



UNDP THEMATIC TRUST FUND GENDER

I. THE CHALLENGE

There have been profound changes in the status and role of women over the past two decades. The Beijing+5 review recorded progress in most countries including narrowing gender gaps in education and health. Women have entered the labour force in unprecedented numbers, increasing their potential participation in decision making at various levels, starting with the household. These are important assets for new generations of young women.

But the Beijing+5 review also showed such progress to be slow and uneven. Two thirds of the world's 876 million illiterates are female. Of the world's 1 billion poorest people, an estimated three-fifths are women and girls. Women represent a growing proportion of people living with HIV/AIDS, and in countries with high HIV prevalence young women and girls with little or no education are at much higher risk of contracting HIV than their male counterparts.

In addition to basic inequalities in access to education and resources, and an unequal share of the burdens of poverty, women continue to be under-represented in formal decision-making structures. Although women are increasingly active in community support systems, gender disparities persist in public positions at all levels: local, national, regional and global. In only 16 countries in the world is women's representation in national parliaments above 25 per cent. On average, they accounted for 11 per cent of parliamentarians worldwide in 1999, compared with 9 per cent in 1987.

Despite the fact that the majority of the world's poor are women and girls, poverty reduction strategies insufficiently address the differential impact of poverty by gender and inadequately target gender equality as a core objective. Whereas women's contributions to the global economy are growing rapidly, women's labour remains undervalued and under-counted in national accounts; and data disaggregated by gender are still poorly developed.

Despite commitments and campaigns to eliminate violence against women, women's human rights are still widely denied and violated. An estimated one-quarter to one half of all women has suffered physical abuse. National and international crises and conflicts impact differently on men and women and increase women's vulnerabilities. According to UN data, women and children comprise about 80 per cent of the world's 35 million refugees and displaced people, and they are particularly vulnerable to sexual violence while in flight, in refugee camps, and/or during resettlement.

II. UNDP'S CONTRIBUTION TO GENDER EQUALITY

The international community made strong commitments to gender equality and the empowerment of women at all the UN conferences of the 1990's, based on the common understanding that development that is not en-gendered is development that is endangered. At the conclusion of the Beijing+5 review, Member States renewed their commitments to accelerate the implementation of the Platform for Action. Areas of focus include poverty, conflict and recovery situations, human rights, the impact of macro-economic policy and globalisation; HIV/AIDS, and access to information and communications technologies – all priorities which track closely with UNDP practice areas.

But these commitments still must be translated into concrete policies. Policies must value and support women's demonstrated capacity to cope with poverty, exercise leadership, sustain fragile ecosystems and create community support mechanisms that can provide basic services, especially in crisis and post-conflict situations. Moreover, the pursuit of gender equality should not be limited to increasing the number of women or integrating more women into mainstream development. It should also include analysis and transformation of the laws; institutions, structures and behaviours that underpin gender inequalities.

Gender mainstreaming as an institutional and cultural transformation process should include eliminating gender biases in national and international development frameworks and paradigms; incorporating gender awareness into policies, programmes and institutional reforms; involving men to end gender inequality; and developing gender sensitive tools to monitor progress and ensure accountability.

These are the challenges that UNDP strives to meet through targeted and strategic interventions, in line with the UNDP corporate strategy on gender and the Strategic Results Framework (SRF) 2000-2003. Gender equality and women's empowerment are priorities in the SRF, with a focus on policy dialogue, advocacy, networking, partnerships, and tools and methods to track and measure progress in gender equality.

UNDP is well positioned to facilitate the translation of commitment into policy and practice. In its mandate for delivering policy advice and capacity building, UNDP integrates gender through a series of multi-sectoral and cross-thematic interventions to achieve key development goals. Working in more than 160 programme countries and territories, it:

- **promotes an enabling environment** for the inclusion of gender equality objectives into national policy and strategy;
- **mainstreams** gender concerns across all programme areas;
- **fosters networks and partnerships** and the creation of a wide community of knowledge to share good practices;
- **co-ordinates the UN response** to country demands with strategic and high impact interventions that bring UN agencies and development partners together around the CCA/UNDAF and Millennium Development Goals.

UNDP's comparative advantage is illustrated by concrete achievements recorded in its Results-Oriented Annual Report (ROAR). In 2000, 105 Country Offices (77%) adopted measures to support women's empowerment and gender equality, focusing on policy dialogue, advocacy, networking and partnerships. Strategies to expand dialogue on gender issues between government and civil society organisations were reported by several UNDP Country Offices, including in Egypt, Honduras, India and Kazakhstan.

