annually on progress in implementing the GES, with particular attention to overcoming the challenges set out in the report of the Gender Mainstreaming Evaluation Team 2006.
- d. **Regional Director Compacts with the Administrator** will formally document their responsibilities as champions for gender equality and their accountabilities for gender equality results in operational activities and institutional arrangements within their respective bureaux. The implementation of these compacts will be strengthened and monitored through the GSIC process and through their RCAs.
- e. **The UNDP Balanced Scorecard** will be enhanced by integrating the Gender Mainstreaming Scorecard that has been developed and tested over the past two years.
- f. **UNDP requires all staff members to contribute to gender equality outcomes.** Changes will be introduced to the performance appraisal system to enable staff to report their gender equality results annually, as described in Section VIII. Incentives, in the form of recognitions, awards, winning of contests, and other “gold stars”, as currently used by some offices, should be part of the overall accountability process, as must consequences for non-performance.
- g. **An enhanced financial accounting system (ATLAS) and the gender parity target** are further components of the Gender Equality Accountability Framework. These are discussed in the next section.

7.2 Community of Practice and Knowledge Management Framework

108. UNDP is committed to building a global, dynamic and highly professional community of practice on gender equality, supported by a vigorous knowledge management (KM) framework. The primary constituency for this community will be country office staff, and UNDP will seek to draw in women’s organizations, research and academic institutions as well as multi- and bi-lateral organizations that offer knowledge and experience to support gender equality goals. A key function of the enhanced Community of Practice (CoP) will be to model and stimulate “out-of-the-box” thinking regarding UNDP’s work for gender equality. It will provide a new and comprehensive platform for ensuring cross-regional sharing and tangible collaboration beyond the e-knowledge networks, for example cross-regional joint programme implementation, inter-regional taskforces on gender, annual learning fairs. The various individuals and units working on gender equality considerations will be drawn together as a fully functioning expanded team of committed advocates and champions for gender equality.

109. As part of this process, UNDP will identify new knowledge (especially women’s knowledge), codifying and disseminating this knowledge to guide and reinforce substantive gender equality agendas in the four focus areas. Thus UNDP has identified the need for a knowledge management structure that extends beyond the current discussion network and workspace (Gender Net) to comprise a coherent and linked set of web portals and knowledge products that truly reflects and supports UNDP’s extensive gender equality activities, and leverages existing internal and external good practice in meaningful ways. A knowledge management framework will be developed specifically to promote synergies with the accountability, advocacy, communication and capacity development frameworks.

110. Key elements of the framework will include:

- a. **At the global level:** A global knowledge management for gender equality advisory body; a baseline assessment of knowledge needs; a global portal on gender equality for each Focus

Area, linked to regional and specialized sites⁴⁵; a global system for the codification of good practices, and a corporate knowledge management toolkit, to support organizational consistency by setting out the corporate principals and core activities guiding UNDP knowledge management for gender equality.

- b. **At the regional level, linking and serving country offices:** gender equality platforms which provide both consolidated internal resources, and, increasingly, links to a wide range of external information sources and networks (but avoiding repetition of effort and content) and include sites in local or regional languages. A key function of these sub-corporate sites will be to connect the practices and practitioners, especially those at country level. Regional platforms will be linked to national institutions, networks and products. Regional peer-to-peer learning exchanges and knowledge fairs will be included, in both electronic and face-to-face formats as appropriate.
- c. **Services to the Community of Practice**, including training and support to members, and the continuation of Gender Net and the Gender Workspace.
- d. **Various knowledge products as may be determined.** A key focus will be development of distinctive and high quality UNDP gender equality knowledge products, available in both hard and soft copy for maximum utilization. All websites will include both private and public space. Various successful global and regional models exist which will be further expanded and developed. These include, *inter alia*: the I-know Women in Politics platform developed by the democratic governance practice; the Latina Genera Gender Knowledge Platform of RBLAC, which will be replicated in at least two other regions; and the “people-connecting” approach developed by RBAP; The Solution Exchange at country level offers a high quality model that can be adapted to access women’s knowledge solutions systematically;
- e. **A monitoring and feedback mechanism** will ensure that UNDP is receiving full value from its knowledge management system by tracking the actual use of products and consolidating and disseminating lessons learned.

