



# EMPOWERED *and* EQUAL



**GENDER EQUALITY STRATEGY**

2008–2011

**United Nations Development Programme**

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Bureau for Development Policy (BDP)  
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Published by Consolidated Graphics printed on 80# silk text – recycle and FSC (50% recycled and 25% PCW), and 10 pt Productolith cover – Recycled and FSC (10% PCW).

Cover and layout design: Kimberly Koserowski, First Kiss Creative LLC

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**EMPOWERED**  
— *and* —  
**EQUAL**

**GENDER EQUALITY STRATEGY**  
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# FOREWORD

Gender equality is not only a goal in its own right, but also an important means for realizing all the other Millennium Development Goals. Just past the halfway mark to 2015, it is clear that we need to do more to empower women.

The Gender Equality Strategy 2008-2011 – first launched in March – embodies UNDP’s strong corporate commitment to deepen further our efforts to promote gender equality and women’s empowerment. It is designed to complement and reinforce UNDP’s Strategic Plan 2008-2011, by defining in more detail how attention to gender equality and women’s empowerment will strengthen action in all our areas of work.

On behalf of my colleagues at UNDP, I would like to take this opportunity to thank the eminent task force comprised of Dr. Yoriko Meguro (Chair), Dr. Athalia Molokomme, Ms. Shanti Dariam; Dr. Camillia Fawzi El-Solh; Ms. Maite Rodriguez Blandon; and Ms. Kristin Sørung Scharffscher. The task force oversaw the elaboration of this strategy, ensuring that it remains relevant for women in different regions around the world.

The Gender Equality Strategy has wide application and I invite UNDP offices and Member States alike to draw upon it. As we continue to step up our efforts at UNDP to promote gender equality and women’s empowerment, this strategy is an important document to help us support countries in achieving their development goals.



**Kemal Derviş**

Administrator

United Nations Development Programme

# CONTENTS

## A. BACKGROUND

<b>I. Introduction</b>	2
<b>II. Mandate</b>	3
2.1 The Human Development Paradigm	3
2.2 Women's Rights	3
2.3 Women's Empowerment and Gender Equality	4
• The Beijing Declaration and Platform for Action	4
• The Millennium Development Goals	4
• Security Council Resolution 1325 on Women, Peace and Security	4
• The UN System-wide Policy on Gender Equality and the Empowerment of Women	6
2.4 Conclusion	6
<b>III. Lessons Learned by UNDP—The Role of Leadership and Resources</b>	7
3.1 Recent Experiences	7
3.2 Conclusion	9
<b>IV. Charting the Direction</b>	10
4.1 UNDP Values	10
4.2 Management for Gender Equality Results	10
4.3 Operational and Institutional Priorities	10

## B. OPERATIONS

<b>V. Coordination for Gender Equality</b>	14
5.1 Strengthened Coordination, Management, Accountability, Capacity and Knowledge Management	14
5.2 UNDP Senior Management Roles	15
5.3 Enhanced UN System Partnerships	16
<b>VI. Achieving Results—Gender Equality and the Focus Areas</b>	17
6.1 Poverty Reduction and the Achievement of the MDGs	19
• Promoting inclusive growth, gender equality and MDG achievement	19
• Fostering inclusive globalization	22
• Mitigating the effects of HIV and AIDS on human development	23
• Partners	23

6.2	Democratic Governance	24
	• Fostering inclusive participation	24
	• Strengthening accountable and responsive governing institutions	25
	• Grounding democratic governance practices in international principles, including gender equality	26
	• Partners	26
6.3	Crisis Prevention and Recovery	27
	• Enhancing conflict and disaster risk management capabilities	27
	• Strengthening post-crisis governance functions	29
	• Restoring foundations for development at the local level	29
	• Partners	30
6.4	Environment and Sustainable Development	31
	• Mainstreaming environment and energy	31
	• Mobilizing environmental financing	31
	• Promoting adaptation to climate change	32
	• Expanding access to environmental and energy services for the poor	33
	• Partners	33
<b>C. INSTITUTIONAL ARRANGEMENTS</b>		
<b>VII. Ensuring Results—Three Essential Frameworks</b>		37
7.1.	Accountability Framework for Gender Equality	37
7.2.	Community of Practice and Knowledge Management	37
7.3.	Communication and Advocacy	39
<b>VIII. Human Resources</b>		40
8.1.	Gender Parity	40
8.2.	Learning and Capacity Development	42
8.3.	Results and Competency Assessment	43
<b>IX. Financial Resources</b>		44
9.1	Resource Mobilization	44
9.2	Tracking Resource Allocations and Expenditures—Adjustments to ATLAS	45
<b>X. Monitoring and Evaluation</b>		46
<b>Addendum: Guidance for Integrating Gender Equality Results in UNDP’s Strategic Plan 2008-2011</b>		50
<b>Annexes</b>		
<b>I. Terminology Used in the Gender Equality Strategy</b>		70
<b>II. Operational Framework for Gender Equality</b>		72
<b>III. Seven Strategic Priorities for Action on MDG-3</b>		73
<b>IV. Partial List of Resolutions and Treaties Shaping the UNDP Gender Equality Mandate</b>		74
<b>V. UNDP 8-Point Agenda for Women’s Empowerment and Gender Equality in Crisis Prevention and Recovery</b>		75

# UNDP MISSION STATEMENT ON GENDER EQUALITY AND WOMEN'S EMPOWERMENT

The UN World Summit of 2005 reaffirmed gender equality as a development goal itself (Millennium Development Goal 3) and underlined its importance as a means to achieve all of the other MDGs.

The UN Development Programme (UNDP) is committed to supporting the 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 guides all policy making and approaches to 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 the 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 the identification and removal of internal barriers to women's advancement into its own senior management, including for women from developing countries.

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

*"The empowerment of women and achieving gender equality permeates everything we do – our policies, programmes and investments"*

*– Kemal Derviş, UNDP Administrator<sup>1</sup>*

<sup>1</sup> Kemal Derviş's Segment on Gender at the UNDP/UNFPA Executive Board, 24 January 2006  
[ <http://content.undp.org/go/newsroom/2006/january/dervis-gender-speech-20060124.en?sessionId=aZtkFeu4HBjg?categoryID=349463> ]



# A. BACKGROUND



# I. INTRODUCTION

1. The UNDP Gender Equality Strategy (GES) 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 proactive 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. As such, it is articulated in the updated UNDP Strategic Plan 2008-2011 as an 'integrating dimension' of UNDP's work. The GES describes how integration will take place.

3. The GES has been prepared at the request of the Administrator in conjunction with the Strategic Plan, and will be read and operationalized in parallel with it. It elaborates how UNDP will work towards the goals defined in the updated Strategic Plan in 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 Strategic Plan. Use of this results framework will help UNDP staff plan for and report on gender equality results. As with the Strategic Plan, the GES describes broad areas for action and the

results to be achieved at the aggregate or global level. Approaches to reach these macro-goals tailored to local contexts will be provided by country offices as they operationalize the GES.

4. The GES broadly follows the structure of the Strategic Plan, 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 on operationalizing its four Focus Areas is laid out from a gender perspective. Part C outlines the various institutional arrangements that will support the full integration of gender equality considerations into UNDP's activities.

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 national capacities to promote the empowerment of women to achieve gender equality that will benefit society as a whole. This does not preclude activities that address men's specific needs, however, where doing so will contribute to gender equality.

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. Several other global instruments have specifically addressed issues of gender equality, as discussed below.<sup>2</sup>

### 2.1 The Human Development Paradigm

8. The human development paradigm shapes UNDP priorities. It provides a framework for action that embraces all human beings and is based on the understanding that people are the real wealth of nations. It 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 interests.<sup>3</sup>

9. Fundamental to enlarging these choices is the notion of building human 'capabilities'.<sup>4</sup> UNDP's responsibility is to support

national governments to establish a national context in which men's and women's capabilities can flourish, including through explicit attention to the enlargement of women's capabilities on an equal basis with men's. This requires the identification and removal of barriers and discrimination that have constrained women's full realization of their capabilities.

### 2.2 Women's Rights

10. The 1979 Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) provides a comprehensive framework to guide all rights-based action for gender equality, including that of UNDP.<sup>5</sup> Under this treaty, gender inequality is understood to be the result of discrimination against women. CEDAW calls for equality in outcomes rather than simply equality in opportunities. 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, affirms women's rights in specific areas,<sup>6</sup> and makes provisions for ratification, monitoring, reporting and other procedural matters.

<sup>2</sup> The key contextual documents for the GES are CEDAW (1979), the Beijing Declaration and Platform for Action (1995), Security Council Resolution 1325 on Women, Peace and Security (2000) and the Millennium Declaration (2000). More recently, the UN Chief Executives Board for Coordination has adopted the UN System-wide Policy on Gender Equality and the Empowerment of Women (2006). All of these documents, together with the overall UN reform process and the Triennial Comprehensive Policy Review, inform the rationale and direction of this strategy.

<sup>3</sup> For more on the human development concept, see [www.undp.org/hd](http://www.undp.org/hd).

<sup>4</sup> 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 remain inaccessible.

<sup>5</sup> Also important here is the 1993 Declaration on the Elimination of Violence against Women (DEVAW). CEDAW did not explicitly include gender-based violence, a gap that was rectified by DEVAW, which clearly defined this as a form of discrimination. This brought the issue unambiguously within the purview of CEDAW. See also Box 1 and Annex I.

<sup>6</sup> 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.

## 2.3 Women's Empowerment and Gender Equality

### *The Beijing Declaration and Platform for Action*

11. The 1995 Beijing Platform for Action remains a relevant guideline for development programming. It provides "an agenda for women's empowerment"<sup>7</sup> signed by all governments that is seen as "a necessary and fundamental pre-requisite for equality, development and peace."<sup>8</sup>

12. The Platform provides a blueprint for women's empowerment that is exceptionally clear, straightforward and actionable. The document includes gender analysis of problems and opportunities in 12 critical areas of concern, and clear and specific standards for actions to be implemented by governments, the UN 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 empowerment.<sup>9</sup>

13. In addition, the Platform 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."<sup>10</sup>

14. As articulated by the UN Economic and Social Council (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. It should support the empowerment of women to expand their capabilities, opportunities and choices; claim their rights and move into full substantive equality with men. It should also support national capacities to respond positively to women's interests and concerns.

### *The Millennium Development Goals*

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 in multiple documents,<sup>11</sup> that gender equality is both a goal in itself (MDG-3) and a condition for the achievement of the other goals. Under the Millennium Project, 10 thematic task forces of global specialists were appointed to advise on the attainment of the MDGs. The Task Force on Education and Gender Equality has also elaborated on the implications of MGD-3 for all the other goals.

### *Security Council Resolution 1325 on Women, Peace and Security*

16. In the same year as the Millennium Summit and Declaration, the UN 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 that paved the way for the global community to adopt increasingly vigorous standards.

<sup>7</sup> UN Fourth World Conference on Women, 1995, Beijing Declaration and Platform for Action, p. 17.

<sup>8</sup> Ibid.

<sup>9</sup> For example: the persistent and increasing burden of poverty on women; gender-based violence; the effects of armed or other kinds of conflict on women; inequalities in economic structures and policies for productive activities, and in access to resources; inequalities in the sharing of power and decision-making at all levels; a lack of respect for and inadequate promotion and protection of the human rights of women; and inequalities in managing natural resources and safeguarding the environment.

<sup>10</sup> In the Beijing Platform, see paragraph 79 on education, 105 on health, 123 on violence against women, 141 on conflict, 189 on power and decision-making, 202 on institutional mechanisms, 229 on human rights, 238 on media, 252 on the management of natural resources, and 273 on children and youth. The methodology for gender mainstreaming was defined and elaborated by ECOSOC shortly afterwards. The full definition is provided in Annex I.