Efforts to develop financing and monitoring mechanisms were undertaken in Georgia, Mauritius and Turkey, while work to improve the collection and use of gender disaggregated data and statistics were reported in Bolivia, China and Costa Rica. In addition, there were increased efforts to create links across thematic areas and between policy-making and institutional capacity development in several countries, including Cambodia, Eritrea, Senegal, Swaziland and the United Arab Emirates.

UNDP has especially effective partnerships in those countries where UN theme groups on gender work together under the Resident Coordinator system. UNDP Country Offices also work closely with UNIFEM gender advisers, and gender specialists from UNV/UNDP/UNIFEM are present in some Country Offices to support the RC system. UNDP continues to contribute actively to UN and donor co-ordination efforts and promote the Inter-Agency Working Group on Women and Gender Equality.

III. SCALING UP UNDP'S RESPONSE

UNDP has a wealth of experience built upon successes shared through its network of country offices, and

has developed and tested methodologies for gender mainstreaming. These will be the foundation for strategic interventions supported by a new Thematic Trust Fund on Gender. It will draw upon UNDP's comparative advantage, as it brings together successful experiences from its network of country offices. Rather than link gender to an individual core priority such as governance and poverty reduction, the Thematic Trust Fund will further link these priority areas to women's empowerment and gender equality in a comprehensive approach.

The Thematic Trust Fund will support programme countries in strengthening their efforts to mainstream gender throughout all of their programmatic work. In particular, it will support a three-pronged strategy:

- **national capacity building** within all programme countries;
- **advocacy and scaling up innovation** and successful pilots using its comparative advantage as a trusted international development partner; and
- **sharing knowledge and capacity building** in Country Offices, through its global networks of policy specialists, and through broader communities of practice.

The Thematic Trust Fund will bolster national action, build cross-country experience and expertise and support regional and global initiatives in areas of common concern to Country Offices. It is a flexible instrument to build capacities for gender mainstreaming; align national, regional and global policy, programmes and institutions and ensure the inclusion of gender as a crosscutting issue within all development efforts. While each of UNDP's Thematic Trust Funds aims to mainstream gender into its service lines, the one on Gender will accelerate, deepen and reinforce such mainstreaming. For instance, work on en-gendering the Millennium Development Goals will support progress toward poverty reduction, good governance and environmental sustainability. UNDP's support for the alignment of national legislation with the Convention on the Elimination of Discrimination against Women (CEDAW) will strengthen its work on HIV/AIDS.

The Thematic Trust Fund on Gender will focus on delivery of following major products:

- En-gendered poverty reduction strategies, including PRSPs and macro-economic policy frameworks to address the feminisation of poverty and the socio-economic impact of globalisation on women.

- Gender-sensitive indicators and statistics, including gender-responsive budgeting, to track progress towards gender equality, using CCA/UNDAF and National Human Development Reports to set benchmarks and monitor trends in reaching the Millennium Development Goals.
- Legal and institutional capacity building including support to legal reform (land and inheritance rights); legal literacy and advocacy for women's human rights; and training for judicial and law enforcement officials for the protection of women's rights and the implementation of CEDAW,
- Vulnerability and opportunity assessment as a tool to measure the feminisation of poverty; the gender impact of crisis and HIV/AIDS; and women's access to markets, employment and natural resources such as land, water and energy.

This rights based approach is a comprehensive framework for addressing the links between the practice areas of UNDP as they affect women's lives.

A scanning of strategic partnerships and alliances with governments, civil society organisations, and donor agencies will guide decisions on allocation of UNDP resources to synergetic interventions for gender mainstreaming within UNDP's core priorities.

In delivering these services to countries, UNDP will draw on UNIFEM's expertise, technical assistance; knowledge networks and good practices accumulated in specific areas of work.

IV. COUNTRY LEVEL SERVICES IN SUPPORT OF GENDER EQUALITY

The Thematic Trust Fund on Gender will support national capacity building through four major service lines:

- **en-gendering policy;**
- **en-gendering legal frameworks;**
- **en-gendering institutions;**
- **en-gendering indicators and methodologies**

SERVICE LINE ONE: EN-GENDERING POLICY

Existing democratic governance programmes, economic development models and social policies often ignore gender-based discrimination and inequality. They also tend to underestimate women's economic contributions through their work in the informal sector and unpaid care economy. Global and national economic policies should be informed by gender-differentiated data and analysis and reformed to promote people-centred and gender-sensitive development.

UNDP at the country level will promote services and products that en-gender macro-economic policy, including fiscal and trade policies and poverty reduction strategies and programmes. It will build national capacities to assess the extent to which women bear a disproportionate burden of poverty.