7.3 *Communication and Advocacy*

111. A communication and advocacy plan will be developed to amplify the corporate advocacy plan and maximize full internal understanding of the gender equality mandate, and its implications for the work of the organization (thereby linking the normative with the operational domains).

112. This will contribute not only to improved substantive performance, but also expanded funding of gender equality activities from internal sources, based on greater understanding of their development potential. This evidence of growing internal commitment will in turn leverage additional funding, setting up a virtuous cycle of result and resource, based upon sound information flows. In addition, national ownership of the gender equality agenda will benefit from informed dialogue and sharing of knowledge and information, and UNDP country office staff will be pro-active in initiating and sustaining such dialogue at all levels, supported by a relevant gender equality communication and advocacy plan.

113. As with knowledge management, both communication (sharing of information) and advocacy (promoting and issue) have distinctive elements when used in connection with gender equality and women’s rights programming. The terms “gender”, “equality” and “human rights” occupy politically

⁴⁵ While each focus area may be addressed separately via projects, the portal also provides the opportunity to flag and explore the transversal linkages between the focus areas, ensuring a holistic approach to knowledge management.

contested ground within the development arena. Despite the clear mandates, there are many factors that constrain full compliance, and there are many different views on the terminology and methodologies used. The communication and advocacy plan therefore will play a central role in enhanced UNDP results by addressing the on-going need for dialogue to build consensus, both internally (primarily for capacity development and organizational change) and externally (primarily for national capacity development, partnership development and resource mobilization).

114. The plan will comprise key messages (branding), key partnerships, identification of strategic internal and external processes to influence, and how best to do this, with time-lines and indicative resource allocations. High quality knowledge products tailored for outreach and communication purposes will be a key component of this plan. Each regional and country office will develop a locally relevant communication and advocacy plan, broadly framed according to the framework but operationalized in locally-relevant ways.

115. The communication and advocacy plan is also intended as a contribution to the development of the gender equality CoP, and to the transformation of the institutional culture by encouraging new gender-sensitive attitudes and practices in the workplace (as discussed in Section VIII).

VIII. Human Resources

8.1 Gender Parity

116. UNDP will continue to pursue the UN target of achieving gender balance at all levels by 2010. While some progress has been made in line with the system-wide effort, and UNDP has become a lead agency in workforce tracking, much remains to be done. Tables 1 and 2 indicate the current situation regarding gender balance at various levels of the organization. It is clear that gender parity declines with seniority. At the senior management level there is a bright spot at the ASG level. However, the overall figure of 34% women senior managers places UNDP 13th in gender parity among UN system partners⁴⁶.

Table 1: Male and Female Staff by Category of Job Responsibility⁴⁷

| Category | Total | Male | %Male | Female | %Female |
|------------------------------|-------|------|-------|--------|---------|
| Support Staff | 3798 | 1592 | 42% | 2206 | 58% |
| Junior Management | 1912 | 1029 | 54% | 883 | 46% |
| Middle Management | 1740 | 1127 | 65% | 613 | 35% |
| Senior Management | 318 | 210 | 66% | 108 | 34% |
| UNDP Global Workforce | 7768 | 3958 | 51% | 3810 | 49% |

Source: IMIS/ATLAS November 2007

⁴⁶ UNDP Gender Parity Report 2007, p. 13

⁴⁷ UNDP Gender Parity Report 2007, p. 16

Table 2: Distribution of Senior Managers by Grade and Sex⁴⁸

| Senior Mgt - Gender Distribution by Grade (Nov 2007) | | | | | |
|--|------------|------------|------------|------------|------------|
| Level | Total | Male | % | Female | % |
| ADM | 1 | 1 | 100% | 0 | 0% |
| USG | 1 | 1 | 100% | 0 | 0% |
| ASG | 9 | 4 | 44% | 5 | 56% |
| D2 | 64 | 45 | 70% | 19 | 30% |
| L7 | 8 | 6 | 75% | 2 | 25% |
| D1 | 196 | 127 | 65% | 69 | 35% |
| L6 | 39 | 26 | 67% | 13 | 33% |
| | 318 | 210 | 66% | 108 | 34% |

Source: IMIS/ATLAS, November 2007

117. A Gender Parity Action Plan to achieve the 2010 target is in development based on a substantial survey of the current situation provided in the Gender Parity Report 2007. Drawing on UNDP's strengths of clear leadership of this issue, a comprehensive set of human resource policies, the availability of a wide range of staff development resources and a strong pipeline of female as well as male potential managers, the Action Plan will provides tools and information that will further assist managers in their talent management and contributions towards the gender parity goals.

