



Federal Ministry
for Economic Cooperation
and Development

STRATEGIES 185

Development Policy Action Plan on Gender 2009 – 2012

Empowering Women: Because one half of the world cannot survive without the other. – Empowering Women: Because one half of humankind cannot survive without the other.



General Objectives and Programmatic Framework of German Development Policy; the Role of Sector and Cross-Sectoral Strategies

German development policy contributes to reducing poverty worldwide, building peace and realising democracy, promoting equitable forms of globalisation and protecting the natural environment. In seeking to fulfil these responsibilities, BMZ is guided by the vision of sustainable global development, expressed as economic performance, political stability, social justice and environmental sustainability in equal measure.

BMZ actively supports the new global partnership between industrialised and developing countries. The United Nations Millennium Declaration and the Millennium Development Goals provide the programmatic framework for German development policy. Germany is also working to implement the German government's commitments to improving the quality and effectiveness of aid (Paris Declaration on Aid Effectiveness, 2005).

Sector and cross-sectoral strategies are just some of the development policy instruments deployed by Germany to achieve these goals. They contain key criteria of relevance to the shaping of, and decisions on, development policy, notably as regards:

- a) the identification, appraisal, design, implementation, management and evaluation of sector/thematic programmes and modules. The strategies contain binding requirements that the agencies tasked with implementing official development assistance (ODA) must adhere to. They also serve as a frame of reference for the work of non-governmental organisations and private sector actors;
- b) the development of regional strategy papers, country strategy papers and priority area strategy papers for bilateral development policy;
- c) the positioning of German development policy in the international debate and development of our contributions to multi-lateral/regional cooperation and European development cooperation;
- d) relations with the general public in Germany, and liaison with the German Bundestag and other federal government departments.

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1. Introduction and Policy Context

1.1 The international framework and the present situation

“One half of the world cannot survive without the other” – the motto of this Gender Action Plan

is intended to remind readers that sustainable development is only possible if both halves of the world’s population, women and men, work together.

Milestones on the way towards gender equality

1948: Universal Declaration of Human Rights

1979: Convention on the Elimination of All Forms of Discrimination against Women (CEDAW, 1979): This United Nations convention prohibits all forms of discrimination against women, and is the binding legal basis, at international and national level, for the fulfilment of equality between women and men

1994: United Nations International Conference on Population and Development (ICPD) in Cairo

1995: Fourth World Conference on Women, Beijing – Platform for Action: Contains recommendations for action in 12 critical areas of concern (poverty, education and training, health care, violence, armed conflict, the economy, power and decision-making, institutional mechanisms, human rights, communications and the media, the environment, rights of the girl child) and on “mainstreaming”

2000: United Nations Millennium Declaration: Identifies the empowerment of women as a central development goal

United Nations Security Council Resolution 1325 on Women, Peace and Security

2003: Protocol to the African Charter on Human and Peoples’ Rights on the Rights of Women in Africa: Safeguards all internationally recognised human rights for women in Africa

2007: EU – Conclusions of the Council: Gender Equality and Women’s Empowerment in Development Cooperation

2008: Millennium Development Goals (MDGs): Updated version requires gender-responsive monitoring of all Millennium Development Goals, targets and indicators

SADC Protocol on Gender and Development

UN Security Council Resolution 1820: Recognises rape as a war crime

Accra Agenda for Action: Improving aid effectiveness – development policies and programmes are to be designed and implemented in ways consistent with agreed international commitments on gender equality

Doha Declaration on Financing for Development: Capacity-building and provision of dedicated resources to promote gender equality and the empowerment of women

Promoting gender equality has been a fundamental principle of German development policy for many years. Creating gender equality continues to be a key to sustainable development. Only when a society's women and men work together for development will the outcomes be sustainable.

These insights are not new. German development programmes are therefore geared towards gender equality and women's empowerment. But has this, in the past, been enough?

In recent years, considerable progress has been achieved worldwide in the fight for more gender equality, not least as a result of development policy measures. For example, in two-thirds of the world's countries, close to a balanced ratio of girls to boys has been achieved in the school enrolment rate, and the percentage of women in paid employment in the non-agricultural sector has risen to almost 40 per cent. However, these partial successes are offset by other facts: women and girls still make up almost 70 per cent of the world's poorest people, and most women work in the low-wage or informal sector and find it difficult or impossible to claim their rights. Moreover, the *State of World Population 2008* report underlines that maternal mortality and violence against women are essentially unchanged and continue to be a challenge and a task for development policy.

International efforts and initiatives show progress regarding the response to the need for action to end discrimination against women. The human rights conventions, the Platform for Action adopted at the Fourth World Conference on Women in Beijing and the Millennium Declaration provide a binding framework for German development policy measures. The fact that discrimination against women often goes hand in hand with grave human rights violations points the way towards effective instruments with which to enforce women's rights: internationally recognised

human rights. This means restructuring regulatory frameworks and empowering women to become rights holders who are able to assert their claims to services provided by their states.