UNDP Country Offices are increasingly addressing women's vulnerabilities in conflict situations and in the countries most affected by HIV/AIDS. UNDP is enhancing women's potential to sustain and rebuild communities and making programmatic links between gender and poverty, crisis management and post-conflict reconstruction. It seeks to ensure that the need to address unequal gender relations – a key factor in the spread of HIV/AIDS – remains at the core of the fight for prevention and treatment.

Areas of UNDP intervention include:

- advocacy for gender-related links between poverty, conflict and HIV/AIDS through policies that address women's and girl's vulnerabilities and coping strategies;
- support for research on the gender impact of information and communication technologies (ICT) and for strategies to overcome gender disparities in the digital divide;
- support for the integration of gender analysis in crisis situations and the inclusion of gender-specific strategies for post-conflict recovery and peace-building;
- support for country-level gender and poverty assessments and gender analysis of the impact of globalisation and trade policies.

Specific outcome and results:

- country-level measures introduced to promote women's access to new employment and entrepreneurial opportunities and to address discrimination in formal and informal labour markets;
- effective participation of women in the preparation of engendered poverty reduction strategies and

macro-economic policy analysis through gender sensitive reviews;

- increased public investment in skills building for women, especially young women to access new employment opportunities in the field of ICTs;
- gender-sensitive household surveys conducted to inform national accounts of women's contributions to unpaid care economy, and shifting roles and responsibilities, especially in countries affected by HIV/AIDS.

SERVICE LINE TWO: EN-GENDERING LEGAL FRAMEWORKS

In many countries, legal and customary rules still restrict women's rights to inheritance or access to land, their right to travel or work outside the home, and their access to marriage and divorce related entitlements. UNDP will continue to support efforts to align national legislation with international commitments and conventions such as CEDAW.

Areas of UNDP intervention include:

- support to lawyers associations, justice ministries and parliamentary caucuses in drafting legislation to promote women's rights;
- support to government in reporting to the CEDAW Committee on progress made, with special efforts to include shadow reports by NGOs;
- support to women's rights advocates in networking, advocacy and social mobilisation on gender-based violence and discrimination;
- capacity building for judicial and law enforcement officials, including human rights training and advocacy;
- support to legal literacy campaigns and participatory review of laws and customs that restrict women's rights;
- support for raising awareness of legally sanctioned gender discrimination and violence through male involvement, focusing on community and media opinion leaders.

Expected outcome and results

- periodic reports on the implementation of CEDAW prepared by government and reviewed by parliament as part of a democratic governance agenda involving the larger public;
- universal ratification of CEDAW promoted;
- national legislation aligned with international conventions;

- greater legal protections from gender-based workplace discrimination secured through gender-sensitive review and reform of labour and employment legislation.
- strengthened national capacities and cross-regional networks to promote women's rights;
- a human rights framework and women's rights agenda adopted in national policy formulation, especially in post-crisis situations.

SERVICE LINE THREE: EN-GENDERING INSTITUTIONS

Governance, like many other related institutions and processes, is often presumed to be gender-neutral. However, gender analysis often reveals that most institutions allow few women into the highest levels of decision-making and – even worse – are based on unequal economic, legal, political and social entitlements.

Women's equal participation in mainstream development is an important goal; but it is also critical to transform gender-biased systems, rules and behaviours that govern institutions and structures. This transformation requires high-level commitment and sustained pressure from civil society organisations.

Areas of UNDP intervention include:

- capacity building to support advocacy and leadership by parliamentarians and national, regional and local elected officials to promote gender sensitive policies and resource allocation and greater participation of women in decision-making positions;
- capacity building for civil society organisations to advocate for gender sensitive global, national and local policy dialogue on priority development agenda items;
- capacity building for mainstream financial institutions including savings and credit institutions for expanded programmes and outreach to women;
- capacity building of the security sector for the enforcement of legislation related to human rights of women and the implementation of CEDAW;
- capacity building to increase women's potential to access and make use of new information and communication technologies, so that they have better opportunities to enter the public arena and the workforce from their home base.

Expected outcome and results:

- increased participation of women in decision-making and in leadership positions where their contributions shape inclusive development policies;

- national machineries established with expertise and funding to support institutional capacity for gender mainstreaming across line ministries in all programme countries;
- national institutions strengthened for the protection of women's human rights, especially relating to violence against women;
- use of information and communication technologies increased to support dispersed and diverse networks of women's rights advocates including for global action;
- knowledge and information communities and networks developed among women in the South;
- growing participation of women in private sector development through sustainable enterprises owned and managed by women.