118. Heads of offices (Bureau Directors, RR/RCs, Country Directors and Deputy Country Directors) are responsible and accountable for progress towards gender equality in their respective units, with the backing of OHR, and the multiple support services that it provides. This is monitored through management accountability mechanisms.

119. The plan gives due regard to the representation of women from developing countries and equitable geographic representation, and provides for regular progress reporting to the Administrator against agreed targets. The Action Plan includes affirmative action measures and clear quantitative targets to support the short and medium term attainment of the goal, but these will not become ends in themselves: there is recognition that long-term gender parity will require and be sustained by quite profound cultural change in the organization, and cannot be achieved without it.

120. This is because the challenge lies deeper than numbers. In the most recent annual staff survey, women reported that they face greater challenges balancing the demands of their personal and professional lives, and are more constrained in their professional development. It is clear that the organization faces serious challenges in addressing the needs and aspirations of women employees.

121. Although across most organizations, it is women who tend to suffer from a discriminatory working environment, it is a mistake to believe that men are the only agents of it. All staff, women as well as men, are the bearers of organizational culture, and voluntarily or involuntarily find themselves acting in accordance with it. Moreover, while staff behaviour is shaped by the culture, they also play a role in shaping and/or sustaining it. It is of immense importance that staff are sufficiently aware and self-critical to be able to step out of a counter-productive culture and embrace new values, attitudes and practices. UNDP will engage in a vigorous programme to understand the organizational culture, and to eliminate all aspects that could lead the organization to discriminate against women. This is not only the right thing to do but would result in better operational results.

⁴⁸ UNDP Gender Parity Report 2007, p. 18

122. Thus UNDP will focus on changing the culture of the organization, of which the improving gender parity figures will be one indicator, and improved programme results another. Various kinds of affirmative action will be needed in the short and medium term, but as the culture and attitudes improve it is anticipated that these steps will be needed less and less. In addition to addressing cultural barriers and resistance to gender equality, UNDP will seek to develop:

- a. Strong leadership on this issue across all sections of the organization;
- b. Management accountability mechanisms for the achievement of diversity and gender parity in their respective units, and in the selection of consultants;
- c. Attention to the “four R’s” of gender parity: recruitment; retention; re-entry and recognition (advancement/promotion)⁴⁹;
- d. Contract modalities that are more conducive to gender parity, in consultation with common-system partners and human resource management coordination bodies; and
- e. Human and financial resources appropriate to the challenge

8.2 Learning and Capacity Development

123. UNDP’s contribution to national capacity development in implementing the global commitments to gender equality and women’s empowerment is described in Part B of this strategy. In addition Part C sets out the various mechanisms through which overall institutional capacity for gender mainstreaming will be strengthened. Here attention is given to developing staff capacity to operationalize UNDP’s commitments and to achieve the planned results, as a component of institutional capacity development.

124. For over a decade UNDP has been a leader in staff capacity development for gender mainstreaming. It was the first UN agency to define the competencies required in working for gender equality, and how to develop them. UNDP has produced gender mainstreaming learning materials that combine staff development with knowledge management. More recently, UNDP has developed an innovative self-learning virtual academy which includes a foundation and more advanced course on gender mainstreaming. Most face-to-face workshops on programme issues have gender equality components, as do all virtual courses. In addition several case studies and thematic training modules include gender considerations.

125. Nevertheless, a re-energizing of the approach is required, as there is on-going need to ensure that the opportunities provided actually result in the capacity development needed at all levels. The 2005 evaluation of gender mainstreaming noted grave shortcomings in staff capacity, so a radical re-focusing of the approach and greater investment in specialized and highly targeted training and learning opportunities are needed. UNDP is committed to providing staff training and learning commensurate with the needs of the GES, and to allocate sufficient funding to this critical activity so that the needed impact in concrete results is achieved.