<sup>11</sup> Including, for example, the 2005 report of the Millennium Project Task Force on Education and Gender Equality, *Taking action: achieving gender equality and empowering women*, and DFID's *Gender Equality Action Plan 2007-2009*.

## Box 1: Defining Gender-Based Violence

“(Gender-based violence) 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, 1993.*

The Declaration further states that gender-based violence 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 gender-based violence 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 the further discussion of gender-based violence in Section VI, Box 4 and Annex I.

17. The resolution provides additional specificity in guiding UNDP in the area of conflict prevention and recovery.<sup>12</sup> 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 that lead to sustainable development, including through the elimination of gender-based violence (see Box 1), is also clear. Similarly, the Hyogo Framework for Action provides a tool for integrating a gender perspective in all forms of disaster-risk management, including risk assessments and early warning mechanisms.<sup>13</sup>

18. Although the MDGs do not specifically address questions of violence or conflict, achieving them will strengthen the capacities of states for peace and development. Heads of state have recognized that 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 peace-building. We also underline the importance of the integration of gender perspectives 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.”<sup>14</sup>

<sup>12</sup> Even though there is stronger guidance in CEDAW and the Beijing PFA on gender-sensitive development standards in disaster, peace and security contexts, Security Council Resolution 1325 has the important effect of reinforcing the framework for partnership among development, peace and security, and humanitarian entities on these issues.

<sup>13</sup> World Conference on Disaster Reduction, 2005, *Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters*, extract from the final report of the meeting, A/CONF.206/6.

<sup>14</sup> Outcome Report of the High-level Plenary Meeting of the General Assembly of September 2005 (MDG+5), A/59/HLPM/CRP.1, paragraph 95.

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

19. In May 2006, the Chief Executives Board for Coordination adopted the UN System-wide Policy on Gender Equality and the Empowerment of Women. It 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 UNDP GES adopts the same priorities.

#### **2.4 Conclusion**

20. The Millennium Summit process has confirmed the salience of the Beijing Agenda.

At the 2005 summit review of five years of progress towards the MDGs, 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."<sup>15</sup>

21. In combining this recognition with the human development paradigm and the acknowledgement that UN Member States have defined gender equality as both a development goal and a human right, UNDP has both a very strong mandate to support women's empowerment and gender equality, and clear guidance on how to achieve it.



<sup>15</sup> Ibid., paragraph 36.

# 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 States.<sup>16</sup> These factors include various limitations in national capacities for the advancement of women.

23. It is the task of UNDP to support the development of national capacities to address constraints and assist governments to implement existing normative frameworks in the context of their own realities and priorities. A 2005 evaluation of gender mainstreaming in UNDP found 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.”<sup>17</sup>*

24. Following this evaluation, UNDP reassessed its approach as suggested, with the guidance of its Executive Board. Several measures were taken immediately to improve UNDP’s performance in the 2005-2007 period, and to prepare for continued improvement in the next planning cycle (as outlined in this strategy). These steps included:

a. **The Gender Action Plan 2006-2007:** This was intended as a short-term bridge to the 2008-2011 corporate planning cycle. It nevertheless produced remarkable results, largely due to the active leadership of the UNDP Administrator, monitoring by the Gender Steering and Implementation Committee (below) and increased funding from an augmented Gender Thematic Trust Fund. The Gender Action Plan identified several factors that would secure the sustainability of such results, mainly the establishment of stronger institutional arrangements for gender mainstreaming (see Box 2). Outcomes of the plan are reported directly to the Executive Board.

b. **Gender Steering and Implementation Committee:** Established by the Administrator in January 2006, the Committee is the highest decision-making body on gender mainstreaming within UNDP, with responsibility for policy-setting and oversight of all offices. The committee meets five or six times per year to monitor the Gender Action Plan and prepares the annual report to the Executive Board. All regional bureaux have established similar committees to undertake parallel policy-setting and monitoring activities.

<sup>16</sup> Including the Report of the High-level Panel on System-wide Coherence, 20 November 2006; the 2005 report of the Millennium Project Task Force on Education and Gender Equality, *Taking action: achieving gender equality and empowering women*; the Outcome Report of the High-level Plenary Meeting of the General Assembly of September 2005 (MDG+5); and others.

<sup>17</sup> UNDP, 2006, *Evaluation of Gender Mainstreaming in UNDP*, p. iii.

## Box 2: Achievements of the Gender Thematic Trust Fund 2004-2006

- **Coordination:** more coherent gender mainstreaming efforts across the UN system through inter-agency gender theme groups at the country level.
- **Accountability mechanisms:** 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 common country assessments, UN development assistance frameworks and national human development reports, incorporating gender analysis.
- **Capacity development:** significantly improved capacities for gender mainstreaming at the global, regional and country levels, with training for nearly 7,000 staff and counterparts in 45 country offices, 5 regional offices and 5 headquarters offices.
- **Improved attitudes on gender equality:** among UNDP and UN staff, national counterparts and civil society.
- **Leverage of resources:** the development of momentum for change that has mobilized considerable additional resources for ongoing gender mainstreaming efforts and substantive programming.

- c. **Senior Management Compacts:** Regional bureau directors have prepared personal compacts with the Administrator underscoring 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 and are reflected in the revised staff performance assessment process. (See discussion of Results and Competency Assessment, Section VIII.)
- d. **Gender Mainstreaming Scorecards:** An operational gender mainstreaming scorecard to measure UNDP's performance on gender equality was piloted with very positive results that 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 (see Section VIII). These documents provide the objective basis for measuring the outcomes of leadership in gender mainstreaming.
- e. **Enhanced Funding Modalities:** Additional resources from the Government of the Netherlands and the Government of Spain channeled through the Gender Thematic Trust Fund augmented those of the UNDP/Japan Women in Development Fund.

This combined funding has stimulated considerable activity by many country offices, 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 have been 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 2006.<sup>18</sup> It has become a blueprint for action and advocacy on gender-responsive crisis prevention and recovery. Consideration will be given to developing similar agendas for other Focus Areas. UNDP has demonstrated its commitment to the 8PA by:
  - i. Allocating 15 percent of all crisis prevention and recovery funds 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. Hiring two senior gender advisers, one to provide support to country offices

and one to promote the 8PA as an organization-wide initiative;

- iv. Creating a new gender window in the Thematic Trust Fund for Crisis Prevention and Recovery; and
- v. Establishing a gender taskforce to accelerate implementation of the 8PA across UNDP's Bureau for Crisis Prevention and Recovery.

### 3.2 Conclusion

25. The key lesson learned from the 2006-2007 Gender Action Plan is that committed leadership, effective oversight, adequate funding and improved capacities are the key ingredients for achieving tangible gender equality results.<sup>19</sup> The GES builds on these lessons to address the concerns identified by the 2005 evaluation.

26. The GES was developed through an intensive consultative process involving a broad range of internal and external stakeholders. 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.

<sup>18</sup> The complete 8PA is attached as Annex V.

<sup>19</sup> Gender Thematic Trust Fund 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 2005:<sup>20</sup>

*"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 and the corresponding UN system values enshrined in the UNDP Strategic Plan. Furthermore, changes in the international aid architecture stemming from the Paris Declaration on Aid Effectiveness, particularly the emphasis on national ownership, have made it all the more important for the UN system to be pro-active in advocating gender equality as part of assisting national capacity development. This perspective also informs the GES.

## 4.2 Management for Gender Equality Results

30. In the context of these principles, senior staff members are required to put in place two management tools and support the capacity development of operational staff as a foundation for enhanced gender-responsive programming. The first tool is the gender focal team to be established in each office<sup>21</sup> (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 office. There should be professional staff capacity development related to the concepts and skills necessary to assess, advocate and develop national capacities to plan for advancing gender equality and women's empowerment. These requirements are monitored through the corporate Institutional Results Framework, and are discussed in more detail in sub-section 5.3 below.

## 4.3 Operational and Institutional Priorities

31. The practical components of UNDP's gender equality work can be summarized as follows:

- a. **Operationally**, UNDP has set clear gender-sensitive goals and performance targets for **UN coordination** and its **Focus Areas**.

<sup>20</sup> Millennium Project Task Force on Education and Gender Equality, 2005, *Taking action: achieving gender equality and empowering women*, p. 29.

<sup>21</sup> 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 Chief Executive Board's 2006 System-wide Policy on Gender Equality and the Empowerment of Women, these action plans should include: a clear statement in support of gender equality; the integration of gender equality in one-third to one-half of results statements; and all data disaggregated by sex or the notation of specific reasons for not doing so.

- These goals are grounded in the MDGs, and oriented around national capacity development as UNDP's principal contribution to achieving them.
- b. UNDP's **coordination** responsibility presents opportunity to clarify and operationalize crosscutting 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 capacities 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 options, 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 and AIDS.
    - ii. **Vigorous action to ensure women's expanded participation** in all branches of government, non-governmental organizations and 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 statistics.<sup>22</sup>
  - d. Vigorous **institutional arrangements** underlie these broad programmatic approaches, specifically:
    - i. Active leadership and advocacy by senior management, backed 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); and
    - v. A systematic and cumulative approach to monitoring and evaluation (Section X).

<sup>22</sup> As a general rule, all statistical information used for socioeconomic policies and planning should be disaggregated by age and sex at a minimum. Not all statistical information relevant to gender issues can be disaggregated by sex, however. For example, data on maternal mortality is by definition not susceptible to disaggregation (only women can be mothers), but it is nonetheless very important for gender-sensitive policy making and qualifies as 'gender-relevant information'. The full term for such data is 'sex-disaggregated and gender-relevant data and statistics', often referred to as 'gender statistics'.



# B. OPERATIONS



# V. COORDINATION FOR GENDER EQUALITY

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

33. The need to retain and strengthen the inclusion of gender equality considerations in all UNDP regional and country programmes and procedures is clear. 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 gender-related lessons learned from it are reflected strategically in emerging structures and its own complementary activities.

## 5.1 Strengthened Coordination, Management, Accountability, Capacity and Knowledge Management

34. As part of forthcoming discussions to enhance the effectiveness of the Resident Representative/Resident Coordinator functions,<sup>23</sup> and to strengthen its own overall accountability framework, UNDP will clearly set out expected gender mainstreaming accomplishments and explore mechanisms for increased accountability for gender equality results.

35. In augmenting the resources available to the Resident Representatives/Resident Coordinators,<sup>24</sup> UNDP will be active in ensuring sufficient funding for the coordination of activities to achieve gender equality.

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

37. In addition, Resident Coordinators will, in accordance with system-wide commitments:<sup>25</sup>

- a. Ensure the development and implementation of a gender equality strategy for the Resident Coordinator's office. Such a strategy will ensure that the UN country team takes up gender equality considerations in its general activities, with joint programming where appropriate.<sup>26</sup>
- b. Ensure the effectiveness of gender specialist resources, gender focal points and gender theme groups, inter alia, by establishing clear mandates, ensuring adequate training, providing access to information, maintaining adequate and stable resources, and increasing the support and participation of senior staff.
- c. Ensure ongoing improvements in accountability mechanisms, with the inclusion of intergovernmentally 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.

<sup>23</sup> UNDP Strategic Plan, paragraph 133(b).

<sup>24</sup> Per the 2004 report of the Triennial Comprehensive Policy Review, paragraph 42.

<sup>25</sup> Chief Executives Board, 2006, UN System-wide Policy on Gender Equality and the Empowerment of Women; General Assembly, 2007, Triennial Comprehensive Policy Review of Operational Activities for Development of the United Nations System, A/C.2/62/L.4, paragraphs 41-43.

