



Federal Ministry  
for Economic Cooperation  
and Development

# Gender Equality in German Development Policy

Cross-sectoral strategy

BMZ Strategy Paper 2 | 2014e



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## Summary

This cross-sectoral strategy lays out the basic principles and guidelines of the revised gender approach underpinning Germany's development policy. The commitment made in former strategies to apply a gender perspective to all measures and at all political levels will remain a binding principle of German development policy.

For German development cooperation, gender equality is one possible key to unlocking the development of democratic societies based on human rights, social justice and sustainability. Human rights are a guiding principle for German development policy. The UN Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) provides the basis in international law for demanding and realising equality between men and women, and ensuring that universal women's rights are respected, protected and strengthened. The Federal Ministry for Economic Cooperation and Development (the BMZ) is committed to this human rights-based approach. Hence, women's rights, equal opportunities, equal responsibilities and an equal say for women and men are a goal per se and a guiding principle for the BMZ.

With the present strategy the BMZ is pursuing a new, **three-pronged approach** which is also aimed at overcoming multiple discrimination. Until now, the gender approach consisted of two elements: **gender mainstreaming**—that is applying a gender perspective in all development policy strategies and projects—and **empowerment**—i.e. targeted measures against gender-based discrimination and disadvantages, and specific activities to strengthen women's rights. The third and new element that has now

been added is the mandate to firmly establish the strengthening of women's rights and gender equality in high-level bilateral and multilateral **development policy dialogues**, in sector policy dialogues and in policy advice. Gender-related data and indicators will be required so that efforts to promote gender equality can be monitored and interventions made if necessary.

Strengthening gender equality and women's rights will be a consistent focus of German development cooperation, in particular in the following thematic areas: poverty reduction, access to justice and legal services, social and political participation, rural development and food security, violence against women and girls, armed conflicts and peace building, education, employment and economic empowerment, climate change and sustainable development, health, including sexual and reproductive health and rights. The specific fields of action will be fleshed out in a **gender action plan**. Cooperation with **male actors** is to be introduced, thereby creating a new dimension in all fields of action.

Bilateral country strategies, joint donor strategies and partner policy papers provide the central points of reference for the BMZ's gender equality strategy. Policy instruments—both bilateral and multilateral development policy dialogues and policy advice—as well as financial and technical cooperation projects will be used to implement the strategy. The strategy is intended to help make financing for development gender-responsive and ensure transparency and accountability through monitoring and evaluation.

# 1. Introduction

Gender equality is an essential precondition both for people's health and well-being, and for development that is economically, socially and ecologically sustainable—for local communities just as much as for a country as a whole. The same holds true for the new global framework which is to replace the Millennium Development Goals: equality and women's rights have a key role to play in effectively delivering on the commitment by the international community to eradicate global poverty—a goal that is yet to be reached.

The efforts made so far by international development cooperation and partner country governments need to be continued in order to end poverty and inequality worldwide. And, what is more, the results, sustainability and quality of the progress achieved so far need to be enhanced. International cooperation and development policy in the future will need objectives and interventions at all levels that are better harmonised, complementing investment in social and political sectors (health, education, social protection, good governance) with investment in key infrastructures and productive sectors so as to bring about necessary structural changes in gender relations.

The task of fighting gender-related discrimination and exclusion is a vital aspect of development cooperation that is geared to human development, focussing on the needs and rights of all people, their different interests and their vulnerabilities. Reducing poverty worldwide, moving towards an economy that is ecologically and socially sustainable, safeguarding natural resources, meeting the obligation to respect, protect and fulfil human rights and securing good governance are goals that can only be reached if efforts to realise gender equality and the rights of women and girls are put centre-stage and are firmly and systematically established in a new global post-2015 framework for sustainable development. Gender equality is thus both a milestone and a yardstick in the post-2015 process.

The BMZ, together with its cooperation partners within the EU, the OECD DAC and the United Nations, in particular UN Women, is calling for a stand-alone goal on gender equality within the new framework. The dual track approach, combining empowerment and gender mainstreaming, has proven very effective. In its development policy, Germany is committed to ensuring that the gender perspective—as a horizontal issue—informs all other goals, targets and indicators.