126. UNDP will develop a vigorous and high-quality learning programme to ensure staff capacity to deliver on its commitment to gender equality. This plan will be based on needs assessment⁵⁰, and designed to build identified competencies tailored to the needs of various categories of staff. Skills development will be relevant to job descriptions, competency-based and cumulative. The broad intention of this programme will be to ensure that all staff has the basic understandings necessary to work in a gender-sensitive manner.

⁴⁹ With regard to recruitment, UNDP will enhance its selection procedures to ensure that all new staff and consultants possess the basic understanding, skill and experience required to work in a gender-sensitive manner. This means that lack of these attributes is sufficient reason to reject an applicant for either a staff post or consultancy.

⁵⁰ Drawing on and updating the previous extensive capacity and needs assessment completed in 2001.

127. The revised capacity development plan is likely to include⁵¹:
- a. Specialized thematic training for each practice (BCPR model)
 - b. Revised basic training package.
 - c. Advanced gender analysis training
 - d. Leadership training for men and women leaders
 - e. Inclusion of gender equality considerations in the revised RR/RC Induction Course
 - f. Specialised training/orientation on management for gender equality for middle and senior management
 - g. Adaptation of “on demand” training in ATLAS to take account of expanded capture of gender equality resource allocations and expenditures (see below)

8.3 Results and Competency Assessment (RCA)

128. “What gets measured gets done”⁵². Busy people with competing demands on their time will give priority to those tasks and areas on which they will be measured and assessed. Achieving gender equality results will remain a rhetorical construct unless those results are clearly identified and measured by a robust, systematic, highly visible instrument. It is therefore critically important that implementation of UNDP’s gender equality mandate be established as a fundamental criterion of good performance in UNDP.

129. UNDP is committed to a meaningful performance appraisal process that includes gender equality considerations. It is currently revising its RCA system, and care will be taken to enhance its capacity to ensure that staffs are actually fulfilling their obligations to work for gender equality. Various options for the development of Key Results and performance indicators will be reviewed, as will options for monitoring senior management performance, perhaps through the senior Career Review Group (CRG). In order to achieve the needed results UNDP will also focus on capacity development for managers, including at the Country Office level, as indicated above.

130. A related issue is that recruitment criteria must resonate with subsequent performance criteria: staff with inappropriate attitudes will never perform to a satisfactory standard, and should not be appointed.

IX. Financial Resources

9.1 Resource Mobilization

131. As indicated above, UNDP has demonstrated that where there is leadership, oversight and resources, stronger gender equality results will follow⁵³. UNDP can therefore say with a great deal of confidence that resources disbursed against gender equality goals are well-spent, and should be allocated in amounts commensurate with the importance of the mandate. The need for significant levels of funding is underlined by recent studies that describe gender mainstreaming as a specialized activity that is labour and time intensive, and therefore expensive. It requires trained staff, detailed performance monitoring, disaggregated statistics and more senior gender specialists in the field⁵⁴.

⁵¹ Formal definition of “capacity development”

⁵² CIDA 2005. *Framework for the Assessment of Gender Equality Results*:

⁵³ See Section III of this strategy document.

⁵⁴ For example: OECD 2007. *Gender Equality and Aid Delivery: what has changed in development co-operation agencies since 1999?* p.8.

132. UNDP will continue to invest core resources in strengthening the institutional arrangements for gender equality that have been described above, including the development of accountability, knowledge management, capacity and expertise. Ear-marking of funds and setting minimum expenditure targets for gender equality programming is a major factor in driving gender equality results. Various mechanisms to “ring-fence” funds will be identified and explored in order to maximize internal resource mobilization. Here UNDP’s experience with its crisis prevention and recovery funding mechanisms (see paragraph 27g) will be monitored closely, with consideration given to replicating this model for other thematic funding streams⁵⁵.