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

### Box 3: The Gender Focal Point Function

The gender focal point function is of critical importance. Where adequately resourced and supported by management, this function can make a major contribution to country office results. It involves all aspects of an office's work, including advocacy, communications, finance and budget, human resource management, and each aspect of the programme. UNDP has comprehensive terms of reference for gender focal points that can be adapted to individual office circumstances. Various treatments of this function are known to be effective:

- Assigning different components of the function to several staff members, such as the Deputy Resident Representative, operations staff, a gender expert on the programme side, etc., 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;
- Appointing a gender focal point in each unit of an office, coordinated by a member of the management team and working together as a cluster or small community of practice; and
- Ensuring gender balance on gender focal point teams.

Experience shows 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.

Gender focal points are not necessarily technical experts in gender analysis. Where such expertise is required, senior management must ensure its availability.

- e. Be proactive in the prevention of sexual harassment across the entire country team.
- f. Ensure that the annual report of the Resident Coordinator includes adequate and concise information on progress on each of the above objectives.

## 5.2 UNDP Senior Management Roles

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

39. The principal gender-related responsibilities of UNDP country office management include the following (asterisked items will be tracked through the Institutional Framework of the Strategic Plan):

- 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 Deputy Resident Representative—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;
- f. Ensure that gender equality considerations are reflected in the results and competency assessments of each staff member and actively monitored;
- g. Ensure progress towards gender balance in the office; and
- h. Be proactive in establishing zero tolerance for sexual harassment in the office.

### 5.3 Enhanced UN System Partnerships

40. The principal UNDP partner in each country is the national government. The Resident Representative/Resident Coordinator 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.

41. 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. These comprise: limitations in coordination capacity; the ambivalent leadership on this issue provided by some senior managers; a 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, especially of knowledge.<sup>27</sup> Renewed partnerships will build on existing mechanisms to overcome the challenges collectively, based on harmonization, complementarity and the identification of synergies.

42. UNDP will maintain its strategic partnerships with the UN Office of the Special Adviser on Gender Issues (OSAGI), the UN Division for the Advancement of Women (DAW), the UN Inter-Agency Network on Women and Gender Equality (IANGWE), UNIFEM, and 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.



<sup>27</sup> UN Development Group Office (UNDG), 2007, *A Way Forward for Strengthening Coordinated Support for Gender Equality and Women's Empowerment*.

## VI. ACHIEVING RESULTS— GENDER EQUALITY AND THE FOCUS AREAS

As indicated in Section IV, UNDP will support governments to achieve gender-responsive capacity improvements 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 for social service delivery;
- Strengthened capacities of women to participate in policy planning, reporting, and 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 achievements and as a matter of women's rights.

43. The Strategic Plan outlines operational activities in each of the UNDP Focus Areas: poverty reduction and the achievement of the MDGs, democratic governance, crisis prevention and recovery, and the 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 crosscutting linkages among them.

44. For example, the prevalence of gender-based violence 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 gender-based violence, the Secretary-

General 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 girls.<sup>28</sup> Gender-based violence is 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 gender-based violence to economic shortfalls in non-conflict situations is rarely a factor in development analysis or action.<sup>29</sup> There is a 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

<sup>28</sup> UN Secretary-General, 2006, *In-depth study on all forms of violence against women, a report of the Secretary-General*, A/61/122/Add.1.

<sup>29</sup> There are important exceptions to this general statement. See specific reference to the economic and social costs of gender-based violence in A. Morrison, M. Ellsberg and S. Bott, 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. See also the UN Secretary-General's report on violence against women, and the following statement from the UN Population Fund's (UNFPA) website: "The cost (of gender-based violence) 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 (gender-based violence) through its lending portfolios."

provisions complemented by a mix of social and economic interventions are required to eliminate gender-based violence.<sup>30</sup>

45. In view of this, and as a member of the Inter-Agency Standing Committee and chair of UN Action Against Sexual Violence in Armed Conflict, UNDP will support multisectoral and multi-agency approaches to addressing the many needs of survivors of sexual violence. It will work on the establishment of prevention mechanisms that promote gender equality, reduce the risk and vulnerability of women and girls, and uphold the rule-of-law, and fair and equal access to justice. Efforts will be directed to strengthening government capacities to assume responsibilities for prevention.<sup>31</sup>

46. All aspects of UNDP's work on poverty reduction and achieving the MDGs, public administration reforms, decentralization, electoral systems reform, legislative strengthening, constitutional reforms, judicial and security sector reforms, crisis prevention and recovery, and environment and sustainable development provide important opportunities to address gender-based violence. No other agency has a mandate that presents so many opportunities to make progress against this scourge.

47. While HIV and 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. The transmittal rate of HIV is directly related to the status of women and girls in society and their ability to abstain from or negotiate safe sex; the rate 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 disaster,<sup>32</sup> and their knowledge and insight on climate change adaptation and mitigation are more likely to remain unknown to planners and decision-makers.

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

49. As set out in the UNDP mission statement on gender equality, and in paragraphs 119 and 120 of the Strategic Plan, 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.

<sup>30</sup>"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 international cooperation in such fields as economic and social development, education, safe maternity and health care, and social support." See the World Conference on Human Rights, 1993, Vienna Declaration and Programme of Action, A/CONF.157/23, paragraph 17.

<sup>31</sup> Furthermore, in supporting efforts that address the economic security needs of victims/survivors of gender-based violence, UNDP could support and highlight women's access to economic assets and opportunities, and ensure that women have an equal share in post-reconstruction programmes. 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 to planning, advocacy and action. The 8PA aims to strengthen women's access to justice by bringing a gender perspective to efforts to strengthen the criminal justice system and in particular security sector reform processes. Strategies to eradicate gender-based violence can be drawn from the variety of promising practices implemented around the world.

<sup>32</sup> 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; being 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. It also created additional burdens for the handfuls of women survivors in towns severely devastated by the tsunami.

# 6.1 Poverty Reduction and the Achievement of the MDGs

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

## ***Promoting inclusive growth, gender equality and MDG achievement***

51. In embedding the pursuit of the MDGs in national development strategies, UNDP will be proactive in supporting national entities to incorporate gender perspectives, with special attention to four areas: macro-planning instruments that integrate 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 integrate gender analysis and specify gender equality results***

a. Many dimensions of macroeconomic 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. Recent gender analyses of poverty reduction strategy papers and the development plans of countries under the Heavily-Indebted Poor Country initiative show that attention to gender issues is not systematic<sup>33</sup> and is concentrated in analysis of social sectors. There is limited recognition of the synergies between reduced gender inequalities and maintaining a stable macroeconomic 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 development in gender-sensitive budgetary monitoring.<sup>34</sup>

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

<sup>34</sup> UNDP's Gender Needs Assessment has potential. This costing tool has been developed to support governments in estimating the budgetary implications of a broad range of gender-responsive policy priorities, and clarifying resource needs to donors. It is currently being tested by the Regional Bureau for Africa and the Regional Bureau for Asia and the Pacific.

## 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 the public consciousness and mainstream development initiatives.<sup>35</sup> Increasing evidence shows that these unpaid responsibilities, especially in caring for families, tend to intensify women's poverty and insecurity. This is despite the fact that the outcome of these responsibilities (the current and future workforce socialized, refreshed and cared for) is a key factor in national productivity. There are profound implications for the achievement of the MDG targets on poverty and hunger reduction, education, gender equality, child mortality, maternal mortality, HIV and AIDS, water and sanitation and others (MDGs 1 to 7). Care services tend to take a lowly place in economic analyses of the 'real economy', and are excluded from national accounts and gross national product calculations because they are not monetized. This invisibility inhibits governments' abilities to design fully realistic national policies, or to promote the real economic and political empowerment of women.

b. 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 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 many economies, especially in the more developed countries, partly as a result of women's increasing participation in the paid labour force. These services employ many women, including migrant women. The quality of care, and the pay and working conditions of care-givers, have become important policy issues. Paid care services have tended to generate low pay/low quality outcomes, adversely affecting both care-givers and recipients.

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 and AIDS pandemic.

## C. *Gender-responsive public investment*

a. Shifts in global approaches to development cooperation<sup>36</sup> and ongoing budget reforms<sup>37</sup> present new challenges and opportunities for the achievement of gender equality results, even while there are insufficient procedures and tools to monitor progress. 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

<sup>35</sup> 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 minimal cost to employers or the state, and by socializing the next generation of workers.

<sup>36</sup> Including consensus around the MDGs in 2000, the *Paris Declaration on Aid Effectiveness in 2005*, and the introduction of poverty reduction strategies and sector-wide approaches in the 1990s.

<sup>37</sup> Such as general budget support, performance oriented-budgeting and multi-year budgeting.



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. Such analysis, even

where it operates at a high level of abstraction, must be informed by the actual realities of men and women 'on the ground' if the human development perspective is to remain in focus. While many such holistic analyses are available,<sup>38</sup> 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 delivery,<sup>39</sup> the gender-related implications are rarely integrated into planning decisions.<sup>40</sup> 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.

<sup>38</sup> Not least in the Millennium Project Task Force Report on MDG-3 and in annual Human Development Reports.

<sup>39</sup> As discussed in more detail under the section on democratic governance below.

<sup>40</sup> For example, 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. The 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. This requires not only differentiated analyses of middle-income, low-income and least-developed countries, and of the various social groupings within these, but also crystal-clear understanding of the interplay between social services, economic growth and gender relations.

c. UNDP will support the 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 the review and development of the gender-related development index and gender empowerment measure.

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 through assistance 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***

52. UNDP has been active in supporting national capacities to analyse 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 benefits all countries, and is inclusive and supportive of MDG commitments. In this connection, UNDP will take care to ensure that women are not excluded as beneficiaries and are compensated

for the negative impacts of trade agreements, fine-tuning its support as needed to ensure that this is achieved.

53. 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 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.

54. 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. It will 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 in size, and beyond.

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

### ***Mitigating the effects of HIV and AIDS on human development***

56. Gender inequality is a key driver of the AIDS epidemic. It 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 affected by AIDS and make up 61 percent of adults living with HIV. Among 15 to 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.

57. As a co-sponsor of the Joint UN 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. It works in partnership with UNIFEM, UNFPA, the Global Coalition on Women and AIDS, and the UNAIDS Secretariat and co-sponsors in promoting gender equality and equity in responding to AIDS.

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

59. To ensure that national AIDS responses address critical gender linkages, UNDP will promote gender analysis of the AIDS epidemic, and gender assessments of national AIDS programmes. Efforts will include support for the integration of gender-responsive approaches into AIDS strategies, operational plans and budgets. Other assistance will back advocacy for the meaningful participation of women living with HIV and groups with gender expertise in national AIDS coordination forums, and in the development, implementation and evaluation of AIDS plans. Initiatives to address the gender dimensions of AIDS will also include the promotion of women’s inheritance and property rights in the context of AIDS, the economic empowerment of women living with HIV, capacity development support for networks of HIV-positive women, the reduction of stigma and discrimination against women living with HIV and vulnerable populations, steps to address links between the trafficking of women and girls and HIV, strategies to ease the impacts of care and care-giving responsibilities on women and girls, attention to the specific needs of men and boys, and the promotion of their role in championing gender equality and challenging violence against women.

### ***Partners***

60. In undertaking these actions, UNDP will collaborate with the World Bank, International Labour Organization (ILO), the UN International Research and Training Institute for the Advancement of Women (INSTRAW), the International Organization for Migration, the UN Research Institute for Social Development (UNRISD), the UNAIDS Secretariat and co-sponsors, UNIFEM, UN regional economic commissions, regional development banks, BRIDGE, and the International Association for Feminist Economists, among others.

<sup>41</sup> UN Security Council Resolution 1308 (2000).

