

TAKINGGENDER EQUALITYSERIOUSLY

MAKING PROGRESS, MEETING NEW CHALLENGES



DEVELOPMENT AS FREEDOM

UNDP believes that development goes beyond improving living standards to embrace the expansion of people's opportunities, choices and capabilities to live in freedom and dignity. Nobel Laureate Amartya Sen famously describes development as a process of expanding the real freedoms that people enjoy. In Sen's paradigm, the concept of freedom is central to development for two reasons. First, Sen argues that development progress should be measured by the degree to which various human freedoms have been enhanced. These fundamental liberties include, for instance, the freedom to satisfy basic needs for food and shelter, the freedom to live safe from fear and violence, and the freedom to participate in the social, economic and political life of one's community. Second, Sen makes a compelling case that the free agency of people is the major engine of development; he sees individual freedom and overall social development as inextricably linked. In short, freedom is both the end goal of development and the chief means for achieving it.

If development progress is best measured by how well the freedoms of people have been enhanced, then gender-disaggregated statistics show how very far we have to go.

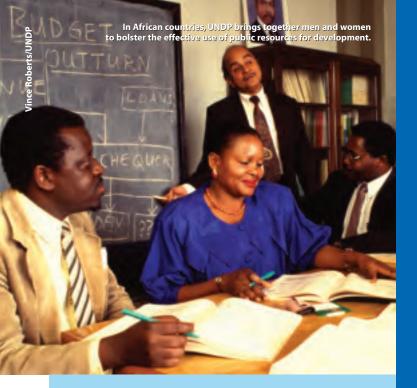
- Of the world's one billion poorest people, three-fifths are women and girls.
- Of the 960 million adults in the world who cannot read, two-thirds are women.
- Seventy percent of the 130 million children who are out of school are girls.
- With notable exceptions, such as Rwanda and the Nordic countries, women are conspicuously absent from parliaments, making up, on average, only 16 percent of parliamentarians worldwide.
- Women everywhere typically earn less than men, both because they are concentrated in low-paying jobs and because they earn less for the same work.
- Although women spend about 70 percent of their unpaid time caring for family members, that contribution to the global economy remains invisible.
- Up to half of all adult women have experienced violence at the hands of their intimate partners.
- Systematic sexual violence against women has characterized almost all recent armed conflicts and is used as a tool of terror and 'ethnic cleansing'.
- In sub-Saharan Africa, 57 percent of those living with HIV are women, and young women aged 15-24 are at least three times more likely to be infected than men of the same age.
- Each year, half a million women die and 18 million more suffer chronic disability from preventable complications of pregnancy and childbirth.

GENDER AND THE MILLENNIUM DEVELOPMENT GOALS

The Millennium Development Goals, or MDGs, are an integrated set of eight goals and 18 time-bound targets for extending the benefits of globalization to the world's poorest citizens. UNDP helps countries formulate national development plans focused on the MDGs and chart national progress in meeting them through the MDG reporting process.

Millennium Development Goal 3 is 'to promote gender equality and empower women'. The goal has one target: 'to eliminate gender disparity in primary and secondary education, preferably by 2005, and to all levels of education no later than 2015'. The existence of a separate goal on gender equality demonstrates that the global community has accepted the centrality of gender equality and women's empowerment to the development paradigm – at least at the rhetorical level. But although access to education is a necessary step towards women's equality, it is hardly sufficient to ensure the full participation of women in the political and economic lives of their countries.

To realize the MDGs, governments and their partners must seriously and systematically 'engender' efforts to achieve all the goals. Thus ensuring that national MDG plans and strategies mainstream gender and supporting the use of gender-disaggregated data in the MDG reporting process are critical areas for UNDP. The organization is supporting such efforts in Albania, Bhutan, Bosnia and Herzegovina, Cambodia, Ghana, Jordan, Kenya, Kyrgyzstan, Lebanon, Liberia, Libyan Arab Jamahiriya, Malaysia, Morocco, Pakistan, Peru, Russia, Saudi Arabia, Serbia and Montenegro, Thailand, Uganda, United Arab Emirates, Uzbekistan, Vietnam, and Yemen.



WHAT ABOUT MEN?

'Gender' is often used as shorthand for 'women'. Most development practitioners direct the bulk of their 'gender mainstreaming' efforts toward activities that aim to empower women economically and politically, protect their rights, and increase their representation in all manner of decisionmaking bodies. But gender isn't just about women. Gender refers to socially constructed roles of both women and men as well as the relationships between them in a given society at a specific time and place. Yet where are men in the development discourse on gender?