133. With regard to programme activities, the GTTF will be further expanded to support regional and country level work on gender equality. The GTTF has been a vital and effective financial instrument for sustaining UNDP’s gender equality work, with the many successes described in Sections II and III, and summarized in Box 2. In addition, the sustained support provided over ten years by the Government of Japan is an example of good funding practice: it has allowed space for innovation as well as opportunity for cumulative testing and adapting of experience. It is a concrete demonstration that long-term relationships and extended commitment lead to more thoughtful, strategically effective interventions and more durable results. UNDP will work carefully with a range of partners to develop similar high levels of impact, avoiding as much as possible the short-term horizons that will not deliver results.

134. The early experience gained from the MDG Achievement Fund indicates its potential to leverage UNDP’s strong partnerships for gender equality into effective collaboration. UNDP will work with partner agencies in an expanded range of joint programmes, especially in the context of the One UN pilot process.

135. A resource mobilization plan will be put in place, featuring:
- a. Realistic costing of all activities
 - b. Extensive internal resource analysis
 - c. External resource analysis
 - d. Strong relationships with donors, based on rich flow of information and feedback

9.2 Tracking resource allocations and expenditures - Adjustments to ATLAS

136. In 2005 UNDP commissioned a review of the organization’s financial system, ATLAS, in order to identify possibilities for enhanced reporting on gender. The review concluded that ATLAS can track both earmarked and integrated allocations and expenditures for gender equality and women’s empowerment through use of the ‘fund code’, ‘service line’ and ‘activity type’ elements of the ATLAS classification system. Nevertheless, it was felt that these methods were not reflecting the full extent of UNDP’s expenditure on gender, and in particular are not able to capture administrative and substantive gender equality activities being undertaken in funding envelopes not specifically flagged as gender-related.

137. In particular the review found that ATLAS reflected ‘very modest’ achievements even in respect of HIV&AIDS and Democratic Governance, where the organization felt that gender has been “well mainstreamed”. A prior pilot study of gender coding of 2004 expenditure by the Albania, Pakistan, Kenya, Mexico and Saudi Arabia offices confirmed suspicions that gender might be under-reported or misleadingly represented. It seemed that a large part of the problem might be a failure to capture gender-related results and impacts rather than limited efforts in the area of gender mainstreaming.

⁵⁵ In 1997 research indicated that less than two percent of UNDP’s core resources were being allocated to gender equality, which was then one of five UNDP Focus Areas. As a result the Administrator’s requested managers to allocate twenty percent of thematic funds to gender equality (Direct Line 11), a requirement that was discontinued in 2000.

138. In January 2006, the Executive Board explicitly requested UNDP to configure the ATLAS system to track both allocations and expenditures for gender equality results. As a first step in responding to this request UNDP commissioned pilot case studies in five UNDP country offices with the aim of identifying specific improvements that can be made to ATLAS. A subsidiary goal of the intervention is to enhance the capacities of the country offices concerned to analyze their budgets from a gender perspective.

139. This study has made recommendations for a classification scheme in ATLAS that will enable it to accurately capture investments and expenditures on gender equality results. The scheme will be piloted in a wider sample of countries (20-30) to test its accuracy and effectiveness further. UNDP is committed to implementing a revised ATLAS system globally during this programming cycle.

X. Monitoring and Evaluation

140. Monitoring and evaluation of the GES and the projects and programmes designed and implemented under its aegis will be undertaken in accordance with the established procedures of UNDP, the gender equality standards defined by the United Nations Evaluation Group (UNEG), and by the system-wide policy and strategy for women's empowerment and gender equality. Gender equality considerations will be included in the on-going revisions of the UNDP Handbook on Evaluation (The Yellow Handbook).

141. The GSIC will undertake annual reviews of the GES, in the context of reporting to the Executive Board, and make adjustments as necessary. The annual review of June 2008 will incorporate several pending issues which could not be reflected in the GES at time of writing, including: the outcomes of the "One UN" pilot process; on-going consultations on the gender architecture of the UN; any relevant recommendation of TCPR 2007 and further development of the SP, including in its results framework and its accountability framework.

142. A second gender equality evaluation will take place in 2010, at the same time as the evaluation of the SP, and to prepare for the next planning cycle. This evaluation will review progress since the previous such evaluation in 2005.