## 6.2 Democratic Governance

61. 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 that 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***

62. Inclusive democracy implies the participation of all social actors, including women, in public policy dialogue and decision-making. It requires the active participation of women as decision-makers in all branches of state. While a few countries have successfully increased the representation of women in legislatures, there has been less progress in establishing a common understanding among all parliamentarians of the role that gender equality plays in national development. Many branches of the state in most countries remain virtually untouched by understanding of gender equality as a principle of governance and driver of development, or by the imperative of gender parity. One major objective is thus to expand the numbers of women in state machineries at all

levels. UNDP will focus on supporting higher proportions of women in the executive branch, and on strengthening their capacities.

63. Having a larger proportion of women in government does not in and of itself guarantee more inclusive or participatory governance, for women as well as men are bearers of discriminatory attitudes and behaviours. The second principal objective is to contribute to expanded capacities among 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 to guarantee their equal access to assets and resources.<sup>42</sup>

64. 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 gender budgeting, positive measures to achieve gender parity and active mentoring of women leaders. This encompasses providing gender-aware and gender-sensitive advice on electoral design, political party laws and other aspects of electoral management. At the global level, UNDP will work closely with partners to develop technical tools drawing on practical

<sup>42</sup> See also the discussion of gender parity in Section VIII of this strategy.

approaches that provide a range of options on measures to address women's exclusion as voters and candidates. Work related to the media, the regulation of access to information and e-governance initiatives must be gender sensitive, ensuring that women and especially poor women have access to communication channels so that they participate effectively in policy dialogues and decision-making.

***Strengthening accountable and responsive governing institutions***

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

66. The rising incidence and severity of gender-based violence in all societies is increasingly recognized as a pressing and fundamental human rights challenge, with implications for all aspects of development, including democratic governance. Improvements in the quality and delivery of gender-sensitive legal and security services to women are of primary importance. This entails working with national and local governments, especially their security services, in both post-conflict and non-conflict environments. Global tools will be developed to better understand the entry points for addressing gender-based violence, to document ongoing initiatives and best practices, and to clarify the roles of the various inter-agency partners in responding to this governance challenge.

67. 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***

68. UNDP will support the expansion of national capacities to comply with the gender equality dimensions of all international conventions and treaties. It will continue giving assistance as requested to countries that seek to ratify or report to CEDAW, and to align their national laws and policies with its requirements. It will also aid countries in applying the provisions of the Beijing Platform of Action and Security Council Resolution 1325 on women, peace and security.

69. A particular effort will be made to contribute to international understanding of the impacts 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.

70. One of the key issues in grounding national actions 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 assist the sharing of information and training of legislative and judicial personnel so that established gender equality norms achieve greater exposure and become fully grounded in national practice.

***Partners***

71. UNDP will collaborate with DAW, UNIFEM, the Office of the High Commissioner for Human Rights, 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

72. Crisis prevention and recovery in the areas of 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 dislocations in ways that are different than men (see Box 4). Crisis has the effect of increasing both women's economic and social burdens, and their vulnerability to violence and exploitation in disproportionate ways. But 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 maximized if attention is given to the differing needs of women and men.

73. The gender equality dimensions of crisis prevention and recovery are fully explored in the strategy of the Bureau for Crisis Prevention and Recovery<sup>43</sup> 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***

74. 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 strategies. Their voices may be ignored and their networks may seem invisible in formal decision-making processes, however.

75. 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 dialogues 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 through the incorporation of gender statistics into assessments of disaster risks, impacts and needs.

76. Through strengthened partnerships with women and their agencies, UNDP will make a special effort to address their unique needs and translate their valuable knowledge into disaster

<sup>43</sup> Bureau for Crisis Prevention and Recovery, 2007, *Bureau Strategy 2007-2011*.

#### Box 4: UN Action on Sexual Violence in Conflict

A new and promising intervention is **UN Action against Sexual Violence in Conflict, chaired by UNDP**. Commonly referred to as 'UN Action', this process is a concerted effort by 12 UN entities to improve coordination and accountability, amplify programming and advocacy, and support national efforts to prevent gender-based violence and respond effectively to the needs of survivors. UN Action heeds the call of women's rights organizations, NGOs and rape survivors to do much more to address gender-based violence within a humanitarian/emergency and human rights legal framework.

UN Action operates through existing coordination mechanisms, including the Inter-Agency Standing Committee. 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 meaningful participation in peace negotiations and post-conflict recovery processes;
- Inclusion of sexual violence on the agenda of all UN-funded post-conflict initiatives targeting police and security forces, and the justice and other government sectors;
- Strengthened service provision to survivors, including medical care, legal support and promotion of the economic security required to rebuild their lives; and
- The construction of links 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.

Source: UN Action ([www.stoprapenow.org](http://www.stoprapenow.org)).

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.

77. 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 the Conflict-related Development Analysis

Methodology will be adapted and implemented to maximize the inclusion of women's concerns and contributions.

78. UNDP will support the strengthening of national crisis prevention and risk reduction processes and entities so that they can integrate gender equality considerations in their work. Special attention will be given to the support of women's crisis prevention institutions, groups and networks, together with learning exchanges on gender and peacebuilding. Through its efforts and interactions in inter-agency 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***

79. 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 successful interventions. Furthermore, the social and economic dislocations caused by crisis may provide opportunities 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.

80. In providing necessary support to the early restoration of public service delivery mechanisms, UNDP will strive to ensure that women's specific needs are targeted and met through 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.

81. In addressing barriers to women's political participation as candidates, voters and observers in electoral processes, UNDP will help electoral commissions and legislative bodies bolster capacities to review electoral laws and ensure non-discrimination. It will aim to assist women's participation in post-crisis democratization processes through consultations and networking opportunities for sharing best practices and experiences between countries.

82. 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 with the budgeting and allocation of funds to women's enterprises, groups and initiatives, or such activities operating on behalf of women. This will comprise post-crisis gender budgeting exercises.

83. Tools, assessment methodologies, training and good practices for rapid economic recovery will guide the incorporation of women's needs and concerns in multiple arenas. 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***

84. The recovery phase presents continuing opportunities to rebuild social structures and processes so that they reflect and articulate the needs, interests and contributions of women and men, along with current best practices on human rights, participation, transparency and protection. Post-crisis governance structures can 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 may be defined by perceptions of what constitutes 'women's work'. UNDP will support livelihood assessments and activities to restore sustainable economic activities in gender-sensitive and gender-balanced ways, including in the provision of skills training of all kinds tailored to the specific needs of all sections of affected populations. Social cohesion will be fostered through measures such as reducing the availability of small arms, and preventing armed and gender-based violence.

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

86. In restoring local human and institutional capital, which is likely to have been eroded during the conflict, major attention will be given to the reduction of gender-based violence. 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. The responsibility, trustworthiness and accountability of 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.

87. 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 the capacities of institutions involved in upholding the rule of law to adopt international law as a foundation for reforming the justice sector. Building on lessons and best practices in providing direct assistance to survivors of gender-based violence in Darfur, UNDP will seek to ensure that women and girls have access to legal aid, while strengthening the capacities of judicial institutions to deliver justice and combat impunity.

88. Judicial structures and those to uphold the rule of law in recovering societies must lay the foundations for the long-term protection of women and retribution for 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 should be properly trained. Safe space must be provided for testimony and evidence. UNDP will play an active role in strengthening the capacity of governments to end impunity for gender-based violence.

### **Partners**

89. Key partners will include the UN Department of Economic and Social Affairs, UNDG, the UN Department of Political Affairs, the UN Department of Peacekeeping Operations, the Peacebuilding Commission and the Peacebuilding Support Office, UNIFEM, the UN Children's Fund, the World Food Programme, the World Health Organization, 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

90. The overall intention of gender mainstreaming with regard to environment and energy 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. On the issue of climate change, women play an absolutely central role in many activities that are affected by it. They must therefore be explicitly involved in all adaptation and mitigation modalities, and enjoy expanded access to environmental and energy services tailored to their needs. Women make crucial contributions to supporting their families and communities in adopting survival strategies and adapting to and/or mitigating the effects of climate change. Their knowledge and experiences can be collected and used to shape national policies and plans.

## ***Mainstreaming environment and energy***

91. UNDP will support capacity development to ensure that the gender equality dimensions of environment and energy considerations are fully reflected in national policies, strategies and programmes. This will include capacities to undertake participatory energy assessments and to ensure that women are fully engaged in national dialogues on environment and energy directions. In providing substantive support to a range of services related to environmental and water governance, dry land development,

resource management, biodiversity and ecosystems, among others, UNDP will encourage the full reflection of women's roles in managing and protecting natural resources, their need for equitable access to these resources for both domestic and productive purposes, and their contributions to policy-making and decision-making on their optimal use and protection. Women's needs for specific forms of energy will be factored into plans.

92. 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 actively enhance their 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. It will help consolidate the extensive amount of research and data on women in environmental management so that it can be made available to policy-makers. UNDP is well-placed to ensure the inclusion of this information in national plans and programmes, so that analysis is transformed into concrete, gender-responsive actions.

## ***Mobilizing environmental financing***

93. In promoting policy change and institutional development that supports 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.

94. Experience to date indicates that environmental finance mechanisms have had limited benefit for the least-developed countries (and for poor and disadvantaged people within countries at large), due to the relative lack of capital, market access, knowledge and skills. This phenomenon also holds true for women, 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 levels.<sup>44</sup> UNDP will support positive action to compensate for the asymmetry in access to financing relative to need. This would encompass concrete mechanisms, including affirmative action, capacity development and quotas to guarantee that women's organizations and women-led businesses have access to finance.

95. Experiences such as those of UNDP's MDG Carbon Facility demonstrate the value of alternative approaches. UNDP will mobilize carbon finance and direct this towards developing a portfolio of projects that yield tangible benefits for sustainable development and poverty reduction across diverse developing countries, including the poorest and least developed countries. It will advocate for gender equity in this process. Research on the gender equality dimensions of community resilience and adaptation will be consolidated for inclusion in national plans.

### ***Promoting adaptation to climate change***

96. Climate change has a negative effect on economic growth through frequent and intensive environmental stresses and disasters. These reduce productivity, and force governments and donors to divert resources from development. They intensify the impacts of other environmental threats and hazards, and expose 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 analyse and identify gender-specific impacts and protection measures related to floods, droughts, heat waves, disease, desertification, species change, and other environmental changes and disasters.

97. 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 aspects of livelihood and natural resource management strategies related to mitigation and adaptation. UNDP will aid the development of national capacities to consult with women, draw on their expertise in this area, and ensure that national and local mitigation and adaptation policies and actions reflect their concerns and experiences.

98. UNDP will also support research and the development of a stronger evidence base on the gendered impacts of a range of interventions, including: expanded bio-fuel production,

<sup>44</sup>The Kyoto Protocol's Clean Development Mechanism has channeled 85 percent of its resources to emerging economies, such as Brazil, China and India, which have highly developed infrastructures and absorptive capacities. 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.

indigenous and grass-roots adaptation strategies, and the financing of adaptation and insurance schemes for climate change. Capacity development will be pursued through a variety of means, including through South-South knowledge and technology transfers, and the adoption of women's good practices.

### ***Expanding access to environmental and energy services for the poor***

99. In expanding access to environmental and energy services for the poor, UNDP will take account of the connections 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 environmental and energy services must draw on and expand existing practices, promoting creativity and innovation linked with environmentally sound natural resource management, micro-finance, market access and 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.

100. A key factor here will be expanded capacities among branches of 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 can pursue the most appropriate government responses to these.

### ***Partners***

101. Key partners will include: the Global Environment Facility (GEF), the UN Environment Programme (UNEP), the UN Human Settlements Programme, the International Union for the Conservation of Nature, and the Women's Environment and Development Organization. As an aspect of its coordination activities, UNDP will support sector-specific partners, such as UNEP and GEF, in mainstreaming gender equality considerations across their activities.