Our partners in the developing countries have also recognised in recent years that it is in their own interests to promote gender equality. In a series of regional and national frameworks, they have developed groundbreaking reference points which we can, and want to, jointly build on through development policy. In doing so, we can count on women as stakeholders who are increasingly organising themselves and articulating their views.

Gender equality is not only about justice and democracy. With a view to increasing the effectiveness of development cooperation and maximising the efficiency of international agreements on development financing, the two major development conferences in 2008 adopted the Accra Agenda for Action and the Doha Declaration, both of which emphasise that developing countries and donors must ensure that their respective development policies and programmes are designed and implemented in ways consistent with their agreed international commitments on gender equality and human rights.

In light of these recent developments, the time has come to demonstrate our contribution to the implementation of, and compliance with, these international commitments via a Development Policy Action Plan on Gender. The purpose and objective of this Action Plan is to promote tangible impacts and outcomes.

The Action Plan is designed for all staff of the Federal Ministry for Economic Cooperation and Development (BMZ) and the implementing organisations of German development policy. It is also intended to serve as a guideline and basis for discussion for our partners, especially civil society, non-governmental organisations and academic

research institutions (e.g. the German Development Institute (DIE) and the Scientific Advisory Council to the BMZ).

Continued intensive exchange with civil society and non-governmental organisations will remain a basic principle in the implementation of the Action Plan. Sustainable and broad-impact outcomes can only be achieved through close cooperation among all stakeholders.

1.2 Women's rights are human rights

Women's empowerment – rarely is this understood for what it is: ending the ongoing and sometimes massive violations of women's rights in many spheres of life. Women's rights are human rights.

Ending discrimination against women, enforcing their rights, attaining equality between women and men: what this means, above all, is the fulfilment of a fundamental human right. This right is enshrined in international law in the two covenants adopted in 1966: the International Covenant on Civil and Political Rights (ICCPR) and the International Covenant on Economic, Social and Cultural Rights (ICESCR).

And yet in too many developing countries, these international commitments are still routinely ignored or flouted. In day-to-day development cooperation, too, it is not always recognised that a failure to take action to end gender-based disadvantages and discrimination is itself a form of contempt for human rights.

The prohibition of discrimination was rightly incorporated as a core element of the Universal Declaration of Human Rights in 1948 and has con-

tinuously evolved since then. In consequence, the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW, 1979) not only prohibits discrimination against women; it also gives positive affirmation to the principle of equality by making equal treatment an imperative and, furthermore, by requiring States Parties to provide special protection to women and girls and take all appropriate measures to ensure the full development and advancement of women.

These human rights provide the frame of reference to which the BMZ has adhered, through its Development Policy Action Plans on Human Rights, since 2004. We are thus committed to the human rights-based approach in development cooperation, which means applying global and universal values to development practice. The aim is to empower women as rights holders and enable them to assert their rights vis-à-vis their governments. Human rights principles and practical objectives offer a frame of reference for development activities which promote gender equality and strengthen the rights and role of women in society, e.g. in the fields of health care, education, water, and participation in economic life.

The BMZ's country-specific policy decisions are regularly reviewed to ensure that they respect, protect and guarantee the full spectrum of human rights and explicitly recognise and promote the rights of women. Decisions on how Germany engages in development cooperation with any given country can thus be influenced on a targeted basis in light of the legal status of that country's women. This Gender Action Plan aims to foster respect, protect and safeguard all the human rights of women, thereby conceptually linking human rights and gender equality. We are thus setting a new course in women's empowerment and the realisation of human rights.

2. Principles and policy-making

This Gender Action Plan builds on the BMZ Strategy Paper: Concept for the Promotion of Equal Participation by Women and Men in the Development Process (Concept on Gender Equality) adopted in 2001. The 2001 Concept, which remains valid, states that promoting gender equality and strengthening the rights and role of women constitute inherent and explicit goals for the framing of German development policy.

In the past, various methodological approaches have been tried and tested in order to promote gender equality. International experience has shown that the **dual-track strategy** – the combination of gender mainstreaming and targeted measures for women’s empowerment – produces the best results. The BMZ has based this Action Plan on this dual-track strategy. Gender markers, developed from the DAC Gender Policy Marker, continue to be a mandatory steering and quality assurance tool in this context.

Gender mainstreaming denotes the systematic and coherent integration of the gender perspective in all development policies and fields of action. It names the process of assessing the implications for women and men of any planned action in all political and societal spheres, taking into account their different life situations, concerns and potentials, in order to identify gender-specific discrimination and impacts (gender analysis). These gender-specific impacts must be considered in the planning, formulation and implementation of development policies and measures in all sectors and priorities. Our aim is thus to mainstream gender justice across the board.

Targeted actions to empower women include women-specific approaches that are necessary in order to compensate for actual gender-specific disadvantages and discrimination. Here, the task

is to reform overall conditions by empowering women to assert and exercise their rights as stakeholders and rights holders with the same rights and duties as men.