Terminology used in the GES

GENDER – “Refers to the social attributes and opportunities associated with being male and female and the relationships between women and men and girls and boys, as well as the relations between women and those between men. These attributes, opportunities and relationships are socially constructed and are learned through socialization processes. They are context/ time-specific and changeable. Gender determines what is expected, allowed and valued in a women or a man in a given context. In most societies there are differences and inequalities between women and men in responsibilities assigned, activities undertaken, access to and control over resources, as well as decision-making opportunities. Gender is part of the broader socio-cultural context. Other important criteria for socio-cultural analysis include class, race, poverty level, ethnic group and age”

* [“Gender Mainstreaming: Strategy for Promoting Gender Equality Document”](#) - August 2001 – Office of Special Advisor on Gender Issues and Advancement of Women.

GENDER EQUALITY – “Refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. Equality does not mean that women and men will become the same but that women’s and men’s rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration – recognizing the diversity of different groups of women and men. Gender equality is not a “women’s issue” but should concern and fully engage men as well as women. Equality between women and men are seen both as a human rights issue and as a precondition for, and indicator of, sustainable people-centered development”

[“Gender Mainstreaming: Strategy for Promoting Gender Equality Document”](#) - August 2001 – Office of Special Advisor on Gender Issues and Advancement of Women.

GENDER MAINSTREAMING – “Mainstreaming a gender perspective is the process of assessing the implication 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”

[Report of the Economic and Social Council for 1997 \(A/52/3, 18 September 1997 – Chapter IV. Special session on Gender Mainstreaming](#)

WOMEN’S RIGHTS – “The human rights of women and of the girl-child are an inalienable, integral and indivisible part of universal human rights. The full and equal participation of women in political, civil, economic, social and cultural life, at the national, regional and international levels, and the eradication of all forms of discrimination on grounds of sex are priority objectives of the international community.”

[Vienna Declaration and Programme of Action, 12 July 1993. A/CONF.157/23. Paragraph 17](#)
[http://www.unhcr.ch/huridocda/huridoca.nsf/\(Symbol\)/A.CONF.157.23.En](http://www.unhcr.ch/huridocda/huridoca.nsf/(Symbol)/A.CONF.157.23.En)

WOMEN’S RIGHTS - “As defined in article 1, “discrimination against women” shall mean any distinction, exclusion or restriction made on the basis of sex which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise by women, irrespective of their marital status, on a

basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field.”

“Convention on the Elimination of All Forms of Discrimination against Women” 18 December 1979.

<http://www.un.org/womenwatch/daw/cedaw/text/econvention.htm#article2>

WOMEN’S EMPOWERMENT – “Women's empowerment has five components: Women's sense of self-worth; their right to have and to determine choices; their right to have access to opportunities and resources; their right to have the power to control their own lives, both within and outside the home; and their ability to influence the direction of social change to create a more just social and economic order, nationally and internationally”

Guidelines on Women’s Empowerment”. Document prepared by the Secretariat of the United Nations. Inter-agency task force on the implementation of the ICPD Programme of Action.

<http://www.un.org/popin/unfpa/taskforce/guide/iatfwemp.gdl.html>

WOMEN’S EMPOWERMENT - “The concept of empowerment is related to gender equality but distinct from it. The core of empowerment lies in the ability of a woman to control her own destiny. This implies that to be empowered women must not only have equal capabilities (such as education and health) and equal access to resources and opportunities (such as land and employment), they must also have the agency to use those rights, capabilities, resources and opportunities to make strategic choices and decisions (such as are provided through leadership opportunities and participation in political institutions. And to exercise agency, women must live without the fear of coercion and violence.”

Task Force on Education and Gender Equality. 2005. *Taking Action: achieving gender equality and empowering women*. The Millennium Project. UNDG

GENDER PARITY - “Equal numbers of men and women at all levels of the organization. It must include significant participation of both men and women, particularly at senior levels. Gender parity is one of several integrated mechanisms for improving organizational effectiveness.”

UNDP Gender Parity Action Plan 2007.

GENDER BASED VIOLENCE (GBV) – “Gender-based violence is a form of discrimination that seriously inhibits women's ability to enjoy rights and freedoms on a basis of equality with men”. ... “Gender-based violence, which impairs or nullifies the enjoyment by women of human rights and fundamental freedoms under general international law or under human rights conventions, is discrimination within the meaning of article 1 of the Convention (CEDAW).