The issue of men in development is critical. Relationships

between men and women and the way in which masculinity is defined are at the heart of many development challenges, with the HIV/AIDS epidemic providing a particularly stark example. Ending women's subordination is more than simply reallocating economic resources; it involves redistributing power. Equality proponents argue that transformed gender relations will benefit men as well as women - in terms of overall family income, for instance, or men's emancipation from imprisoning expectations and stereotypes around masculinity. Nonetheless, it is clear that men will have to relinquish some of their economic, political and social power if women are to have their fair share of it. And giving up power and privilege is something that few do gladly.

Applying the 'development as freedom' concept to the state of the world's women reveals a development process that has left half of humankind behind; and shows how even today we continue to hamper our efforts to build a better future by leaving women and girls – along with their talents, strengths, and potential contributions – out of the equation.

GENDER MAINSTREAMING MEANS

- raising awareness about the gaps;
- building support for change through advocacy and coalition-building;
- developing strategies to close those gaps, such as targeted training and capacity-building programmes;

identifying gaps in gender equality through the use of gender analysis and sex-disaggregated data;

- putting adequate **resources** and the necessary **expertise** into place;
- monitoring implementation; and
- holding individuals and institutions accountable for results.

ACHIEVEMENTS

There have been noteworthy attempts by men at the UN and in other development organizations to understand what gender mainstreaming means from a male perspective so that they can engage in the issue. UNDP was a pioneer in this work.1

The organization is working to raise awareness and build capacity in the development community to address the gender issues of men and boys. For instance, UNDP, in partnership with the Smithsonian Institution, has held a training institute on gender and the role of men and boys at the Commission on the Status of Women since 2003. Expert trainers from all over the world offer courses that explore the role of men and boys in areas such as HIV, violence prevention and reproductive rights. Over 800 delegates, predominantly from the South, have taken part.

UNDP is supporting national efforts in many countries, including Thailand and South Africa, to engage men in efforts to prevent HIV infection and to design responses to the epidemic that address the ways in which prevailing gender relations impact men's sexual health as well as the health of their partners and children.

Ending poverty means ending feminized poverty. Promoting good governance means engaging women voters, putting women in office, getting anti-discrimination laws on the books, and ensuring that law enforcement and the judiciary uphold women's rights. Stemming the HIV/AIDS pandemic means tackling head-on the question of male sexual dominance and power, both in intimate relationships and in the public sphere. Meeting the MDGs requires that the health, opportunities, and capacities of women as well as men drastically improve. In fact, progress in each of UNDP's focus areas requires the dramatic expansion of women's freedom and equality.

UNDP, along with many other UN organizations, bilateral development agencies, and non-governmental organizations, has adopted a gender mainstreaming strategy as a way of ensuring that women as well as men benefit from programme and policy support. Gender mainstreaming is intended to be transformative, altering the process of development such that equality becomes both a means and an end – much the way the concept of freedom figures in Sen's definition of development.

UNDP and its partners have had mixed success with mainstreaming. For UNDP, as for others, too often mainstreaming has meant that everyone – and thus no one in particular – has responsibility for promoting women's empowerment, and talk about gender and women has too often taken the place of real action. Nonetheless, there are many success stories throughout the organization, cases where, thanks to the innovative efforts of dedicated and creative staff and the support of visionary managers, mainstreaming has yielded positive results. The examples in this booklet show that mainstreaming achieves results when resources, capacity, commitment and management support all converge in a strategic area.

Enhancing women's freedom and equality must be a deliberate and consistent part of all that we do. Expanded freedoms for all, women and men, girls and boys, must be our goal – both because it is necessary for development effectiveness and because equality is a

core value of the UN Charter, a value we have all pledged to protect as representatives of the UN system.



WORKING WITH UNIFEM

UNIFEM is the women's fund at the United Nations. It provides financial and technical assistance to innovative programmes and strategies to foster women's empowerment and gender equality. Placing the advancement of women's human rights at the centre of all of its efforts, UNIFEM focuses its activities on four strategic areas: reducing feminized poverty; ending violence against women; reversing the spread of HIV/AIDS among women and girls; and achieving gender equality in democratic governance in times of peace and war.

UNDP and UNIFEM enjoy a close and complementary relationship. Within the UN system, UNIFEM is a source of innovative programming and policy approaches to achieving gender equality. UNDP is able to promote the 'scaling-up' of these innovative approaches through its presence on the ground in 166 countries, its close partnership with governments, and its management of the UN Resident Coordinator system.