# C. INSTITUTIONAL ARRANGEMENTS



102. To consolidate the gains of the Gender Action Plan 2006-2007 and achieve the projected outcomes of the 2008-2011 GES, 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 behaviours 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.

103. The consultative process that underpinned 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 enabled UNDP to pinpoint the skills, competencies and attitudes to

achieve these goals; to identify concrete 'carrots' and 'sticks' required alongside the more traditional training and coalition-building efforts; and to think seriously about meaningful levels of staffing and funding.

104. Overall, a three-pronged approach to promoting gender-responsive change in UNDP has been identified and is described below. It entails 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 required team and networking competencies, and to re-shape the culture of the organization by tackling attitudes, beliefs and behaviours (Section VIII); and finally developing vigorous resource mobilization and investment tracking mechanisms (Section IX). These will all be regularly monitored and assessed (as described in Section X).



# VII. ENSURING RESULTS— THREE ESSENTIAL FRAMEWORKS

## 7.1 Accountability Framework for Gender Equality

105. 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.

106. The key components of this framework include:

- a. **The GES, and its Development and Institutional Results Framework, will complement the Strategic Plan** and be monitored with it.
- b. **The global Gender Steering and Implementation Committee, chaired by the Administrator, will continue as the principal internal oversight mechanism**, and will be replicated at the regional level. Bureau Directors and Resident Representatives/Resident Coordinators will report regularly on progress in implementing the GES.
- c. **Regular reporting to the Executive Board will continue.** UNDP 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 in 2005.
- 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 Gender Steering and Implementation Committee, and the results and competency assessment system.

- 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 will require 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 recognition, awards, winning of contests and other ‘gold stars’, as currently used by some offices, should be part of the overall accountability process, as should consequences for non-performance.
- g. **An enhanced financial accounting system (ATLAS) and the gender parity target** are further components of strengthening the integration of gender into corporate accountability processes. These are discussed in the next section.

## 7.2 Community of Practice and Knowledge Management Framework

107. UNDP is committed to building a global, dynamic and highly professional community of practice on gender equality, supported by a robust knowledge management framework. The primary constituency for this community will be country office staff. UNDP will also seek to draw in women’s organizations, research and academic institutions, and multi- and bilateral

organizations that offer knowledge and experience to support gender equality goals. A key function of the enhanced community of practice will be to model and stimulate 'out-of-the-box' thinking on UNDP's gender equality work. It will provide a new and comprehensive platform for ensuring cross-regional sharing and tangible collaboration beyond the e-knowledge networks—for example, through cross-regional joint programme implementation, inter-regional taskforces on gender and 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.

108. As part of this process, UNDP will identify new knowledge (especially women's knowledge), and codify and disseminate it to guide and reinforce substantive gender equality agendas in the four Focus Areas. UNDP has identified the need for a knowledge management structure that extends beyond the current discussion network and workspace (GenderNet) 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 practices in meaningful ways. A knowledge management framework will be developed specifically to promote synergies with the accountability, advocacy, communication and capacity development frameworks.

109. Key elements of the framework will comprise:

- 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 sites;<sup>45</sup> a global system for the codification of good practices; and a corporate knowledge management toolkit to support organizational consistency by setting out 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 that consolidate internal resources, and, increasingly, link to a wide range of external information sources and networks (but avoiding repetition of effort and content), including sites in local or regional languages. A key function of these sub-corporate sites will be to connect practices and practitioners, especially 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 GenderNet 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 spaces. Various successful global and regional models exist that will be further developed. These include, inter alia: the iKnow Politics platform developed by the Focus Area on democratic governance;<sup>46</sup> the Latina Genera Gender Knowledge Platform of the Regional Bureau for Latin America and the Caribbean, which will be replicated in at least two other regions; and the 'people-

<sup>45</sup> While each Focus Area may be addressed separately via projects, the portal will also explore the transversal linkages between them, ensuring a holistic approach to knowledge management.

<sup>46</sup> In partnership with UNIFEM, IDEA, the National Democratic Institute and the IPU.

connecting' approach developed by the Regional Bureau for Asia and the Pacific. The Solution Exchange at the country level offers a useful 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

110. 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).

111. 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 results and resources, 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 proactive in initiating and sustaining such dialogue at all levels, supported by a relevant gender equality communication and advocacy plan.

112. As with knowledge management, both communication (sharing of information) and advocacy (promoting issues) have distinctive elements when used in connection with gender equality and women's rights programming. The terms 'gender', 'equality' and 'human rights' occupy politically contested ground within the development arena. Despite clear mandates, many factors constrain full compliance, and many different views persist on the terminology and methodologies used. The communication and advocacy plan will play a central role in enhanced UNDP results by addressing the ongoing 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).

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

114. The communication and advocacy plan is also intended to contribute to the development of the gender equality community of practice, and to the transformation of UNDP's 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

115. 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 UN 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, although in senior management there is a bright spot at the Assistant Secretary-General level. The overall figure of women comprising 34 percent of senior managers places UNDP 13th in gender parity among UN system partners.<sup>47</sup>

**Table 1: Male and Female Staff by Job Category<sup>48</sup>**

Category	Total	Male	%Male	Female	%Female
Support Staff	3,798	1,592	42	2,206	58
Junior Management	1,912	1,029	54	883	46
Middle Management	1,740	1,127	65	613	35
Senior Management	318	210	66	108	34
<b>UNDP Global Workforce</b>	<b>7,768</b>	<b>3,958</b>	<b>51</b>	<b>3,810</b>	<b>49</b>

Source: IMIS/ATLAS November 2007.

**Table 2: Distribution of Senior Managers by Grade and Sex<sup>49</sup>**

Level	Total	Male	%	Female	%
Administrator	1	1	100	0	0
Under Secretary-General	1	1	100	0	0
<b>Assistant Secretary-General</b>	<b>9</b>	<b>4</b>	<b>44</b>	<b>5</b>	<b>56</b>
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.

<sup>47</sup> UNDP Gender Parity Report 2007, p. 13.

<sup>48</sup> Ibid., p. 16.

<sup>49</sup> Ibid., p. 18.

116. 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 and clear leadership on this issue, a comprehensive set of human resource policies, a wide range of staff development resources and a strong pipeline of female as well as male potential managers, the Action Plan will provide tools and information to further assist managers in talent management and contributions to gender parity goals.

117. Heads of offices (Bureau Directors, Resident Representatives/Resident Coordinators, Country Directors and Deputy Country Directors) are responsible and accountable for progress towards gender equality in their respective units, with the backing of the Office of Human Resources and the multiple support services it provides. This is monitored through management accountability mechanisms.

118. The Action 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. It includes affirmative action measures and clear quantitative targets to support the short- and medium-term attainment of parity, but these will not become ends in themselves. Long-term parity will require profound cultural changes in the organization and cannot be achieved without it.

119. The challenge is 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.

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

121. In changing the culture of the organization, improving gender parity figures will be one indicator and improved programme results another. Various kinds of affirmative action will be employed initially, but as the culture and attitudes improve these steps should be less required. Beyond addressing cultural barriers and resistance to gender equality, UNDP will also 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 organizational units and the selection of consultants;
- c. Attention to the 'four R's' of gender parity: recruitment, retention, re-entry and recognition (advancement/promotion);<sup>50</sup>
- d. Contract modalities that are more conducive to gender parity, in consultation with common-system partners and human resource management coordination bodies; and

<sup>50</sup> With regard to recruitment, UNDP will enhance its selection procedures to ensure that all new staff and consultants possess the basic understanding, skills and experience required to work in a gender-sensitive manner. Lack of these attributes will be a sufficient reason to reject an applicant for either a staff post or consultancy.

- e. Human and financial resources appropriate to the challenge.

## 8.2 Learning and Capacity Development

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

123. 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 to work for gender equality, and elaborate on 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 that includes foundational and advanced courses on gender mainstreaming. Most face-to-face workshops on programme issues have gender equality components, as do all virtual courses. Several thematic training modules include gender considerations.

124. Nevertheless, a re-energized approach is required, given the ongoing need to ensure that the opportunities provided actually result in the development of needed capacities at all levels. The 2005 evaluation of gender mainstreaming noted grave shortcomings in staff capacity, implying the need for a radical re-focusing and greater investment in specialized and highly targeted training and learning opportunities. UNDP is committed to providing staff training

and learning commensurate with the needs of the GES, and to allocating sufficient funding so that concrete results are achieved.

125. UNDP will develop a vigorous and high-quality learning programme to ensure staff capacities to deliver on its commitments to gender equality. This plan will be based on needs assessment,<sup>51</sup> and designed to build identified competencies tailored to 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 basic understanding of working in a gender-sensitive manner.

126. The revised capacity development plan is likely to include:<sup>52</sup>

- a. Specialized thematic training for each practice (Bureau for Crisis Prevention and Recovery model);
- b. A 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 Resident Representative/ Resident Coordinator Induction Course;
- f. Specialized training/orientation on management for gender equality for middle and senior management; and
- g. Adaptation of 'on demand' training in ATLAS to take account of the expanded capture of gender equality resource allocations and expenditures (see below).

<sup>51</sup> Drawing on and updating the previous extensive capacity and needs assessment completed in 2001.

<sup>52</sup> Formal definition of 'capacity development'.



### 8.3 Results and Competency Assessment

127. “What gets measured gets done.”<sup>53</sup> 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 these results are clearly identified and measured by a robust, systematic and 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.

128. UNDP is committed to a meaningful performance appraisal process that includes gender equality considerations. It is currently

revising its results and competency assessment system, and care will be taken to enhance its capacity to ensure that staff actually fulfil 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. 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.

129. 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.

<sup>53</sup> Canadian International Development Agency, 2005, *Framework for the Assessment of Gender Equality Results*.

# IX. FINANCIAL RESOURCES

## 9.1 Resource Mobilization

130. UNDP has demonstrated that stronger gender equality results come from leadership, oversight and resources.<sup>54</sup> This confirms 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 field.<sup>55</sup>

131. UNDP will continue to invest core resources in strengthening the institutional arrangements for gender equality that have been described above, including in the development of accountability, knowledge management, capacities and expertise. Earmarking 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. 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 streams.<sup>56</sup>

132. With regard to programme activities, the Gender Thematic Trust Fund will be further

expanded to support regional and country level work on gender equality. It has been a vital and effective financial instrument for sustaining UNDP's gender equality work, including the many successes described in Sections II and III, and summarized in Box 2. The sustained support provided over 10 years by the Government of Japan is another example of a good funding practice. This has allowed space for innovation, and opportunities for cumulative testing and adapting of experiences. It shows 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 short-term interventions that will not deliver results.

133. 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.

134. 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; and
- d. Strong relationships with donors, based on a rich flow of information and feedback.

<sup>54</sup> See Section III of this strategy document.

<sup>55</sup> For example, see the Organisation for Economic Co-operation and Development, 2007, *Gender Equality and Aid Delivery: what has changed in development co-operation agencies since 1999?*, p. 8.

<sup>56</sup> In 1997, research indicated that less than 2 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 requested managers to allocate 20 percent of thematic funds to gender equality (direct line 11), a requirement that was discontinued in 2000.

## 9.2 Tracking Resource Allocations and Expenditures—Adjustments to ATLAS

135. 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 the 'fund code,' 'service line' and 'activity type' elements of the ATLAS classification system. Nevertheless, it was felt that these methods do not fully reflect UNDP's expenditures 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.