Committee on the Elimination of All Forms of Discrimination against Women – General Recommendation 19 (11th session, 1992).

<http://www.un.org/womenwatch/daw/cedaw/recommendations/recomm.htm>

GENDER BASED VIOLENCE (GBV) - : “any act of violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life”

Declaration on the Elimination of Violence against Women. General Assembly resolution 48/104 of 20 December 1993. – Article 1.

[http://www.unhchr.ch/huridocda/huridoca.nsf/\(Symbol\)/A.RES.48.104.En](http://www.unhchr.ch/huridocda/huridoca.nsf/(Symbol)/A.RES.48.104.En)

GENDER BASED VIOLENCE (GBV) “any harmful act that is perpetrated against a person’s will and that is based on *socially associated differences* between males and females’. As such violence is based on socially ascribed differences, gender-based violence includes, but it is not limited to sexual violence. While women and girls of all ages make up the majority of the victims, men and boys are also both direct and indirect victims. It is clear that the effects of such violence are both physical and psychological, and have long term detrimental consequences for both the survivors and their communities”

ECOSOC Humanitarian Affairs Segment 2006. “Addressing Gender-based violence in Humanitarian Emergencies” “Gender –based violence and the role of the UN and its Member States”
www.un.org/docs/ecosoc/meetings/2006/docs/Presentation%20Mr.%20Michel.pdf

Operational Framework for Gender Equality⁵⁶

The task force for MDG3 has adopted an “operational framework” to clarify and define the concept of “gender equality”, drawing strongly on rights-based and human development perspectives and demonstrating the inter-relationships of these three paradigms. In terms of this framework gender equality involves three domains, in each of which equality between men and women is an intrinsic component of development:

- a. The *capabilities domain*, which refers to basic human abilities as measured by education, health, and nutrition. These capabilities are fundamental to individual well-being and are the means through which individuals access other forms of well-being.
- b. The *access to resources and opportunities domain*, which refers primarily to equality in the opportunity to use or apply basic capabilities through access to economic assets (such as land or housing) and resources (such as income and employment), as well as political opportunity (such as representation in parliaments and other political bodies). Without access to resources and opportunities, both political and economic, women will be unable to employ their capabilities for their well-being and that of their families, communities, and societies.
- c. The *security domain*, which is defined to mean reduced vulnerability to violence and conflict. Violence and conflict result in physical and psychological harm and lessen the ability of individuals, households, and communities to fulfill their potential. Violence directed specifically at women and girls often aims at keeping them in “their place” through fear.

⁵⁶Millennium Project 2005. *Taking Action: achieving gender equality and empowering women*. UNDG. New York p. 2.

Seven Strategic Priorities for Action on Millennium Development Goal 3⁵⁷

1. Strengthen opportunities to post primary education for girls while meeting commitments to universal primary education
2. Guarantee sexual and reproductive health and rights
3. Invest in infrastructures to reduce women's and girls' time burdens
4. Guarantee women's and girls' property and inheritance rights
5. Eliminate gender inequality in employment by decreasing women's reliance on informal employment, closing gender gaps in earnings and reducing occupational segregation
6. Increase women's share of seats in national parliaments and local government bodies
7. combat violence against girls and women

⁵⁷ Millennium Project 2005. *Taking Action: achieving gender equality and empowering women*. UNDG. New York pp. 33-35 and Box 1.1 p. 29.

Partial List of Resolutions and Treaties shaping the UNDP Gender Equality Mandate