The importance of the dual-track approach has been repeatedly confirmed in all current international processes that aim to improve aid effectiveness. This is underlined in the Conclusions of the Council on Gender Equality and Women’s Empowerment in Development Cooperation, adopted by the Council of the European Union under the German EU Presidency in 2007, and, not least, in the Accra Agenda for Action (2008).

One implication of the women’s empowerment approach is that in some situations, men, rather than women, will be the target group. This is one outcome of the wealth of experience gained in areas such as conflict, domestic violence, and economic development. In some regions, micro-credit schemes also only function if men are involved. We will take account of this aspect when implementing the Action Plan.

In view of the greater focus on “ownership” and our partners’ individual responsibility and in light of the growing division of labour and programme orientation in development policy, a third dimension – political and sector-specific dialogue on gender equality – will become increasingly important. We wish to engage actively with this issue in our national, regional and multilateral measures and instruments.

With the current Action Plan, we will continue to scale up our targeted efforts to identify and implement strategies for gender mainstreaming and actions to empower women in all priority areas. However, international commitments, current challenges and identified deficits show that

there is a particular need for action in four thematic areas. The Gender Action Plan 2009 – 2012 therefore prioritises:

- **Economic empowerment:** The promotion of the private sector in developing countries has been part of the development policy portfolio for many years. Nonetheless, to this day, it has still not been possible to substantially increase women's share of economic value added. Official figures show that women still account for only 10 per cent of the world's total income. Women also make up 60 per cent of the working poor who are unable to lift themselves out of poverty despite working for a living. This situation is a wake-up call: women's economic empowerment must become a stronger focus of the economic development agenda.
- **Women in armed conflicts and their role in conflict management:** In view of the dramatic increase in human rights violations against women in the form of sexual violence and the increasingly systematic use of rape as a weapon of war, there is massive pressure for action here. At the same time, the adoption of UN Security Council Resolution 1820, which recognises sexual violence against women as a war crime, offers new opportunities to combat gender-specific violence in a systematic way and to protect and empower women during and after armed conflicts.
- **Gender-specific challenges and responses to climate change:** The awareness of the likely devastating impacts of climate change makes action imperative. Women, as food producers, will be hardest hit by climate-related yield losses, increasing scarcity of usable agricultural land, changes in the hydrological regime, and extreme natural events. We must therefore

integrate their specific needs for support into adaptation strategies at an early stage.

- **Sexual and reproductive health – family planning:** The still unacceptably high rate of maternal mortality around the world must be reduced. This is clearly a development policy issue. Improving women's access to family planning services is a key element of an integrated strategy here. By linking the right to sexual and reproductive health, family planning and the attainment of the Millennium Development Goals, we are creating the framework for a comprehensive approach in our development policy measures. We are clearly prioritising this field of action, also in order to comply with our international commitments.

2.1 Gender mainstreaming – guiding principle and strategy

Gender mainstreaming can and must be undertaken in all sector programmes in **bilateral development cooperation**. Important outcomes have been achieved in the health care sector, including reproductive health and HIV/AIDS control: development policy measures in the field of HIV/AIDS control include targeted activities to couple gender-relevant fields of action – information provision, education and economic empowerment – to create a holistic women's empowerment approach. We will utilise and build on this experience and transfer it as a "best practice" to new programmes and sectors.

Processes and procedures play an important role in setting the course for gender mainstreaming. As we have established specific and binding criteria for the integration of the gender perspective internally within the BMZ in various policy documents and internal procedures, e.g. the sector strategies and priority area strategies, we already have a good foundation for effective and trans-

parent gender mainstreaming. We will also take gender mainstreaming forward via our new Strategy for Budget Financing within the Framework of Programme-Oriented Joint Financing (2008). Through German participation in these financing initiatives, we will work to ensure that gender equality is mainstreamed in policy planning, budgeting and budget planning processes. Our aim for the future is to provide even more effective support for our partners so that they can fulfil their own gender equality commitments as well as those ratified by them at regional and international level.

At the **international level**, German development policy has made a key contribution in recent years to ensuring that gender mainstreaming is mandatory in strategies and agreements. Today, gender justice issues occupy a prominent place and are mainstreamed at EU and UN level and in multilateral institutions such as the World Bank and vertical funds such as the Global Fund to Fight AIDS, Tuberculosis and Malaria (GFATM). With Germany's involvement and active support, the GFATM, for example, adopted its first Gender Equality Strategy in 2008, while the World Bank, in addition to adopting a Gender Action Plan, has committed to other specific targets to boost wom-

en's economic participation. The EU has made gender equality one of the five pillars of its EU Agenda for Action on the Millennium Development Goals (MDGs), adopted in May 2008. On our partners' side, practical measures and services for women in Africa form a key element of the international initiative "Making Finance Work for Africa".

With this Gender Action Plan, we will deliver on these international commitments and the new provisions on gender mainstreaming contained in the Accra Agenda for Action and the Doha Declaration, to which we are committed at the highest political level.