## 1.1 FUNCTION OF THE CROSS-SECTORAL STRATEGY

This cross-sectoral strategy spells out the central role of gender equality for German development policy. It is the **development policy guideline** of the Federal Ministry for Economic Cooperation and Development (the BMZ) for the framing of German official development cooperation. The strategy establishes a structural link between the horizontal objective of equal participation of women and men in development processes and the other horizontal themes of German development cooperation. It particularly makes reference to the BMZ Human Rights Strategy of 2011, which specifies the guiding principle that German development policy must be systematically aligned with human rights. In the same document, the strategic promotion of women's rights is emphasised as a key objective of human rights policy in the development arena.<sup>1</sup>

The BMZ works towards a coherent alignment of its policy with the goals of poverty reduction and environmentally sustainable and socially equitable development and globalisation. Gender issues are already included within areas like good governance, anticorruption, green economy, food security and

<sup>1</sup> BMZ (2011): Human Rights in German Development Policy, Bonn.

private sector promotion.<sup>2</sup> In the continuous process of updating existing and new strategy papers, German development policy seeks to acknowledge the high priority of the gender equality goal.

### **BINDING NATURE AND ADDRESSEES**

The strategy is binding upon the institutions of official German development cooperation. It serves as a guideline for the own-account investment business of KfW Development Bank and its subsidiary DEG (Deutsche Investitions- und Entwicklungsgesellschaft mbH) and of Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH and its International Services department. Strengthening gender equality and the human rights of women and girls is thus a core commitment for all policy areas, policy instruments and strategies of official development cooperation.

The cross-sectoral strategy is binding for:

- the identification, appraisal, conception, implementation, control and evaluation of sectoral and thematically relevant programmes and modules
- the development of sectoral concepts and regional concepts, country strategies and other strategies of bilateral development policy as appropriate
- the positioning of German development policy in the international discourse and the drafting of our contributions to multilateral/regional cooperation and European development cooperation

- communication with the public in Germany, with the German Bundestag and with other government departments.

This strategy is also intended as guidance for civil society organisations (political foundations, churches, private agencies, bodies supporting social structures) and the private sector.

Another important goal is to effectively support the cooperation countries of the BMZ in the implementation of international, regional and national agreements, laws and policies to strengthen and enforce women's rights. The emphasis on the partners' ownership continues to apply. The organisation UN Women is an important partner for the BMZ. It provides a forum for the negotiation of global norms and standards, and supports the cooperation countries in implementing them.

The cross-sectoral strategy replaces the 2001 Strategy Paper on the Promotion of Equal Participation by Women and Men in the Development Process. It is reviewed regularly to assess how it is being applied and implemented and whether it requires updating. Based on positive experience with previous strategies, an action plan will be drawn up which is linked to the principles listed here and contains concrete measures for the implementation of the strategy.

## **1.2 DEFINITIONS AND BASIC PRINCIPLES**

### **THE UN CONVENTIONS**

The central reference point for the strategy is the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW, 1979), which prohibits discrimination in all areas of life and calls upon states to adopt measures proactively to establish legal and actual gender equality. The BMZ has committed itself to this human rights-based

<sup>2</sup> Cf. Promotion of Good Governance in German Development Policy, BMZ Strategies 178/February 2009; Sector Strategy on Private Sector Development, BMZ Strategy Paper 09/2013; Green Economy. Information Brochure 2/2011; Anti-Corruption and Integrity in German Development Policy. Strategy Paper 04/2012; Strategy on Transitional Development Assistance, BMZ Strategy Paper 06/2013

approach and understands the strengthening of gender equality as a stand-alone goal of its work and a principle guiding its actions. Other references are the Beijing Platform for Action (1995), the Convention on the Rights of the Child (CRC, 1989), the UN Security Council Resolution 1325 on Women, Peace and Security (2000) and the still valid DAC Guidelines for Gender Equality (1998).<sup>3</sup>

### **Equality for women and men**

Discrimination on the basis of gender imposes limitations on all human beings in their individual and collective opportunities as actors endeavouring to bring about a human rights-based, environmentally sustainable, socially equitable economy and social fabric. Therefore this strategy does not refer solely to women as the “target group”. Women and girls are the main groups affected by gender discrimination throughout all phases of their lives. Nevertheless, men and boys can also be affected by discrimination, albeit to a lesser extent overall. But the iniquitous practice of gender discrimination cannot be overcome merely by focusing on strengthening rights; rather, it is the hierarchical relationship between the sexes that needs to change. Development policy measures should therefore support changes in the relationship of the sexes with one another. Through a change in awareness and behaviour by men and women, a more equitable distribution of social participation and responsibility and of access to resources and work can be achieved at household and community level.