ACHIEVEMENTS

UNIFEM's work to promote the inclusion of women as decision-makers both supports and is supported by UNDP's broader work in the area of democratic governance, as demonstrated by successful efforts in **Burundi**. A project that UNIFEM executed on behalf of UNDP and the Ministry of Social Affairs resulted in the adoption of a national gender equality policy.

The UNDP-UNIFEM Joint Initiative on HIV/AIDS and Women's Inheritance and Property Rights in **Ethiopia** addresses the increasingly dangerous nexus of HIV/AIDS and women's unequal rights to own and inherit land and property.

The UNDP Gender and MDG project being executed by UNIFEM has strengthened gender-sensitive monitoring and reporting on progress toward the Millennium Development Goals in Cambodia, Kenya, Kyrgyzstan, Morocco and Peru.

JNDP

GOVERNANCE

More countries than ever before are working to build democratic governance. Their challenge is to develop institutions and processes that are more responsive to the needs of ordinary citizens – including women. Governance is among the most strategic areas for women's empowerment and gender mainstreaming, and UNDP helps countries strengthen women's participation in their electoral and legislative systems, improve women's access to justice and public administration, and develop greater capacity to deliver basic services to women.

Women have long been under-represented at all levels of governance – as voters, candidates, party leaders, and elected officials. Campaigns and party platforms that fail to address women's concerns often fail to motivate women as voters, and illiteracy, twice



as common among women than men, has impeded women's participation in the political process. Cultural norms and strictures can also make it difficult to register women to vote. Women still hold only 16 per cent of parliamentary seats worldwide.

Gains in the number of women in office have rarely been achieved without pressure and support from women's organizations, advocacy, lobbying, training of women candidates, alliance-building, external financial assistance and, increasingly, the use of quotas. At the global level, more than half the countries that held elections in 2003 used some form of affirmative action to increase women's representation, and the experience of the 14 countries that have crossed the 30 percent threshold of women parliamentarians set by the Beijing Platform for Action shows that gender quotas and reservations are the most effective policy tools for increasing the number of women in office.





Developing countries are working to create their own national poverty eradication strategies based on local needs and priorities. UNDP advocates for these nationally-owned solutions, works to ensure their effectiveness, and leads efforts to help countries integrate the Millennium Development Goals (MDGs) into their national development frameworks.

In most developing countries, gender inequality is a major obstacle to ending poverty and meeting all the MDG targets. Indeed, achieving the MDG poverty target – to cut in half by 2015 the number of people living in absolute poverty – will be impossible without closing the gaps between women and men in terms of capacities, access to resources and opportunities, and vulnerability to violence and conflict. The 'feminization of poverty', which refers to the widening gap between men and women living in poverty over the last



decade, makes addressing the multiple causes of women's poverty more pressing than ever. The majority of 1.5 billion people living on less than one dollar per day are women, and worldwide, women on average earn about half of what men earn.

Although globalization has opened up new opportunities for women to enter the labour market, particularly in manufacturing and the service sectors, the trade-off between unpaid domestic work and paid employment is not always profitable. Women often enter at the bottom of the salary scale and occupy precarious jobs with little security and few benefits.

THE CARE ECONOMY: WOMEN'S INVISIBLE CONTRIBUTION TO THE GDP

The 'care economy' refers to the unpaid work done in the domestic sphere that keeps the current labour force fed, clothed and healthy enough to work as well as raises the future labour force. Much of women's contribution to the economy takes place in this hidden area of production, which includes caring for children, the sick and the elderly; voluntary work in the community; and subsistence production. Estimates show that the value of unpaid work can be equivalent to at least half of a country's Gross Domestic Product (GDP).²

The recent trend towards privatization of basic services has increased the burden on poor women; since the poorest families cannot afford the cost of privatized water and energy services, women must spend more time hauling water and gathering fuel. As public services and formal safety nets disappear, the burden of care, especially in countries hardest hit by HIV/AIDS, falls increasingly on women and girls. When care services shift to girls and younger women, they are less able to attend school – perpetuating the cycle of feminized poverty across generations.

A UNDP-commissioned study conducted by Columbia University on unpaid work and the care economy is being used to influence pro-poor economic policy formulation and raise awareness about the ways in which unpaid care services performed by women and girls sustain human capital and bolster the productive economy. The study highlights best practices from around the world in measuring time-use and quantifying the contribution of women's unpaid work to national economies.