With our measures for 2009 – 2012, we will promote gender mainstreaming by:

1. **Providing training for BMZ staff and implementing organisations:** This includes designing flexible modules for relevant priorities in German development policy, drawing on experiences and best practices as required, producing support materials and offering "coaching" on specific issues.
2. **Reviewing, revising and adapting the "gender marker" concept:** Intensifying

Accra Agenda for Action: Strengthening countries' ownership of their development process: "We will engage in open and inclusive dialogue on development policies To further this objective we will take the following actions ... Developing countries and donors will ensure that their respective development policies and programmes are designed and implemented in ways consistent with their agreed international commitments on gender equality [and] human rights ..."

Doha Declaration on Financing for Development: "We recall that gender equality is a basic human right, a fundamental value and an issue of social justice; it is essential for economic growth, poverty reduction, environmental sustainability and development effectiveness. We reiterate the need for gender mainstreaming into the formulation and implementation of development policies, including financing for development policies, and for dedicated resources. We commit ourselves to increasing our efforts to fulfil our commitments regarding gender equality and the empowerment of women ... We will further promote and reinforce capacity-building of State and other stakeholders in gender-responsive public management, including, but not limited to, gender budgeting."

dialogue with implementing organisations, agreeing to a consistent strategy for gender mainstreaming across the board, and utilising the process of procedural simplification for this purpose.

3. **Helping shape German participation in budget support programmes:** This means analysing conceptual criteria in terms of their practical application and linkage with existing programmes from a gender perspective, and carrying out monitoring.
4. **Delivering on international commitments, especially the Accra Agenda for Action and the Doha Declaration:** We will review all phases of the project cycle to determine where there is a need for adaptation to gender mainstreaming. We will also develop indicators and monitor the implementation process.
5. **Utilising scope within the country portfolios:** Together with the BMZ's operational units, we will identify the country-specific priorities where gender mainstreaming can be improved and suitable components introduced.

2.2 Empowerment – women-specific approaches

The human rights approach is the basis for the targeted dismantling of barriers which that prevent women from exercising their rights. The

Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) identifies specific fields in which women's rights must be realised, including education, health, employment, the economy (financial services), rural infrastructure, and property and ownership rights (land titles). Above all, there is the right to participate in the formulation of government policy and to hold public office and perform all public functions at all levels of government. In these fields of action, we will develop new approaches in order to promote the active, self-determined participation of women in political processes for the economic, legal and social empowerment of women and girls.

Here too, the principle which applies is that first and foremost, our task is to support our partner countries' own efforts to develop or implement national strategies and action plans to end existing discrimination and human rights violations against women and girls, thus helping these countries to achieve the Millennium Development Goals (MDGs). To that end, we will scale up our cooperation with civil society organisations, with an even greater focus on protecting and strengthening the rights of women. A key element of our catalogue of measures is promoting the right to sexual and reproductive health and facilitating access to family planning services.

In line with this approach, we are also providing funding for measures to combat gender-specific violence such as female genital mutilation (FGM). The issue of female genital mutilation is addressed systematically in the policy dialogue with

Example: Gender mainstreaming

Yemen: Education and equality in financial cooperation: To facilitate girls' school attendance, particularly in an Islamic country, it is important to ensure that girls can move around freely and without fear on the school premises. German development cooperation is therefore providing funding for the upgrading of school buildings in line with girls' needs.

affected countries. The long-term objective in our efforts to abolish FGM is to integrate successful strategies into relevant programmes in countries with a high rate of FGM. We plan to scale up our campaign against this cruel and inhuman practice and expand it on a regional basis.

With our measures for 2009 – 2012, we will provide targeted support for women’s empowerment by:

1. **Utilising the human rights-based approach to identify women-specific actions:** In the dialogue with the BMZ’s operational units, we will analyse country priorities systematically to identify starting points based on specific needs arising from women’s legal status; we will also scale up the policy dialogue and use the catalogue of criteria as a tool.
2. **Expanding regional cooperation:** In cooperation with BMZ’s operational units, we will identify region-specific issues, develop options for action and approaches targeted towards women’s empowerment, and monitor implementation in conjunction with the operational units.
3. **Utilising the potential of development institutions more effectively and promoting networks:** This means pooling all stakeholders’ knowledge about the need for targeted measures for women’s empowerment, agreeing to joint strategies on a country-specific basis through cooperation between governmental and non-governmental agencies, and establishing round tables.
4. **Strengthening targeted empowerment of women through public financial management:** This entails developing gender-responsive public management as a methodology, continuing to mainstream gender in the context of the division of labour, donor harmonisation, accountability and capacity development, and designing a “Debt-2-MDG3” tool analogous to “Debt2Health”.
5. **Urging the European Commission to act as a global partner in the implementation of and compliance with international and regional commitments:** This means collaborating on the drafting of the EU Gender Action Plan to establish specific policy measures for the gender-specific mobilisation of resources and utilising all phases of budgetary and fiscal policy in the EU’s sphere of competence for this purpose.