SERVICE LINE FOUR: EN-GENDERING INDICATORS AND METHODOLOGIES

At the national level, disaggregated data and statistics are essential for the Common Country Assessment and the unified UN response to gender equality through the UNDAF process. In addition, countries often lack the capacity to collect gender-specific and disaggregated data necessary for monitoring the implementation of UN Conference commitments and the Millennium Development Goals.

The collection and use of gender data is recognised in all UN conferences as critical to government accountability. The challenge is to develop the tools for measuring and evaluating concrete results. Among the new tools introduced for this purpose in many countries, by governments and civil society organisations, two are of critical significance:

- gender-sensitive budget and financial analysis, and
- women's vulnerability and opportunity assessments.

These instruments help mainstream gender concerns in policy analysis and in programming priorities. They provide a human rights framework to UNDP interventions that empower women affected by one or a combination of adversities such as poverty, crisis and conflict, depleting natural resources, and HIV/AIDS.

In recent years, the Human Development Report and National Human Development Reports have contributed significantly to analysing and documenting women's status in countries worldwide. The Gender Empowerment Measure (GEM) and the Gender Adjusted Human Development Index (GDI) have advanced the state of knowledge about gender disparities in opportunities, capabilities and access to and control over resources.

Areas of UNDP intervention include:

- collaboration with UNIFEM and other partners in developing and refining the analytical tools to carry out gender-sensitive budget analysis;
- support for the development and use of gender-based analysis, targets and indicators in preparing National Human Development Reports;
- further refinement of the GDI and GEM by research groups and their increased use by policy-makers;
- training for government officials, legislators and civil society groups to carry out gender-sensitive budget analysis and incorporate it into macroeconomic planning;
- further development of gender sensitive vulnerability analyses of wars and crisis situations, landmines and natural disasters.

Expected outcome and results:

- capacity for high level officials in core sectors, such as finance, trade, planning, enhanced to incorporate gender into budgets and macro-economic plans;
- National Action Plans for the implementation of the Beijing Platform for Action adopted with measurable and time-bound targets in each of its areas of concern;
- en-gendered National Human Development Reports and Millennium Development Goal reports that draw upon gender-disaggregated data and statistics; effective collaboration achieved between statisticians and women's studies and research organisations in the collection and use of gender-disaggregated statistics and tools to strengthen gender analysis.

V. GLOBAL AND REGIONAL SERVICES AND ACTIVITIES

The UNDP Thematic Trust Fund on Gender will support a limited number of strategic interventions at the global and regional levels, in line with the Global Cooperation Framework, Regional Cooperation Frameworks and in response to countries' demand.

AREAS OF UNDP INTERVENTION INCLUDE:

- knowledge networks of policy specialists for the exchange and dissemination of information on

innovative practices and pilot projects in gender mainstreaming, between and among countries and regions;

- cross-fertilisation of lessons learned and knowledge developed on en-gendering macro-economic policy and planning, budget analysis and resource allocations and poverty reduction strategies through knowledge networking;
- development of methodologies and a toolbox for gender mainstreaming, across UNDP priority practice areas and other sectors for the implementation of the SRFs;
- South/South networking to promote alternative development approaches in global debates with a gender perspective;
- regional services on gender, as defined in the Regional Cooperation Frameworks, especially in the areas of advocacy and a global and regional knowledge base capacity development.

EXPECTED OUTCOME AND RESULTS

- global and regional policy dialogue promoted on cutting-edge development issues that includes gender perspectives;
- a pool of good practices, data and methodologies organised to serve as a knowledge base for South/South networking and support to country offices in the achievement of the Millennium Development Goals and global and regional SRFs;
- successful practices documented and disseminated to advance progress towards gender equality and the elimination of poverty.

VI. CAPACITIES OF THE RC SYSTEM AND COMPETENCY OF UNDP STAFF

The level of gender competence of UNDP staff is critical to provide gender-sensitive policy and programme support. The framework for the delivery of specific products and services, identified in the previous sections, concentrates on:

- **Guidance notes** to promote leadership within UNDP and the RC system on how to mainstream gender into key programme priorities and emerging

policy issues; results-oriented coordination of the UNDP global gender network, drawing on country office experiences; leadership in thematic groups in countries and within inter-agency committees and task forces.