### **Transformative gender approach**

A transformative gender approach means a critical analysis of current images of masculinity, asking searching questions about these images in development cooperation projects aimed at contributing to

the democratisation of gender relations, involving men as change agents and taking account of multiple discrimination (see page 7). German development cooperation will deepen and pursue this extended approach.

### **Societal norms**

On the meta level the principal questions concern a country’s gender stereotypes and norms. These reflect the basic model of a society’s gender system and, based on images and models of masculinity and femininity, legitimise the gender gap and the disparities between women’s and men’s scope to act. The inequality between women and men is discriminatory and undemocratic. It is part and parcel of the patriarchal power structures which shape it in the first place.

### **Gender-responsive development policy**

On the macro level of social policy, gender-responsive development policy must try to promote the dismantling of gender hierarchies and foster a gender balance. Not only does this presuppose a sensitisation of the political, economic, social and cultural decision-makers who have to give up privileges and exclusive access rights in the process, but it also means working towards a democratic transformation of societal institutions and structures with a view to dismantling existing inequalities, focusing also on overcoming the exclusion of women and girls, e.g. in the education, social insurance or health system of a country. Furthermore, a gender-responsive approach helps to understand the interlinkages between the various forms of discrimination.

### **Gender orientation in development policy**

A gender orientation in development policy means that all levels of the social fabric are included, and the target groups or actors involved in the measures are viewed in a more differentiated manner than in the past. Thus, other forms of discrimination must also

<sup>3</sup> An overview of other relevant UN Conventions can be found in the Annex.

## GENDER: A TWO-DIMENSIONAL CONCEPT

### Gender as social category

Unlike past women-in-development approaches whose main target group were poor women in low-income countries, the gender approach in development policy shifts the central focus onto **gender relations**. Starting from the inequality between women and men, the hierarchical relationship between them can be seen as a part of society's power structures. A distinction is made between biological sex and social gender. Hence, the **gender roles** are part of social learning and conditioning, and are culturally influenced. They are context dependent, dynamic and transformable.

### Gender as a category for analysing societal power relations

Gender is closely interconnected with other variables of social, political, legal or cultural marginalisation. In particular, women and girls are particularly vulnerable groups due to **multiple discrimination** on the grounds of gender, religion, ethnic affiliation, skin colour, sexual orientation, disability and age. The analysis of the diverse and specific roles and responsibilities, positions and conditions, gender needs and interests of women and men is a fundamental precondition for development policy programmes aimed at fostering social transformation and democratisation.

be taken into account. Women in particular can be affected by multiple discrimination. In many countries, for example, indigenous women are particularly severely affected by exclusion, but indigenous men and children are also marginalised. A much greater emphasis must be placed on involving people with disabilities and old people in cooperation. Likewise, homophobia and the often violent exclusion of lesbian, gay, bisexual, transsexual and intersexual (LGBTI) people are frequently the cause of discrimination.

These structural relationships are of great significance to an effective and integrated global development policy. But its aim of long-term improvement to the social, economic, political and legal status of women and girls is not just a means to the end of other overarching development goals. In fact, elimination of gender inequality and discrimination against women in the international community has been a **stand-alone development goal** since the Fourth UN World Women's Conference of 1995.

## 1.3 THE GENDER APPROACH AND ITS MAIN METHODOLOGICAL ELEMENTS

### THREE-PRONGED APPROACH: POLITICAL DIALOGUE, EMPOWERMENT AND GENDER MAINSTREAMING

The two strategies of gender mainstreaming and empowerment have been pursued since the year 2000 as a dual track approach, not only in German development cooperation but also in numerous other member states of the OECD DAC and the EU. Given the slow progress being made towards gender equality, however, in future German development policy will place a stronger emphasis on raising gender issues and women's rights in government negotiations and consultations as well as in sector policy dialogue. It thereby gives equal priority to the additional task of embedding equality issues within political dialogue and policy advice alongside the two existing elements of gender mainstreaming and empowerment. Thus the goal of promoting gender equity in the

cooperation countries of German development policy is henceforth based on a three-pronged approach, as the EU Commission also advocates.<sup>4</sup>