Examples: Empowerment

The Aceh Charter on Women’s Rights, Indonesia: With support from German development cooperation, the first Charter on Women’s Rights in the Islamic world has been adopted. The Charter grants women specific political and civil rights, including – for the first time – the right of single women and widows to hold an ID card and own land. The Charter underlines that fair treatment for women accords with the principles of Islam.

Ending female genital mutilation (FGM), Mali: With a guide for teachers, the issue of FGM is integrated into the school curriculum using participatory methods. The teaching content and methodology are explained to teachers in intensive training sessions. In addition, out-of-school dialogue forums for discussion, information and exchange – so-called generational dialogues – are being set up.

3. Thematic priorities

3.1 Economic empowerment

The increase in economic growth in many developing countries in recent years cannot be ignored. It is also apparent, however, that women often derive little benefit from this economic growth. And yet there is much empirical evidence to show that women are a source of massive untapped potential, are less susceptible to corruption, and generally make their loan repayments more punctually and regularly than men. Although their productive and economically relevant activities are often only covered to a marginal extent by official definitions of growth and related statistics, women are key contributors to their society in many socio-economic sectors. In the majority of developing countries, for example, women produce most of the staple foods for their own consumption and for local markets. Despite the attitudes of various faith communities, traditions and ethnic groups, women play a full role in economic life, which is why “women’s economic participation” is a key element of socially and environmentally sustainable economic development.

Women’s and men’s equal access to economic activity is a human right and a basic prerequisite for a competitive economy. However, as 90 per cent of farmland and more than 90 per cent of global assets are owned by men, the resources and means of production – such as land and access to credit services – that are necessary for economic activity and growth are mainly concentrated in male hands. Women’s employment conditions, by contrast, are more likely to be discriminatory: they often cannot access formal employment, work for less than equal pay or for no pay at all, and face poorer social security provisions.

The successes achieved by microcredit schemes show that women are capable of making substan-

tial contributions to their countries’ economies. In India, for example, appropriately adapted bank credit programmes have been established in rural regions with German support. These financial services now reach 50 million households and have provided loans totalling some 3 billion euros. Economic empowerment will not only benefit the women concerned but also men, children and society as a whole.

Discrimination against women in the economic sphere, then, is not only undemocratic; it is also short-sighted from an economic perspective. There is clear evidence that women’s and men’s equal participation in economic life boosts efficiency and productivity. Every programme aimed at sustainable economic development must therefore work to dismantle gender discrimination as well.

If strategic efforts to combat poverty are to be successful, the legal status of women must be strengthened and the gender-specific discrimination which exists in the economic and employment sphere must be abolished through structural measures. The Gender Law Library established as part of the World Bank’s Gender Action Plan (2008) can make a valuable contribution here. It provides country-specific data about discrimination against women in national legislation. The stated objective of the World Bank’s Gender Action Plan is to commit the World Bank Group to intensify and scale up gender justice in its programmes and investments. We must work to ensure that the World Bank’s financing initiatives, particularly those focussing on economic reforms, reforms of land law and infrastructural measures genuinely help to end discrimination against women.

Essential steps toward this goal include targeted measures regarding the promotion of the pri-

vate sector which facilitate access to financial services, capital, land, the means of production and employment, trade, social security (e.g. micro-insurance) and modern information and communication technologies (ICT). As before, key prerequisites in this context are legal reforms and education programmes to overcome gender discrimination as early as possible. It is not enough, however, simply to focus on basic education. Girls must be offered better opportunities throughout their educational careers. Vocational training

and tertiary education are therefore crucial fields of action in empowering women to access decent work for fair pay, including positions beyond the agricultural sector.

These circumstances challenges us to shape growth and development processes in line with gender justice to a greater extent, to unleash women's economic potential, and to work to ensure compliance with the ILO's core labour standards and social standards relating to decent work.

Our starting points:

- The Millennium Development Goals, especially MDG 1 and 3
- EU – Conclusions of the Council: Employment (2007) and Gender Equality and Women's Empowerment in Development Cooperation (2007)
- World Bank – Gender Action Plan “Gender Equality as Smart Economics” (2007 – 2010)

What are we already doing?

In partner countries:

- We are contributing to vocational training for women and girls, the promotion of the private sector, and financial system development
- We are providing advice to partner ministries, promoting associations for women entrepreneurs, and supporting business development measures for women

At the international level:

- We are backing the World Bank's Gender Action Plan
- We are mainstreaming gender issues in the Making Finance Work for Africa Partnership

At the national level:

- We are looking at “gender and sustainable economic development” issues in more depth at meetings with experts from the development policy sphere.

With our measures for 2009 – 2012, we will:

In partner countries:

1. **Improve the framework conditions for private sector development:** This includes supporting legal reforms to end gender-specific discrimination against women in economic sectors; promoting gender-sensitive labour market analyses and training strategies, as well as the development of public infrastructure geared towards the different needs of women and men; in bilateral programmes, supporting women's participation in trade and value-added production processes, especially in food production, processing and marketing.
2. **Expand education and vocational training:** We will improve women's access to decent training opportunities; integrate vocational training programmes into economic development initiatives; and promote career advice and placement services.
3. **Develop financial instruments:** This includes developing appropriate instruments for women and female entrepreneurs and disseminating them through development programmes and joint initiatives; involving private financial institutions in this process; increasing support for specific financial services programmes for women, including microcredit programmes; involving the informal sector.