136. In particular, the review found that ATLAS reflected 'very modest' achievements even in respect to HIV and AIDS and Democratic Governance, areas considered well gender-mainstreamed. A prior pilot study of gender coding of 2004 expenditures by the Albania, Kenya, Mexico, Pakistan and Saudi Arabia offices confirmed suspicions that gender might be underreported 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.

137. 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 to analyse their budgets from a gender perspective.

138. 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 to 30) to test its accuracy and effectiveness. UNDP is committed to implementing a revised ATLAS system globally during the GES programming cycle.

## X. MONITORING AND EVALUATION

139. Monitoring and evaluation of the GES and the projects and programmes designed and implemented under it will be undertaken in accordance with the established procedures of UNDP, the gender equality standards defined by the UN Evaluation Group, and the UN System-wide Policy on Gender Equality and the Empowerment of Women. Gender equality considerations will be included in the ongoing revisions of the UNDP Handbook on Evaluation (The Yellow Handbook).

140. The Gender Steering and Implementation Committee will undertake annual reviews of the GES, in the context of reporting to the Executive Board, and make adjustments as necessary.

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





# ADDENDUM: GUIDANCE FOR INTEGRATING GENDER EQUALITY RESULTS IN UNDP'S STRATEGIC PLAN 2008-2011



# GUIDANCE FOR INTEGRATING GENDER EQUALITY RESULTS IN UNDP'S STRATEGIC PLAN: 2008-2011

## Introduction

1. The UNDP Gender Equality Strategy (GES) 2008-2011 describes UNDP's corporate strategy to support developing countries in achieving internationally agreed development goals, including the MDGs, and other global commitments to women's rights and gender equality. The GES describes in detail how UNDP can achieve each of its goals in such a manner as to take account of men's and women's specific needs, interests and contributions. As such, it parallels and amplifies the UNDP Strategic Plan 2008-2011, and should be read and implemented in conjunction with it. This Addendum includes three tables—Gender Equality Strategy Development Results, Gender Equality Strategy Institutional Results and Gender Mainstreaming Outputs/Activities—that reinforce UNDP's Strategic Plan Development Results Framework.

2. Table I, Gender Equality Strategy Development Results, sets out a range of gender-responsive outcome indicators that can be integrated into UNDP programmes and projects when implementing the UNDP Strategic Plan. They provide guidance to country offices and other UNDP units in ensuring appropriate attention to women's rights, women's empowerment, and gender equality in programmes and projects, towards accelerating

the achievement of development goals and fostering their greater sustainability. The first column in this annex includes UNDP's Strategic Plan outcomes by each of the organization's four goals. Those outcomes that are gender explicit are highlighted in red. The second column provides gender-responsive outcome indicators for each of the Strategic Plan outcomes. These indicators are provided primarily to guide country offices and other units on how to address gender dimensions in all programmes and projects, in support of the Strategic Plan outcomes. They should be regarded as indicative, demonstrating the range of gender issues that can be addressed in response to requests by programme countries.

3. Table II, Gender Equality Strategy Institutional Results, complements Sections V and VII to X of the GES. These results are focused on strengthening inter-agency coordination (Section V) and internal accountability, communication and resource management (Sections VII to X). Improvement is needed in all of these areas if UNDP is to make meaningful progress in gender mainstreaming, as recommended by the 2005 Gender Mainstreaming Evaluation and requested by the Executive Board. The new management accountability structures outlined in the GES reflect this.

4. Reporting on and evaluating the GES will be primarily conducted through the Strategic Plan corporate reporting and evaluation mechanisms, in line with UNDP's results-based management system.<sup>1</sup> This system is fully grounded in the principle of national ownership: Country offices may consult closely with national partners to choose the gender equality outcome indicators that best reflect and respond to national development priorities. At the global level, UNDP will report annually on the implementation of the GES to the Executive Board. UNDP bureau directors (comprising the regional bureaux, the Bureau for Development Policy,<sup>2</sup> the Bureau for Crisis Prevention and

Recovery, the Bureau of Management and the Office of Human Resources) will aggregate the gender equality results achieved by their staff at country, regional and global levels, and report annually to the global Gender Steering and Implementation Committee.<sup>3</sup> An evaluation of the GES will be conducted in 2010.

5. Gender mainstreaming is included as one of the sample UNDP outputs/activities under the second column of the Strategic Plan Development Results Framework. Table III of this addendum elaborates on key approaches and outputs for gender mainstreaming.

<sup>1</sup>For a full description of the structure of the UNDP results-based management system, please refer to Addendum 1 of the Strategic Plan.

<sup>2</sup>Each practice group director reports separately to the Gender Steering and Implementation Committee.

<sup>3</sup>The committee is the highest decision-making body for guiding and overseeing the implementation of the GES; it is chaired by the UNDP Administrator.

# TABLE I: GENDER EQUALITY STRATEGY DEVELOPMENT RESULTS

Strategic Plan outcomes supported by UNDP upon request by programme countries	Indicative GES outcome indicators
<b>Goal 1: Achieving the MDGs and reducing human poverty</b>	
1. MDG-based national development strategies promote growth and employment, and reduce economic, gender and social inequalities.	i. MDG-based development strategies, prepared with UNDP support, incorporate gender equality concerns throughout the analysis, implementation, monitoring and evaluation components of their plans and budgets, and specify gender equality results.
2. Enhanced national and local capacities to plan, monitor, report and evaluate the MDGs and related national development priorities, including within resource frameworks	i. National and local development plans and priorities, including public investment and budget frameworks, integrate mechanisms to plan, monitor, evaluate and report in a gender-responsive manner, on the basis of gender analysis and consultation with women.
3. Policies, institutions and mechanisms that facilitate the empowerment of women and girls strengthened and implemented	i. Measures are adopted to reduce gender gaps in access to productive assets and financial services, and implement strategies to promote women's entrepreneurship.  ii. Methodologies such as time use surveys are adopted to measure and integrate unpaid care work in national planning processes and budget frameworks.
4. Macroeconomic policies, debt-sustainability frameworks, and public financing strategies promote inclusive growth and are consistent with achieving the MDGs.	i. Measures are undertaken to develop gender-responsive public investments and budget frameworks.  ii. Gender-responsive budgeting techniques are applied to taxation policy and in budget planning.
5. Strengthened capacities of local governments and other stakeholders to foster participatory local development and support achieving the MDGs	i. Local development plans and priorities involve women directly in planning, policy-making and budget allocations, and addresses gender concerns.

Strategic Plan outcomes supported by UNDP upon request by programme countries	Indicative GES outcome indicators
<b>Goal 1: Achieving the MDGs and reducing human poverty</b>	
6. Policies, strategies and partnerships established to promote public-private sector collaboration and private sector and market development that benefits the poor, and to ensure that low-income households and small enterprises have access to a broad range of financial and legal services	i. Women entrepreneurs benefit from private sector development policies, strategies and partnerships.
7. Enhanced national capacities to integrate into the global economic system and to compete internationally, consistent with the achievement of the MDGs and other internationally agreed development goals	i. Trade agreements and policies are gender sensitive. ii. Women contribute directly to trade negotiations.
8. Strengthened national capacities to negotiate and manage development finance, including aid and debt, consistent with the achievement of the MDGs and other internationally agreed development goals	i. Development financing resources, including aid and debt, are negotiated and managed in line with the MDGs and other internationally agreed goals, including the financial and economic implications of CEDAW.
9. AIDS responses integrated into poverty reduction strategies, MDG-based national development plans and budgets, and macroeconomic processes	i. Gender equality considerations are integrated into national development strategies, national AIDS programmes, national gender strategies and poverty reduction strategy papers. ii. National AIDS strategies are implemented that address: (1) women and girls as a target population; and (b) women's empowerment and/or gender equality as crosscutting issues.
10. Strengthened national capacity for inclusive governance and coordination of AIDS responses, and increased participation of civil society entities and people living with HIV in the design, implementation and evaluation of AIDS programmes	i. Links with an AIDS management/coordination body that includes the active participation of women's groups, vulnerable groups (including people living with HIV, men who have sex with men and transgender individuals), and groups with gender expertise are in place and enhanced.

Strategic Plan outcomes supported by UNDP upon request by programme countries	Indicative GES outcome indicators
<b>Goal 1: Achieving the MDGs and reducing human poverty</b>	
<p>11. Policies and programmes implemented through multi-stakeholder approaches to protect the human rights of people affected by AIDS, mitigate gender-related vulnerability, and address the impact of AIDS on women and girls</p>	<ul style="list-style-type: none"> <li>i. Laws or legal reform are in place and implemented towards: (a) prohibiting gender-based violence and bringing perpetrators to justice; (b) prohibiting discrimination against people living with HIV; (c) decriminalizing consenting same-sex relations between adults, and other laws to facilitate access to HIV services by sex workers and sexual minorities (e.g., laws on condom distribution and possession) in order to facilitate more effective HIV programming; and (d) providing community and legal services to educate women and other affected communities about their rights.</li> <li>ii. Laws and strategies that strengthen women's and girls' property and inheritance rights are in place, implemented and enforced.</li> <li>iii. Research is undertaken on the gender-differentiated impact of the provision of unpaid care for different household members, and in different social and economic contexts.</li> <li>iv. Policy dialogues are undertaken to integrate unpaid work and contributions to mitigating HIV in economic policy.</li> <li>v. Representation of grass-roots caregivers in HIV-related policies, programmes and resource allocation venues at national, regional and global levels is enhanced.</li> <li>vi. Capacity and voice of caregivers in integrating unpaid work in economic policy are strengthened through documentation and exchange of lessons learned and good practices.</li> </ul>
<p>12. Strengthened national capacities for implementation of AIDS funds and programmes financed through multilateral funding initiatives, including the Global Fund to Fight AIDS, Tuberculosis and Malaria</p>	<ul style="list-style-type: none"> <li>i. Capacity of women's groups to participate in global fund processes is increased.</li> <li>ii. Issues related to HIV and women and girls, men and boys, and sexual minorities are addressed in Global Fund grants and processes.</li> </ul>

Strategic Plan outcomes supported by UNDP upon request by programme countries	Indicative GES outcome indicators
<b>Goal 2. Fostering democratic governance</b>	
1. Civil society, including civil society organizations and voluntary associations, and the private sector contribute to the MDGs in support of national planning strategies and policies.	i. Measures for active consultation with women's organizations are included in national MDG attainment plans and strategies.
2. Electoral laws, processes and institutions strengthen inclusive participation and professional electoral administration.	i. Political parties make a policy commitment to promote women's leadership, and have the capacity to undertake measures that contribute to women's empowerment and gender equality.  ii. Electoral laws, including political party and campaign finance laws, processes and institutions, create an enabling environment for women's participation as voters, candidates and administrators.
3. Access to information policies supports accountability and transparency.	i. Information policies that promote government accountability and transparency in the advancement of women's rights and gender equality are in place.
4. National, regional and local levels of governance expand their capacities to reduce conflict and manage the equitable delivery of public services.	i. Public services and conflict reduction processes are prepared in consultation with women and designed to respond to women's needs, so that health, education, security, transport and other public services are delivered equitably and in response to their needs, and conflict reduction processes reflect women's concerns and explicitly address the reduction of gender-based violence.
5. Legislatures, regional elected bodies, and local assemblies have strengthened institutional capacity, enabling them to represent their constituents more effectively.	i. Legislatures, regional elected bodies and local assemblies have enhanced capacity (regulations, consultative mechanisms) so that they explicitly consult with women and represent women's concerns.