- A. Convention on the Elimination of All Forms of Discrimination against Women.**
<http://www.un.org/womenwatch/daw/cedaw/recommendations/recomm.htm>
- B. Declaration on the Elimination of Violence against Women. General Assembly resolution 48/104 of 20 December 1993.**
[http://www.unhcr.ch/huridocda/huridoca.nsf/\(Symbol\)/A.RES.48.104.En](http://www.unhcr.ch/huridocda/huridoca.nsf/(Symbol)/A.RES.48.104.En)
- C. Other Human Rights Treaties and Conventions**
<http://www.un.org/Depts/dhl/resguide/spechr.htm>
- ❖ Universal Declaration of Human Rights.
 - ❖ The International Covenant on Civil and Political Rights.
 - ❖ The International Covenant on Economic, Social and Cultural Rights.
 - ❖ The Convention on the Elimination of All Forms of Discrimination against Women.
 - ❖ The Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment.
 - ❖ The Convention on the Nationality of Married Women, adopted by the Assembly on 29 January 1957.
 - ❖ The Convention on Consent to Marriage, Minimum Age for Marriage and Registration of Marriages adopted on 7 November 1962,
 - ❖ The Recommendation on Consent to Marriage, Minimum Age for Marriage and Registration of Marriages adopted on 1 November 1965.
 - ❖ Optional Protocol to the Convention on the Elimination of All Forms of Discrimination against Women.
- D. Beijing Declaration** – September 1995 – Fourth World Conference on Women. (“Resolution 52/100, decided to convene a special session to review progress in the implementation of the Nairobi Forward-looking Strategies for the Advancement of Women and the Beijing Declaration and Platform for Action. The special session was to take place five years after the Fourth World Conference on Women (FWCW) which was held in Beijing in 1995”)
<http://www.un.org/womenwatch/daw/followup/beijing+5.htm>
- E. Women 2000: Gender Equality, Development and Peace in the Twenty-first Century** (A/55/341). (Report of the Secretary-General "Implementation of the Outcome of the Fourth World Conference on Women and of the Special Session of the General Assembly").
<http://www.un.org/womenwatch/daw/followup/beijing+5.htm>
- F. Security Council Resolution 1325 women security peace. (2000)**

UNDP 8-Point Agenda for Gender Equality in Crisis Prevention and Recovery

1. Strengthen Women's Security in Crisis.

Work to end personal and institutional **violence against women**. Strengthen the **rule of law**. Increase the gender responsiveness of **security institutions**, disarmament, demobilization and **reintegration**, and small arms reduction initiatives.

2. Advance Gender Justice.

Increase women's **access to justice**. Ensure the protection of women's **economic, social, political and cultural rights**. Bring a gender perspective into transitional justice, constitutional, electoral, legislative, judicial, institutional and **security sector reforms**.

3. Expand Women's Citizenship, Participation and Leadership.

Build women's **skills and confidence**. Support **women's representation** in the social, political, and economic spheres. Develop **women's networks and institutions** for conflict prevention, disaster risk reduction, peacebuilding, and post-conflict/post-disaster reconstruction.

4. Build Peace with and for Women.

Ensure women's meaningful participation in formal and informal **peace processes**. Bring a gender perspective to the design and implementation of **peace missions** and **peace agreements**.

5. Promote Gender Equality in Disaster Risk Reduction.

Incorporate **gender analysis** in the assessment of disaster risks, impacts and needs. Address **women's unique needs** and value **women's knowledge** in disaster reduction and recovery policies, plans and programmes. Strengthen **women's networks and organizations** to facilitate women's active engagement.

6. Ensure Gender-Responsive Recovery.

Infuse **gender analysis** into all post-conflict and post-disaster **planning tools and processes**. Promote **social protection and sustainable livelihoods**. Prioritize women's needs in **key sectors** such as transportation, shelter and health care.

7. Transform Government to Deliver for Women.

Build capacities and promote accountability within government **institutions and processes**. Engage women and men to foster gender-equitable relations. Ensure gender-sensitive **resource mobilization, aid coordination, budgeting** and **funds allocation**.

8. Develop Capacities for Social Change.

Build **the skills and the will of men and women** to prevent and respond to **violence**; to reduce **vulnerability** to natural hazards; to achieve equitable **post-crisis reconstruction**; and to build **social cohesion**.

Achievement of this Eight- Point Agenda will require:

*Incorporating gender equality priorities into **advocacy and strategic planning** in the development, humanitarian, peace, and security spheres;*

*Strengthening **human resources, policies and programmes** to ensure responsiveness and accountability on gender issues;*

*Building **partnerships** to maximize impact on gender priorities;*

*Developing gender-responsive **funding mechanisms and resource mobilization strategies**;*

*Supporting **data collection** that counts women, counts what women value, and values what women count; and*

*Advancing **intellectual leadership, knowledge management, monitoring and evaluation** on gender and CPR issue*