At the international level:

4. **Monitor the World Bank's Gender Action Plan:** This includes continuously reviewing the performance indicators for the World Bank's Gender Action Plan and championing its implementation at political levels; ensuring compliance with the Action Plan's qualitative and quantitative commitments

and following up on harmonisation of the Bank's activities; using the Gender Law Library to analyse legislation which may be suitable for targeted reform.

At national levels:

5. **Mainstream gender in the area of sustainable economic development:** This means mainstreaming gender in the sector strategies for private sector development, economic policy and education, in the ICT position paper, and in the relevant implementing measures, as well as incorporating gender aspects into corporate social responsibility.

3.2 Women in armed conflicts and their role in conflict management

The armed conflicts in Eastern Congo and Darfur are horrific examples of how mass rape and violence against women are increasingly used as a brutal weapon that is deployed systematically by conflict parties as a tactic of war.

Armed conflicts always inflict terrible suffering on the civilian population, but women suffer in a multitude of ways. They must continue to care for their families under the difficult conditions created by the crisis situation. They risk being abducted and abused, and their children may be recruited as soldiers. Women require special protection and targeted support during armed conflicts to enable them to make an active contribution to conflict and crisis management at all levels.

The international community condemned this violence against women early on and, in United Nations Security Council Resolution 1325, called on all parties to armed conflict to take special measures to protect women and girls from gender-based violence, particularly rape. However, it was only with the adoption of UN Security Coun-

cil Resolution 1820 in 2008 that sexual violence was condemned as a war crime. This opens up new opportunities to scale up the fight against gender-based violence.

The increase in violence against women in recent years has shown that we still have a long way to go to implement the provisions of the Security Council resolutions, that it is not enough simply to adopt remedial measures in conflict situations, and that above all, much more needs to be done to prevent gender-based violence and human rights violations against women during and after armed conflicts.

Very often, violence against women and girls in crisis and conflict situations is most extreme in places where gender-based violence goes largely unpunished during peace time too, and where a lack of awareness that this type of conduct is wrong provides a basis for widespread acceptance of violence against women and girls. Combating domestic violence before and after conflict situations is thus a form of early action to prevent the escalation of violence during conflicts.

Development policy already contributes, with a range of actions, to building peace and a civil society and to economic and social development in crisis-torn countries. In the future, however, it must focus to an even greater extent on preventive measures to stop violence against women and consider, in these measures, women's specific concerns during and after conflicts.

In our efforts to implement the UN Security Council resolutions, we will target and identify actions that take into account women's specific concerns through the implementation of development policy measures in crisis-torn countries. This includes involving women to a greater extent and on a targeted and equal basis in building a just democratic social order. In fragile conflict-torn and post-conflict societies, a central objective is to curb men's willingness to use violence. This can be achieved through education and analysis of the conflicts. Women must be protected from the gender-based violence to which they may be increasingly exposed during and also after crises.

This is a difficult area of work, and close cooperation with civil society organisations and specialist women's groups is a prerequisite to enable us to proceed in a situation-appropriate way.

The UN Security Council Resolutions are our starting point:

- **1325:** on Women, Peace and Security, adopted in 2000: Member States and the Secretary-General are urged to ensure increased representation of women at all decision-making levels for the prevention, management, and resolution of conflict.
- **1820:** on sexual violence against civilian populations in armed conflicts, adopted in 2008: Rape and other forms of sexual violence are declared to constitute a war crime, a crime against humanity, or a constitutive act with respect to genocide.
- **Political declaration by the EU Development Ministers (Madeira, 2007):** The Ministers called for tangible steps to prevent and prosecute violent crimes against women.

What are we already doing?

In partner countries:

- We are contributing to demobilisation and reintegration programmes, supporting the reintegration of female ex-combatants into civilian life, and providing psychological support and medical care for victims of sexual violence in conflict countries.
- We are developing training modules for security forces in refugee camps and for international peace operations.

At the international level:

- We are seeking to promote a public debate on ways of advancing policy work in this area by supporting the EU study on women in armed conflict, entitled *Enhancing the EU Response to Women and Armed Conflict*, 2008.

At the national level:

- We are participating in the Interministerial Steering Group for Civilian Crisis Prevention and are playing our part in implementing the Federal Government's Action Plan "Civilian Crisis Prevention, Conflict Resolution and Post-Conflict Peace-Building" (2004) through the integration of gender-relevant content into officer training at the Federal Armed Forces Command and Staff College (FüAk).