Strategic Plan outcomes supported by UNDP upon request by programme countries	Indicative GES outcome indicators
<b>Goal 2. Fostering democratic governance</b>	
<p>6. Effective, responsive, accessible and fair justice systems promote the rule of law, including both formal and informal processes, with due consideration for the rights of the poor, women and vulnerable groups.</p>	<p>i. Mechanisms are in place to harmonize traditional and customary legal norms with international norms and standards, so that women's human rights are served and gender equality is enhanced.</p> <p>ii. Women's security needs, including protection against all forms of violence, are clearly articulated in laws, policies and development plans, with corresponding budget allocations.</p>
<p>7. Strengthened capacities of national human rights institutions</p>	<p>i. National human rights institutions actively consult with women and address women's human rights in their policies and programmes.</p>
<p>8. Strengthened national, regional and local level capacity to mainstream gender equality and women's empowerment in government policies and institutions</p>	<p>i. CEDAW provisions are reflected in local legislation, and reported meaningfully.</p> <p>ii. National, regional and local gender mainstreaming capacity is mapped against UNDP standards, with corresponding programmes to strengthen as needed.</p>
<p>9. Strengthened national, regional and local level capacity to implement anti-corruption initiatives</p>	<p>i. Accountability and oversight mechanisms include women as members, and involve women in holding national and local authorities to account, including for the delivery of adequate social services.</p>

Strategic Plan outcomes supported by UNDP upon request by programme countries	Indicative GES outcome indicators
<b>Goal 3: Supporting crisis prevention and recovery</b>	
<p>1. Solutions generated for natural disaster risk management and conflict prevention through common analysis and inclusive dialogue among government, relevant civil society actors and other partners (i.e., UN, other international organizations, bilateral partners)</p>	<ul style="list-style-type: none"> <li>i. Women are aware of the issues and are active participants in all dialogue and decision-making on disaster risk management and conflict prevention.</li> <li>ii. Policies and plans are based on analysis of men and women's needs, and reflect strategies appropriate to men's and women's requirements.</li> <li>iii. Crisis risk reduction that recognizes gender-differentiated needs and solutions is integrated into development planning.</li> <li>iv. National consultation processes at all levels and with all partners draw on gender analysis and include women's organizations.</li> </ul>
<p>2. <i>Disaster: Strengthened national capacities, including the participation of women, to prevent, reduce, mitigate and cope with the impact of the systemic shocks from natural hazards</i></p>	<ul style="list-style-type: none"> <li>i. Relevant national institutions are sensitized so that disarmament, demobilization and reintegration (DRR) solutions reach women and men.</li> <li>ii. Women's organizations and networks are strengthened and linked with other institutions to become key actors in the effective implementation of policies and plans to prevent, reduce, mitigate and cope with the impact of national disasters, so that women's and men's needs are both addressed.</li> <li>iii. Women's groups actively participate in all disaster-related planning and implementation processes.</li> <li>iv. There is increased national capacity to undertake and apply gender analysis in disaster-related activities.</li> </ul>

Strategic Plan outcomes supported by UNDP upon request by programme countries	Indicative GES outcome indicators
<b>Goal 3: Supporting crisis prevention and recovery</b>	
<p>3. <i>Conflict: Strengthened national capacities, with the participation of women, to prevent, mitigate and cope with the impact of violent conflict</i></p>	<ul style="list-style-type: none"> <li>i. Relevant national institutions are sensitized so that conflict prevention and peace-building solutions address women's and men's concerns.</li> <li>ii. Women's organizations and networks are strengthened and linked with other institutions to become key actors in the effective implementation of policies and plans to prevent, reduce, mitigate and cope with the impact of conflict, so that women's and men's needs are equally addressed.</li> <li>iii. There is increased national capacity to undertake and apply gender analysis in conflict prevention, recovery and security activities</li> </ul>
<p>4. Early post-crisis resumption of local governance functions</p>	<ul style="list-style-type: none"> <li>i. Recovery planning is based on needs assessments and information management systems that recognize the different needs of women and men.</li> <li>ii. There is greater awareness among post-crisis local government staff on women's needs and how to address them effectively, with adequate financial provision.</li> <li>iii. There is effective engagement of women's networks and other civil society representatives to strengthen delivery of basic services, and provide a channel of communication between women and local government officials.</li> </ul>

Strategic Plan outcomes supported by UNDP upon request by programme countries	Indicative GES outcome indicators
<b>Goal 3: Supporting crisis prevention and recovery</b>	
<p>5. <i>Disaster:</i> Post-disaster governance capacity strengthened, including measures to ensure the reduction of future vulnerabilities</p>	<ul style="list-style-type: none"> <li>i. Interim government frameworks recognize women’s equal right to political participation as voters, candidates and observers.</li> <li>ii. Interim government frameworks recognize women’s right to equal access to the law, both constitutional and customary law, and put in place mechanisms to review discriminatory laws and practices.</li> <li>iii. Aid coordination mechanisms are set up in such a way that men and women co-design and benefit equally from recovery programming.</li> <li>iv. Progress is made towards gender parity, with qualified staff in senior and mid-level government positions, at local and national levels.</li> </ul>
<p>6. <i>Conflict:</i> Post-conflict governance capacity strengthened, including measures to work towards prevention of resumption of conflict</p>	<ul style="list-style-type: none"> <li>i. Interim government frameworks recognize women’s equality under the constitution, and equal right to political participation as voters, candidates and observers.</li> <li>ii. Interim government frameworks recognize women’s right to equal access to the law, both constitutional and customary law.</li> <li>iii. Aid coordination mechanisms are set up in such a way that men and women co-design and benefit equally from recovery programming.</li> <li>iv. Progress is made towards gender parity, with qualified staff in senior and mid-level government positions, at local and national levels.</li> </ul>

Strategic Plan outcomes supported by UNDP upon request by programme countries	Indicative GES outcome indicators
<b>Goal 3: Supporting crisis prevention and recovery</b>	
<p>7. Gender equality and women's empowerment enhanced in post-disaster and post-conflict situations</p>	<p>i. All points of the 8PA programme will be incorporated in responses to post-crisis situations, namely: women's security in crisis is strengthened; gender justice is advanced; women's citizenship participation and leadership is expanded in social, political and economic spheres; peace is built with and for women; gender equality in DRR is promoted; gender-responsive recovery is ensured; the government is transformed to deliver for women; and the capacity for social change and cohesion is developed, drawing explicitly on women's knowledge and contributions.</p>
<p>8. <i>Conflict</i>: Post-crisis community security and cohesion restored</p>	<p>i. The rule of law, and community and personal security are restored as a basis for recovery that equally benefits men and women of all age groups.</p> <p>ii. There is significant reduction in gender-based violence, for all age groups.</p> <p>iii. Social cohesion is restored such that all crisis-affected groups, including victims of gender-based violence, are successfully reintegrated in their families and communities.</p> <p>iv. Capacities of communities are strengthened to transform entrenched patterns of social exclusion, including the exclusion of women and minority ethnic groups.</p>
<p>9. Post-crisis socioeconomic infrastructure restored, employment generated, economy revived; affected groups returned/reintegrated</p>	<p>i. Livelihood opportunities available to men and women are both appropriate and safe.</p> <p>ii. Women have equal access to economic assets (property, inheritance rights, land ownership, access to credit).</p> <p>iii. Livelihood recovery is sustained through strengthened linkages at the national and local level between government, civil society and the private sector, building on existing local capacities, specifically women's networks and groups.</p>

Strategic Plan outcomes supported by UNDP upon request by programme countries	Indicative GES outcome indicators
<b>Goal 4: Managing energy and the environment for sustainable development</b>	
<p>1. Strengthened national capacities to mainstream environment and energy concerns into national development plans and implementation systems</p>	<p>i. National development plans and implementation systems include gender analysis of environment and energy concerns, and measures to identify and address women's specific needs and contributions in energy and environmental management.</p> <p>ii. There is evidence of increased national awareness of the gendered impact of environmental finance and the multiplier effects of financing women's productive activities (research papers, policy commitments, consultation mechanisms, publicity campaigns, etc.).</p>
<p>2. Countries develop and use market mechanisms to support environmental management.</p>	<p>i. Measures are in place, including affirmative action, to increase access by women-led businesses and women's organizations to environmental finance.</p> <p>ii. Women are consulted in policy-making processes so that their knowledge and interests are reflected in achieving an appropriate balance between market and public sector tools for environmental management.</p>
<p>3. Strengthened capacity of developing countries to mainstream climate change adaptation policies into national development plans</p>	<p>i. Government agencies and women's organizations are systematically engaged in dialogue on adaptation and mitigation strategies.</p> <p>ii. Climate change and mitigation policies and programmes are developed that reflect women's concerns and interests, and are monitored for their impact on women's lives so that equality of outcome is achieved.</p>
<p>4. Strengthened capacity of local institutions to manage the environment and expand environment and energy services, especially to the poor</p>	<p>i. Women's organizations, including those representing poor women, contribute actively to environmental and energy planning and management processes.</p> <p>ii. Gender-responsive policies are in place, linking women's use of energy, water and environment services with their roles and interests in sustainable livelihoods and small business promotion.</p>

Strategic Plan outcomes supported by UNDP upon request by programme countries	Indicative GES outcome indicators
<b>Crosscutting development issue</b>	
1. UNDP programmes/projects integrate capacity development.	National capacity development initiatives at all levels pay attention to the capacity to advance gender equality, including to gather relevant statistics, undertake gender analysis, consult with constituencies on gender issues, integrate gender equality considerations in all finance and budgetary matters, and monitor and report upon all activities from a gender equality perspective.
2. UNDP programmes/projects integrate gender equality and women's empowerment in line with the UNDP Gender Equality Strategy 2008-2011.	UNDP programmes/projects integrate gender equality and women's empowerment as described in this addendum.
3. South-South approaches to development mainstreamed in national development plans and the work of United Nations organizations	South-South approaches are mainstreamed into national plans, including relevant actions to address gender equality considerations and support South-South exchanges in gender mainstreaming.
4. UNDP country programmes are clearly and explicitly linked with and in support of national development plans and priorities.	UNDP country programmes include measures to analyse, articulate and address the gender equality implications of national development plans and priorities, even if these are not fully developed in the documentation.
5. UNDP meets aid effectiveness standards.	UNDP contributions to national aid effectiveness priorities include clear articulation of the role of women in national development.

# TABLE II: GENDER EQUALITY STRATEGY INSTITUTIONAL RESULTS

Outputs	Output Indicators	Targets
<b>1. Coordination results</b>		
<b>Output 1. Increased collaboration with UN partners at global level</b>	Increased number of joint global programmes and other collaborative initiatives to promote gender equality and women's empowerment	i. Joint programmes with ILO, UNIFEM, the UN Capital Development Fund, UNEP, UNFPA, INSTRAW, UNRISD and others
<b>Output 2. Resident Coordinator system delivering on gender equality results</b>	An increased number of functional UN country team gender theme groups are operational, and have strategy and implementation plans in place.	i. Increased support provided to Resident Coordinators for strengthening UN country team gender theme groups  ii. Increase in UN country team inter-agency joint programming

Outputs	Output Indicators	Targets
<b>2. Management results</b>		
<b>A. Ensuring Results</b>		
<b>Output 1. Effective system and culture of gender mainstreaming accountability created and/or enhanced</b>	Existing compacts with senior managers deliver gender equality results.	<ul style="list-style-type: none"> <li>i. Existing compacts between the Administrator and the regional bureaux directors are updated and aligned with the GES.</li> <li>ii. Gender equality is integrated into senior manager compacts.</li> <li>iii. Functional gender steering implementation committees operate in each region.</li> </ul>
	Gender equality results are included in all UNDP evaluation, reporting and accountability processes and mechanisms.	<ul style="list-style-type: none"> <li>i. Elaboration and implementation of gender equality strategies in each region by the end of 2009, monitored through functioning regional gender steering and implementation committees, and with annual reporting to the global Gender Steering and Implementation Committee</li> <li>ii. Integration of a Gender Mainstreaming Score Card into the Balanced Score Card</li> <li>iii. Inclusion of gender equality results in all results-based management tools and processes</li> <li>iv. GES evaluation conducted in 2010<sup>4</sup></li> </ul>
	An increased number of initiatives are implemented jointly by the UNDP Gender Team and practice teams.	<ul style="list-style-type: none"> <li>i. One joint initiative in at least two practice areas implemented per year by end 2008</li> </ul>

<sup>4</sup>This target is applicable to all the development and institutional results of this Addendum.