### **EMPOWERMENT**

In order to support cooperation countries in eliminating gender discrimination and violent exclusion of women and girls, the BMZ advocates specific measures which help to strengthen women's rights appreciably. The empowerment approach was agreed in the Beijing Platform for Action (1995). It aims to strengthen women as rights-holders primarily through awareness-raising on all levels of society and to enhance their agency. Going further than the women-in-development approach, empowerment means externally initiated but collectively supported processes for gaining power, leading to both individual emancipation and to the transformation of patriarchal societal structures. Unlike gender mainstreaming, empowerment is a sociopolitical process initiated "from the bottom up"—i.e. originating from within socially disadvantaged groups—and supported by social movements. An important instrument for empowerment is targeted continuing education and training for women and girls, and organisational development (capacity building) geared towards the strengthening of women's rights.

### **GENDER MAINSTREAMING**

Germany's Act on Equal Opportunities obliges all federal ministries to contribute to the elimination of gender-based inequality by means of gender mainstreaming. This means taking account of the different life situations and interests of women and men as well as girls and boys throughout all political programmes and decisions, since no measure has a gender-neutral result. By means of gender mainstreaming, the aim of German development policy is to contribute to the equitable participation of women and men in the development process. Attention is to be paid to gender mainstreaming in all development policy strategies, programmes and projects. In bilateral official development cooperation, the task of mainstreaming runs through all political dialogue and policy advice on the macro level as well as the programming and implementation of all projects (project identification, planning, implementation, monitoring and evaluation) on the meso and micro level. All actors involved are mandated to incorporate gender equality as a horizontal objective in the planning, structure, control, implementation and reporting and evaluation of projects.

<sup>4</sup> European Commission (2010): EU Plan of Action on Gender Equality and Women's Empowerment in Development, 2010–2015. Commission Staff Working Document. Brussels, SEC (2010) 265 final



## 2. The significance of women's rights and equality in financial and technical development cooperation

Over the past decades of development, the goals, methods and instruments of the development policy approach to gender equality have undergone a major transformation, both conceptually and in terms of practical implementation. With human rights as the guiding principle of German development policy, new impetus has been given to women's rights and to equal opportunities, equal responsibilities and an equal say for women and men. However, gender equality is still far from being achieved. This gives rise to a host of new challenges.

### GLOBAL TRENDS IN GENDER INEQUALITY AT A GLANCE

→ The World Development Report of the World Bank (2012) and the implementation report on the UN Millennium Development Goals (2013)<sup>5</sup> document progress in three areas:

Access to (school) **education** has grown; girls and young women have caught up with regard to enrolment rates at schools and universities. Furthermore the life expectancy of women in low-income countries is rising steadily. Moreover, four out of ten working people worldwide are female. This steady but very slow progress is offset, however, by longstanding barriers to progress towards balanced gender relations: in many countries girls are still denied the right to education. Above all, the duration of their schooling often trails far behind that of the boys. Two thirds of illiterate adults are women (almost 495 million). And although young women between 15 and 24 years old are catching up worldwide, the age-average illiteracy rate of women remains a constant 64 per cent.

→ Despite increased **employment**, women do not receive anywhere near the same access to economic resources as men. Women still bear up to 80 per cent of responsibility for unpaid housework and care work, but only between ten and 20 landowners out of 100 are female. A further reason that gender hierarchies persist so stubbornly is the lack of voice and **decision-making power** on all levels: in households, in communities and in national politics, poor and indigenous women in particular are excluded de facto from political decision-making processes. The average proportion of women in parliaments—because of quota systems in many countries—has grown to around 20 per cent. Hence the global community is still a long way off the target of a critical mass of at least 30 per cent of female representatives which would actually enable them to influence decisions.

→ Discrimination against women and girls has particularly grave repercussions in the field of **health**: the extremely high mortality rate in certain regions is caused not only by a lack of access to healthcare during pregnancy and childbirth, but most of all by the global rise in often fatal **violence**, including sexual violence. This affects girls and women particularly in domestic contexts but also while fleeing or migrating as well as those living in countries and societies affected by violent conflicts. The massive violations of fundamental women's rights show that in many countries equitable, unobstructed access to rights and opportunities and to a voice and participation in social transformation is still more of a promise than an exercised right.

In view of these global trends and the consequent need for action, German development policy endeavours to strengthen women's rights particularly in the following fields:

<sup>5</sup> United Nations (2013): Millennium Development Goals. 2013 Report, New York, pp. 18ff.