With our measures for 2009 – 2012, we will:

In partner countries:

1. **Provide support for victims of sexual violence and female ex-combatants:** This means boosting the provision of psychological and medical care and giving more targeted support for the reintegration of these women into society, e.g. through more specialised training programmes; through Germany's participation in international demobilisation and reconstruction programmes, working to ensure an adequate response to the different needs of female and male ex-combatants; creating more safe places, e.g. women's refuges, for women at risk.

2. **Access to justice for women:** This means expanding the provision of legal advice and information; creating opportunities for victims to participate in trials as private accessory prosecutors; supporting capacity-building for prosecuting bodies in post-conflict countries; promoting the social empowerment of girls through peace education programmes in schools, e.g. via curriculum development; integrating gender aspects to a greater extent in ongoing civil-military cooperation (CIMIC) initiatives.

At the international level:

3. **Play a part in implementing the recommendations contained in the EU study *Enhancing the EU Response to Women***

and Armed Conflict: This includes keeping the topic on the agenda of the Council bodies dealing with development policy; calling for a stronger focus on gender sensitivity in the European Commission's conflict-relevant policies; participating intensively in the revision of UN Security Council Resolution 1325 in 2010; and pressing for a focus on the concerns of women from a development policy perspective. Mass rapes of women must be recognised as a crime against humanity and perpetrators brought before the national courts or the International Criminal Court (ICC).

At the national level:

4. **Increasing the cooperation with relevant federal ministries:** This includes developing and implementing additional training content and providing training on issues specifically related to women and armed conflict in cooperation with the Federal Armed Forces Command and Staff College (FüAk) and other security sector actors; further coordinating the joint implementation of the UN Security Council resolutions.
5. **Establishing a round table:** Improving the implementation, via development policy, of UN Security Council Resolutions 1325 and 1820 in consultation with civil society, non-governmental organisations and security institutions; expanding PR work on this issue.

3.3 Gender-specific challenges and responses to climate change

In many developing countries today, climate change is already an ominous reality. The consequences of climate change, such as drought, flooding and storms, have substantial impacts on agricultural production, which is often the sole

basis of the rural population's livelihood. Women – as the main producers of food in the agricultural sector – are especially vulnerable, as yield losses, crop failures and water scarcity affect their ability to provide for their families. Furthermore, the shift of vegetation zones will affect the reliability of the supply of their usual food plants.

At the same time, women suffer additionally from the impacts of climate change as they are responsible for supplying the household with water and fuel for cooking and heating. Both these resources are becoming increasingly scarce, which means that women have to walk longer distances to find them. Without support measures, more time spent collecting water and fuel due to these longer distances reduces the women's prospects of pursuing or training for employment in the non-agricultural sector now and in future.

In addition, the predicted impacts of climate change will particularly affect women as they are more physically vulnerable to natural disasters than men: they often lack essential information or suffer discrimination in relation to access to aid.

Climate change will also raise legal issues, mainly relating to land rights. Women must not suffer discrimination in the context of climate-induced resettlement processes and compensation schemes. It is already apparent that, although relevant legislation is generally framed in gender-neutral terms on paper, in practice, inequalities in respect of land rights and land titles have not been abolished at all or even in part. Through development policy measures, we must minimise these risks on a more targeted, and hence preventive, basis.

At present, very few strategies are available showing how the realities of climate change should be dealt with in development practice, and even fewer scenarios have been drawn up in response to the specific plight and needs of women. Prac-

tice-relevant research can make a significant contribution here.

In the future, we will shape our development policy measures to account for women's particular vulnerability to climate change. We will identify their specific needs in relation to adaptation to climate change and integrate them into bilateral and multilateral adaptation strategies. This includes continuing to address the issue of women's access to the means of production in the adaptation context, as safeguarding such access has a major impact on women's conditions of life.

In implementing the Action Plan, the BMZ will systematically assess the risks for women, especially in the water sector, agriculture, infrastructure and health.

With our measures for 2009 – 2012, we will:

In partner countries:

1. **Improve information provision:** This means producing information for women in rural regions about climate change, its risks and impacts; researching adapted agricultural production methods and disseminating the results; supporting access to justice, e.g. in relation to resettlement issues and land rights.
2. **Develop gender-sensitive and gender-responsive strategies for adaptation to climate change:** This means identifying women's adaptation needs on a country-specific basis and integrating them into research activities, programmes and measures

Our starting point:

- Position papers of the Conference of the Parties to the United Nations Framework Convention on Climate Change (COP 13), 2007
- Gender action plan of the Conference of the Parties to the Convention on Biological Diversity (COP 9), 2008

What are we already doing?

In partner countries:

- We are supporting the provision of advice and training for women farmers in order to increase their productivity, and are working for equal access for women and men to productive resources in agriculture, such as land, fertiliser, seed, credit facilities, etc.

At the national level:

- Preparation of a study on "adaptation to climate change from a gender perspective".

relating to food security, rural development, agriculture, agrarian and land reform, rural and agricultural infrastructure; mainstreaming disaster preparedness in relevant programmes from a gender perspective.