Outputs	Output Indicators	Targets
<b>2. Management results</b>		
<b>A. Ensuring Results (continued)</b>		
<b>Output 2. Gender equality and women's empowerment fully incorporated into UNDP's knowledge management system</b>	<ul style="list-style-type: none"> <li>i. Gender content in the knowledge management system is up-to-date and accessible.</li> <li>ii. Regional knowledge management platforms on gender equality for outreach to external partners are established and functional.</li> <li>iii. New/updated knowledge products on gender equality are developed and disseminated.</li> </ul>	<ul style="list-style-type: none"> <li>i. Gender content in the knowledge management system is up-to-date and accessible through each of the UNDP focus areas.</li> <li>ii. Five knowledge management platforms on gender equality are established and have up-to-date content.</li> <li>iii. Increased participation of UNDP staff in the Gender Equality Network</li> <li>iv. Continuous improvement in user satisfaction for gender equality products and services</li> </ul>
<b>Output 3. Internally and externally oriented Communication Plan on implementing the GES and its results developed</b>	<ul style="list-style-type: none"> <li>i. Completed plan includes branding, key messages, and specification of internal and external strategic partners.</li> <li>ii. Policy briefs on gender equality dimensions and other relevant materials are prepared.</li> </ul>	<ul style="list-style-type: none"> <li>i. Communication plan on implementation of the GES and its results is developed.</li> <li>ii. Policy briefs and other relevant materials on gender equality dimensions of each focus area are disseminated.</li> </ul>
<b>B. Human resources</b>		
<b>Output 4. Achieve gender parity (SP Output 8)</b>	<p>Gender ratio of staff at all levels (Strategic Plan)</p> <p>Gender ratio of staff at senior management level (Strategic Plan)</p>	<p>50% male, 50% female (Strategic Plan)</p> <p>55% male, 45% female (Strategic Plan)</p>
<b>Output 5. UNDP builds internal capacity to address gender dimensions in all its work (SP Output 12)</b>	<ul style="list-style-type: none"> <li>i. Percentage of country offices that have established a gender focal team led by a senior manager (Strategic Plan)</li> <li>ii. Percentage of country offices that have provided gender training to the gender focal teams</li> <li>iii. Percentage of country offices that have provided gender training for all staff</li> </ul>	<p>25% improvement per year (Strategic Plan)</p>

Outputs	Output Indicators	Targets
<b>2. Management results</b>		
<b>B. Human resources (continued)</b>		
<b>Output 6. Results and Competency Assessment system revised to reflect organizational commitment to gender equality</b>	A key result area on gender equality in the Results and Competency Assessment of all senior managers is approved and instituted.	i. Amendment of Results and Competency Assessment guidelines to include a gender equality key result for senior managers
<b>C. Financial resources</b>		
<b>Output 7. Allocation and disbursement of financial resources to implement the GES increased, in line with national development objectives</b>	<ul style="list-style-type: none"> <li>i. Amount of and non-core funding contributing significantly to gender equality</li> <li>ii. Amount of third-party cost-sharing funds mobilized to significantly support the achievement of gender equality</li> </ul>	<ul style="list-style-type: none"> <li>i. Increase in core and non-core funds disbursed to implement the GES, including resources from the thematic trust funds</li> <li>ii. Resource mobilization strategy in place and implemented</li> </ul>
<b>Output 8. Enhanced tracking and monitoring of financial allocations and disbursements to gender equality results</b>	Atlas is enhanced to track and monitor allocations and disbursements for gender equality.	<ul style="list-style-type: none"> <li>i. Pilot testing of Atlas enhancement in 20 countries</li> <li>ii. Roll out of Atlas enhancement to track and monitor allocations and disbursements for gender equality</li> </ul>

# TABLE III: UNDP GENDER MAINSTREAMING OUTPUTS/ACTIVITIES

1. Gender-responsive policy and technical advisory services, based on gender analysis
2. Analysis of technical and implementation capacities to implement policies in a gender-sensitive manner
3. Facilitation of the process of reflecting nationally adopted international commitments in national laws and policies in such a manner as to preserve and expand gender equality before the law
4. Facilitation of consultative processes so that women are involved, and the needs and contributions of women are explicitly included in the deliberations
5. Programme design and management that reflects the outcomes of gender analysis
6. Development of technical and implementation capacities of both women and men, e.g.:
  - a. Mentoring and leadership development, so that they can use their leadership positions to advance gender equality
  - b. Training and on-the-job learning that includes the gender equality dimensions of the given topic
  - c. Gender-sensitive procurement practices
7. Facilitation of UN-wide responses to gender equality considerations, including through strengthened gender theme groups
8. Facilitation of aid coordination, including advancement of the need for attention to gender equality outcomes in aid negotiations
9. Partnership building to advance gender equality, including with women's organizations
10. South-South cooperation on gender equality considerations
11. Monitoring and evaluation that take account of gender equality outcomes, even if not specified in the original documentation
12. Knowledge management, including collection and analysis of age- and sex-disaggregated data and gender statistics, and dissemination via channels accessible to both women and men



# ANNEXES



# ANNEX I

## Terminology Used in the Gender Equality Strategy

### **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 woman 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."<sup>57</sup>

### **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 is seen both as a human rights issue and as a precondition for, and indicator of, sustainable people-centered development."<sup>58</sup>

### **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."<sup>59</sup>

### **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."<sup>60</sup>

<sup>57</sup> OSAGI, 2001, 'Gender Mainstreaming: Strategy for Promoting Gender Equality Document'.

<sup>58</sup> Ibid.

<sup>59</sup> ECOSOC, 1997, 'Report of the Economic and Social Council for 1997', A/52/3, chapter IV, 'Special Session on Gender Mainstreaming'.

<sup>60</sup> World Conference on Human Rights, 1993, Vienna Declaration and Programme of Action, A/CONF.157/23, paragraph 17.

"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."<sup>61</sup>

### **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."<sup>62</sup>

"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."<sup>63</sup>

### **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."<sup>64</sup>

### **Gender-based Violence**

"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 (CEDAW)."<sup>65</sup>

"...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."<sup>66</sup>

"...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*. (G)ender-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."<sup>67</sup>

<sup>61</sup> CEDAW.

<sup>62</sup> UN Secretariat, Inter-agency Task Force on the Implementation of the International Conference on Population and Development's Programme of Action, 'Guidelines on Women's Empowerment' [[www.un.org/popin/unfpa/taskforce/guide/iatfwemp.gdl.html](http://www.un.org/popin/unfpa/taskforce/guide/iatfwemp.gdl.html)].

<sup>63</sup> Millennium Project Task Force on Education and Gender Equality, 2005, *Taking action: achieving gender equality and empowering women*.

<sup>64</sup> UNDP Gender Parity Report 2007.

<sup>65</sup> Committee on the Elimination of All Forms of Discrimination against Women, 1992, General Recommendation 19 [[www.un.org/womenwatch/daw/cedaw/recommendations/recomm.htm](http://www.un.org/womenwatch/daw/cedaw/recommendations/recomm.htm)].

<sup>66</sup> DEVAW, Article 1.

<sup>67</sup> 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](http://www.un.org/docs/ecosoc/meetings/2006/docs/Presentation%20Mr.%20Michel.pdf)].

# ANNEX II

## Operational Framework for Gender Equality<sup>68</sup>

The Millennium Project task force for MDG-3 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 interrelationships of these three paradigms. The framework involves three domains in 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 fulfil their potential. Violence directed specifically at women and girls often aims at keeping them 'in their place' through fear.

# ANNEX III

## **Seven Strategic Priorities for Action on MDG-3<sup>69</sup>**

1. Strengthen opportunities for 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.

# ANNEX IV

## Partial List of Resolutions and Treaties Shaping the UNDP Gender Equality Mandate

### A. Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)

[[www.un.org/womenwatch/daw/cedaw/recommendations/recomm.htm](http://www.un.org/womenwatch/daw/cedaw/recommendations/recomm.htm)]

### B. Declaration on the Elimination of Violence against Women (DEVAW)

[[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)]

### C. Other human rights treaties and conventions

[[www.un.org/Depts/dhl/resguide/spechr.htm](http://www.un.org/Depts/dhl/resguide/spechr.htm)]

- Universal Declaration of Human Rights
- International Covenant on Civil and Political Rights
- International Covenant on Economic, Social and Cultural Rights
- Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment
- Convention on the Nationality of Married Women
- Convention on Consent to Marriage, Minimum Age for Marriage and Registration of Marriages
- The Recommendation on Consent to Marriage, Minimum Age for Marriage and Registration of Marriages
- Optional Protocol to the Convention on the Elimination of All Forms of Discrimination against Women

### D. Beijing Declaration and Platform for Action, outcome of the 1995 Fourth World Conference on Women, and the political declaration and outcome document of the UN General Assembly Special Session held in 2000 to review five years of progress

[[www.un.org/womenwatch/daw/followup/beijing+5.htm](http://www.un.org/womenwatch/daw/followup/beijing+5.htm)]

### E. Women 2000: Gender Equality, Development and Peace in the Twenty-first Century, 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', A/55/341

[[www.un.org/womenwatch/daw/followup/beijing+5.htm](http://www.un.org/womenwatch/daw/followup/beijing+5.htm)]

### F. Security Council Resolution 1325 and 1820 on women, peace and security

# ANNEX V

## UNDP 8-Point Agenda for Women's Empowerment and 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, peace-building, 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, and monitoring and evaluation on gender and crisis prevention and recovery issues.





## PHOTOGRAPHS

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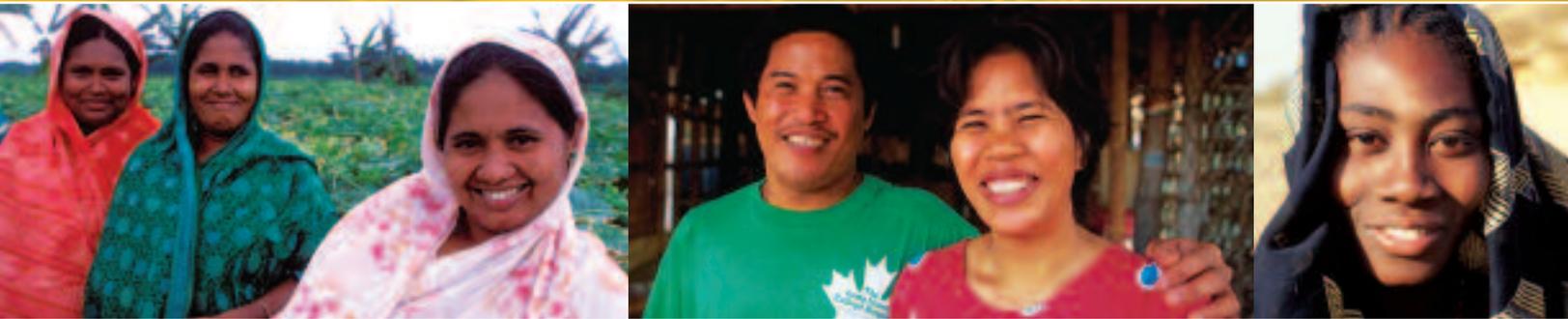
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Page 69: Self-Employed Women's Association

Page 77: World Bank / Tran Thi Hoa,2002



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