## 2.1 THEMATIC FIELDS OF GERMAN DEVELOPMENT POLICY FOR STRENGTHENING WOMEN'S RIGHTS

### POVERTY REDUCTION

In all thematic fields of development cooperation, poverty reduction is a core task. All of Germany's pro-poor development programmes take account of the structural link between poverty and gender inequality, because poverty is not gender neutral.

### WOMEN'S ACCESS TO JUSTICE, POLITICAL PARTICIPATION, VOICE, LEADERSHIP

An equitable say for women and men in decisions relevant to them is a fundamental human right and a precondition for responsible, democratic governance. In order to reinforce an equal say for women on all levels, institutional settings and democratic procedures must be improved.

### RURAL DEVELOPMENT, AGRICULTURE AND FOOD SECURITY

Women and girls assume a key role in small-scale agriculture, in food production, in food security and in the sustainable management of resources. It is our policy to strengthen the rights of women and girls in rural development and food security and to facilitate equitable access to means of production and financial services.

### VIOLENCE AGAINST WOMEN AND GIRLS

Violence against women and girls is a violation of human rights and a global problem that is associated with high costs—both social and economic—for society.<sup>6</sup> It is both a cause of poverty and an aggravating factor. In patriarchal societies it is based on a deep-rooted denigration of the female gender which can

only be overcome through strategic initiatives and interventions on all levels of society.

### ARMED CONFLICTS AND PEACE BUILDING

Women and girls are affected especially severely by conflicts. Violence against women and girls, particularly sexual violence, is used in many conflicts as a deliberate means of warfare. As refugees, too, it is particularly women and girls who become victims of violence. At the same time they are denied participation in political processes for conflict prevention and the settlement of conflicts. In implementation of UN Security Council Resolution 1325 and subsequent resolutions, in future the BMZ will continue to provide aid, protection and reintegration measures specifically to address gender issues.

### EDUCATION

Education is one of the main preconditions for personal and political, economic and legal empowerment. Girls' school enrolment rates have risen dramatically in the past decade, yet in many countries girls are still denied the right to education. Two thirds of illiterate adults in the world are women. German development cooperation endeavours to ensure high quality education and vocational training and the dismantling of structural barriers for girls and women.

### EMPLOYMENT AND ECONOMIC EMPOWERMENT

Equitable participation of women in economic and working life contributes to the sustainable development of a country. Economic policy programmes in all regions have shown that enabling equal opportunities for women to participate in economic life generates a payoff for the whole of society—gender equality as smart economics. The legal and social hurdles which constrain women's economic participation must be eliminated.

<sup>6</sup> A study by GIZ and the Peruvian University USMP, Lima, calculated what it cost companies when female employees were subjected to violence by their partners (2013: Violence against women and its financial consequences for businesses in Peru, Eschborn).

### **HEALTH, INCLUDING SEXUAL AND REPRODUCTIVE HEALTH AND RIGHTS (SRHR)**

Health is a fundamental precondition for sustainable development. Sexual and reproductive health and rights (SRHR) are elementary for equal opportunities and social participation of women and girls throughout all phases of their lives. The BMZ will continue to promote unrestricted access to self-determined family planning measures for women and their partners and to support skilled care during pregnancy and childbirth.

### **CLIMATE CHANGE, DISASTER RISK MANAGEMENT AND SUSTAINABLE DEVELOPMENT**

When environmental degradation and climate change lead to a scarcity of natural resources like water and land, women are forced to spend more time on securing the basic needs for their families' survival, not just in rural but also in urban areas.

Their adaptive capacity is limited by the substantial, socio-culturally conditioned constraints on their agency. As a result, women are considerably more vulnerable to the impacts of climate change, disasters and environmental degradation, and the survival of their families is jeopardised. The BMZ therefore endeavours to bring about gender-responsive climate, environmental and development policy.

These priority fields of action will be fleshed out further in a BMZ **development policy action plan on gender**. The action plan represents the instrument for the implementation of the gender equality strategy. It sets out the main focuses and concrete measures with which German development cooperation will implement the three-pronged approach of political dialogue, empowerment and gender mainstreaming in future through political governance as well as through specific development measures.