At the international level:

3. **Germany's contributions to international funds** for adaptation to climate change: mainstream gender in the GEF Adaptation Fund.
4. **Initiate cooperation with national and international organisations and scientific institutions:** This includes working together to identify, develop and support specific adaptation measures for women; integrating gender aspects in the specialised debate on insurance-based solutions.

At the national level:

5. **Mainstream gender in the BMZ's Strategy on adaptation to climate change:** This means incorporating gender aspects and implementing the Strategy in development programmes.

3.4 Sexual and reproductive health and rights (SRHR) – family planning

Every year, more than half a million women die from complications that arise during pregnancy or childbirth, and almost all of these deaths occur in developing countries. Of all the Millennium Development Goals (MDGs), Goal 5 – reducing maternal mortality – has made the least progress. Many women still lack access to modern contraceptives. In desperation, they frequently opt for – often unsafe – termination of their pregnancy as the only way out of their situation, with devastating consequences: the procedures often cause death or life-long damage to women's health.

This dreadful state of affairs shows that we still have a long way to go to achieve compliance with the numerous international standards that apply in this area. In many developing countries, it is repeatedly emphasised in the context of development policy that sexual and reproductive health and rights (SRHR) are based on the universally recognised rights to optimal health, physical integrity and non-discrimination. These rights are enshrined in international conventions and agreements and often in national law as well. The United Nations International Conference on Population and Development (ICPD) in Cairo (1994) marked a turning point: primarily demographically-oriented population and family planning policies were replaced by a human rights-based approach that prioritized the needs and rights of the individual, and, as a result, women's reproductive rights were recognised by the international community for the first time. Since then, sexual and reproductive health has been defined as encompassing all aspects of physical, mental and social well-being with regard to sexuality and reproduction.

In development practice, the widespread gender-specific discrimination and disadvantages suffered by women, their lack of legal certainty and the absence of gender equality are the structural causes of the poor reproductive health of women and girls, which is accompanied by fatal consequences. Support measures have to focus on the eradication of these causes.

Germany has committed to actively contribute to the attainment of international development objectives, especially the Millennium Development Goals. German development policy promotes sexual and reproductive health and rights through a human rights-based, gender-responsive approach. This integrated approach also includes building comprehensive health care and social security systems which meet the needs of women and young people of both sexes. Inclusive health care programmes facilitate women's access to family planning services.

A fundamental element of our catalogue of measures requires that, based on our experience, the right to sexual and reproductive health must be promoted and access to family planning services

improved. In this context, we will provide targeted support for national and international approaches which define women's access to family planning as a human right and are designed accordingly.

Our starting points:

- The International Covenant on Economic, Social and Cultural Rights (ICESCR), adopted in 1966: specifically, its provisions on the right to health (Article 12)
- Cairo Declaration on Population and Development, 1994 (United Nations International Conference on Population and Development – ICPD)
- Millennium Development Goals, especially MDG 3, 5 and 6
- EU – Conclusions of the Council on Gender Equality and Women's Empowerment in Development Cooperation and on HIV/AIDS
- G8 Summit Declaration (Heiligendamm) on Growth and Responsibility in Africa: specifically, the commitment to increase efforts to reduce gaps in the area of maternal and child health care and family planning.

What are we already doing?

In partner countries:

- We are promoting access to an appropriate and reliable range of essential contraceptives through social marketing programmes.
- We are supporting partner countries in order to improve the quality, availability and accessibility of health services for pregnant women and mothers.
- We are promoting reforms of national legislation - such as the liberalisation of restrictive laws on the termination of pregnancy - and promoting the provision of skilled care for women who have undergone unsafe abortions.

At the international level:

- As part of our engagement in multilateral organisations such as the Global Fund to Fight AIDS, Tuberculosis and Malaria (GFATM), we are working towards the development and implementation of gender strategies.

At the national level:

- We are exchanging experience and developing strategies in the field of sexual and reproductive health and rights in various forums, including sites such as the Round Table on Sexual and Reproductive Health and Rights (SRHR), which brings together governmental development actors, NGOs and church-based development agencies.

With our measures for 2009 – 2012, we will:

In partner countries:

1. **Promote linkage of sexual and reproductive health and rights, HIV/AIDS and gender equality:** This includes facilitating access to information, services and products such as contraceptives and condoms for women and young people of both sexes.
2. **Promote access to modern methods of contraception:** This means ensuring a broad range of services and mainstreaming gender equality in all measures.
3. **Improve health care for women:** This includes improving access to family planning services for women and their partners; ensuring that births are attended by qualified midwives; and supporting the provision of professional care for women who are terminating their pregnancies (as far as local laws permit).

At the international level:

4. **Expand multilateral partnerships:** Promoting, on a targeted basis, international approaches that view health care provision for women and access to family planning services as a human right; utilising cooperation with the United Nations Population Fund (UNFPA), the International Planned Parenthood Federation (IPPF), and the World Health Organization (WHO).

At the national level:

5. **Stepping up cooperation with other federal agencies:** Intensifying cooperation with the Federal Centre for Health Education (BZgA).

Appendix

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