Violent conflicts and natural disasters can erase decades of development and further entrench poverty and inequality. Through its global network, UNDP seeks out and shares innovative approaches to crisis prevention, early warning and conflict resolution. Postcrisis, UNDP helps bridge the gap between emergency relief and long-term development.

Analyzing the gender dimensions of conflict and crisis and taking concrete action to address them before, during and after an emergency is not a theoretical exercise. The use of sexual violence to terrorize whole ethnic groups in Bosnia and Herzegovina, Rwanda and Somalia is a striking contemporary example of how very real gender issues are in shaping the impact of conflict and crisis. Moreover, evidence suggests that conflicts increase the risk and impact of HIV/AIDS by dislocating communities and bringing fighters into contact with civilians in situations where women and youths are highly vulnerable to sexual violence and exploitation.

Despite profound hardships, conflict and post-conflict situations can provide women opportunities for enhancing their public role. With the collapse of the traditional order and the absence of men, women can - and often must - assume visible leadership responsibilities. An excellent example is Rwanda, which now has the world's highest proportion of women members of parliament. The static image of women as helpless victims of war is giving way to a more nuanced and accurate understanding of not only the challenges women face, but also the active role they play in dealing with and recovering from crisis situations. has an important role to play in addressing the gender dimensions of conflict and post-

conflict reconstruction. Attention must be given to early-warning protection and assistance, women's role in peace processes, and their full participation in post-crisis reconstruction. Support to women's organizations is a particularly strategic area of intervention.



Women and men living in poverty rely heavily on natural resources for food, fuel, shelter, medicines and livelihoods and are disproportionately affected by environmental degradation and lack of access to affordable energy, water supply, and sanitation services. UNDP helps countries strengthen their capacity to address these challenges through policy support and programming in the areas of national sustainable development strategies, water governance, energy services, land management, and biodiversity conservation.

For women and girls, the heavy burdens imposed by the need to gather biomass fuels like wood and dung for cooking and heating and to haul water for domestic and productive uses define their daily routines. The ways in which water scarcity and contamination as



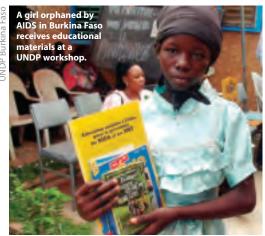


well as deforestation make these tasks more time-consuming, physically taxing, and even dangerous is well documented. So too is the transformative impact that clean, modern energy services and improved water supply and sanitation can have on the daily lives and future prospects of women and girls. Despite their reliance on natural resources, however, rural women often have limited access to and control over them, and women's use and knowledge of biodiversity are comparatively invisible to policy makers.

Some important gender mainstreaming priorities in this area are developing more systematic strategies for bringing the voices and views of women into strategies for sustainable development, making women's expertise as farmers and herbalists as well as the role they play in biodiversity management and conservation more visible, and ensuring that women are involved in participatory resource planning. Strengthening policy and regulatory frameworks protect and enlarge poor women's access to natural resources is also key, as is addressing larger issues of land tenure, inheritance rights and accountable, transparent local governance.







To prevent the spread of HIV/AIDS and mitigate its impact, developing countries need to mobilize all levels of government and civil society. As a trusted development partner, UNDP advocates for placing HIV/AIDS at the centre of national planning and budgets; helps build national capacity to manage initiatives that include people and institutions not usually involved with public health; and promotes decentralized responses that support community-level action.

In many developing countries, the spread of HIV is embedded in a socioeconomic context in which men have greater social, economic and legal status and access to resources, and women have comparatively little power, limited legal rights, less access to information, and fewer ways to earn a living. Women often lack the power to refuse sex or to negotiate safe sex in their intimate relationships, and sexual violence is a driver of the epidemic among women. For married women, a significant risk factor is the present or past sexual behavior of their husbands. For women with limited opportunities, transactional sexual relationships ('survival' sex) can be an important survival mechanism. AIDS not only threatens women's health and lives; it also increases their domestic burdens. Women and girls provide the lion's share of home-based care for those who are ill, as well as support for affected families.

Globally, women make up nearly half the 37.2 million adults (aged 15-49) living with HIV. In sub-Saharan Africa, 57 percent of those living with HIV are female. In the Caribbean, young women aged 15-24 are almost twice as likely to be infected as young men. And in South Africa, Zambia and Zimbabwe, young women are three-to-six times more likely to be infected than men of the same age group.

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