- **Knowledge networking** to share gender mainstreaming experiences through communities of learning; broaden the community of practice on gender within the UN system and enrich organisational exchanges of information, resources and experiences, using state of the art information and communications technologies.
- **Performance:** UNDP is developing its Results-Based Management tools by including specific targets and indicators on gender equality as part of the implementation of the SRF and the reporting under the ROAR. This includes revising the country office management plans to track resources for gender mainstreaming and setting accountability for gender-sensitive service delivery in management and programme performance appraisal. Human resource policies and management performance need to be better measured against attitudes and behaviours that reflect and support zero tolerance for sexual harassment, a gender-sensitive working environment and gender balance.
- **Partnerships:** Building capacities within UNDP to mobilise constituencies for gender equality and to strengthen the UNDAF process and donor coordination. Strategic cooperation between UNDP and UNIFEM needs to be strengthened through programmatic links and the institutionalisation of knowledge sharing. UNDP will develop better cooperation and coordination mechanisms in support of gender equality within the UN system, as well as with international and regional NGOs.

Strategic interventions supported by the Thematic Trust Fund will promote synergies and partnerships with other UN agencies that build on UNDP's comparative advantage.

VII. OPERATIONAL ASPECTS

The Thematic Trust Fund on Gender will act as the operative instrument to mobilise resources to meet programme country demands. The resources channelled under this Trust Fund will support specific UNDP services targeting the empower-

ment of women and gender equality. Resources channelled under other UNDP Thematic Trust Funds will also contribute to this end.

This Thematic Trust Fund is a new, more flexible co-financing modality specifically designed for a rapid approval of proposals and swift disbursement of funds at the country level. Some of the features of this modality are listed as follows:

FLEXIBLE CONTRIBUTION MODALITIES

Donors will be offered the flexibility of contributing funds to this Thematic Trust Fund for specific service lines, regions and programme countries.

FUNDING DISTRIBUTION BASED ON PRIORITIES

In line with UNDP's established priorities and mandate, as well as the Multi-Year Funding Framework (MYFF), the general distribution of resources under this Thematic Trust Fund will focus on low-income countries, LDCs, while a proportion of the resources will be used to fund global and regional initiatives, especially for cross-fertilisation and piloting.

RAPID DISBURSEMENT AND IMPLEMENTATION

Programme countries will be able to access Trust Fund resources through a simplified and short process. In the interest of ensuring rapid disbursement, funding requests channelled through UNDP country offices will be received as a short-format proposal and acted upon on a fast-track basis.

MANAGEMENT OF THE TRUST FUND

The management of the Thematic Trust Fund will be under the responsibility of the Bureau for Development Policy in UNDP. BDP will have the responsibility for management, oversight and policy design, reporting and substantive backstopping.

DETAILED FINANCIAL AND ACTIVITY REPORTING

UNDP will report to donors on an annual basis on the use of resources under the Thematic Trust Fund. Such reporting will include a certified financial statement on income and expenditure, as well as a narrative activity report on results.

On the activity side, an annual narrative report will be printed for distribution to donors and other development partners at large. The report will reflect the results of activities financed through the Thematic Trust Fund, as well as planned initiatives and progress towards intended outcomes. It will also provide a general overview of activities in addition to details by country and Service Line, as well as financial information.

The reporting mechanism will be linked to the recently established UNDP corporate planning and reporting scheme, namely the Results-Oriented Annual Report and the Strategic Results Framework.

MONITORING AND EVALUATION MECHANISMS

Established UNDP procedures for review, monitoring and evaluation will be applicable to Trust Fund activities.

While the approval of proposals will be expeditious, accountability for funds received will be ensured

through rigorous reporting requirements and standard UNDP auditing procedures.

FUNDS ADMINISTRATION

In accordance with UNDP Financial Regulations and Rules and procedures, UNDP will charge an amount to contributions to the Thematic Trust Fund on Gender to cover the costs for administration and related services.

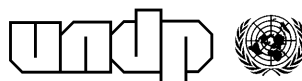
The estimated budget of the Thematic Trust Fund on Gender for the period 2001-03 is US\$15 million.

INDICATIVE CONTRIBUTION TARGETS 2001-2003 (US\$)

Services	Country level Priority Services	Global and Regional Support	Total
Service 1: En-gendering Policy	3,900,000	800,000	4,700,000
Service 2: En-gendering Legal Frameworks	2,000,000	800,000	2,800,000
Service 3: En-gendering Institutions	3,500,000	700,000	4,200,000
Service 4: En-gendering Indicators and Methodologies	2,000,000	800,000	2,800,000
Capacity building for RC system	500,000		500,000
TOTAL	11,900,000	3,100,000	15,000,000

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**UNITED NATIONS DEVELOPMENT PROGRAMME
BUREAU FOR DEVELOPMENT POLICY**

One United Nations Plaza
New York, NY 10017
Phone: (+1) 212-906-6085
Fax: (+1) 212-906-5148
Website: <http://www.undp.org/>

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