## 3. Instruments and strategies for gender mainstreaming in development cooperation

### 3.1 POLICY INSTRUMENT OF DEVELOPMENT POLICY DIALOGUE

Within this three-pronged gender approach, political dialogue is an element of particular significance. In future the BMZ will step up its emphasis on the gender perspective—such as the safeguarding and strengthening of women’s rights—in bilateral government negotiations and consultations and in sectoral dialogue, referring to the principles of the Paris Declaration and the subsequent agreements on the effectiveness of development cooperation. In addition to the basic principles of human rights and particularly the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and the Convention on the Rights of the Child (CRC), with additional protocols and recommendations of the country’s own committees on gender-relevant themes, other important reference documents for negotiations are the regional conventions and the position papers of the cooperation countries, e.g. the AU Solemn Declaration on Gender Equality in Africa. Although not always binding in international law, often they spell out a progressive attitude regarding gender issues and human rights-based positions.<sup>7</sup>

At international level the BMZ is represented on relevant bodies and will communicate its gender-policy strategies and positions in these institutions and in joint donor policy dialogue. The most important institution of multilateral cooperation in the field of gender is UN Women. UN Women has the unique mandate to work both normatively and operatively

in the field of gender equality. The organisation advises member states, implements programmes, and is assigned with embedding gender equality as a horizontal theme in the organisations of the United Nations.

In its meetings with the multilateral organisations the BMZ will urge its representatives to support the United Nations’ gender-relevant funds and programmes, particularly UN Women, with dependable contributions. Within the framework of the G20 Global Partnership for Financial Inclusion (GPFI) the BMZ endeavours in diverse ways to improve access to a broad range of financial services (from savings facilities to insurance policies) for women in general and women entrepreneurs in particular.<sup>8</sup> In the context of international trade agreements the BMZ argues for greater prominence to be given to human rights and gender equity, not least for the sake of policy coherence. Successful bilateral measures to improve marketing in small-scale agriculture, for example, must not be put at risk by EU agricultural subsidies.

### 3.2 STRATEGY PAPERS

#### BMZ COUNTRY AND SECTOR STRATEGIES

Country strategies are the principal management instrument and the basis for medium-term, direct cooperation with a cooperation country. Gender analyses should be taken into account in future when drawing up country strategies and setting the emphasis of the cooperation portfolio. Gender-differentiated goals, indicators and schedules will be defined in the focal areas.

<sup>7</sup> In the Third Strategic Plan of the Commission of the African Union, “Gender equality and women and youth employment” (2013) is selected as one of six strategically important areas (African Union Commission’s Strategic Plan 2014–2017). Likewise the outcome document of the Regional Consultations in Africa (UNECA) for the 68th UN General Assembly in 2013 underscores the central importance of gender equality and the empowerment of women. Another example of a regional reference document is the outcome document of the first regional ICPD review conference in Montevideo (2013; [www.unfpa.org](http://www.unfpa.org)).

<sup>8</sup> In 2013 the online platform “Women’s Finance Hub” was set up in order to gather and disseminate specific knowledge and experience, and thus to close the current financing gap affecting enterprises headed by women (<http://smefinanceforum.org/322200/womens-hub>).

Gender equality has also been incorporated into many sector policies and strategy papers. There are good examples which show that on the strength of institutional knowledge it is even possible to integrate a gender perspective into highly aggregated themes which are negotiated on the macro level of society. At the same time, the reality of gender relations has become markedly more complex, which calls for regular reviews of the relevance and effectiveness of the intended measures to ensure that they not only meet practical needs in the short term but also contribute to the targeted elimination of multiple discrimination and structural gender inequalities. This type of review needs to be evidence-based.

Through its support for UN Women, the BMZ also advocates appropriate consideration of gender equality in the joint country strategies of the development policy organisations of the United Nations, such as the United Nations Population Fund (UNFPA) or the United Nations Development Programme (UNDP).

### **STRATEGY PAPERS OF PARTNER COUNTRIES**

Cross-sectoral strategy papers of the cooperation countries are important instruments of planning and governance. Over the years they have taken on greater significance for bi- and multilateral cooperation. Apart from national development strategies, the most important policy papers are national policies on gender equality and on eliminating gender-based violence. Within the framework of policy advice on future strategy papers, reference should be made to meaningful gender analyses that are based on the evaluation of sex-disaggregated data. Experience shows that gender issues attract heightened attention particularly in the social sectors (education and health). Too little relevance is attached to them as yet in other key areas, however, especially agriculture, the environment, business,

commerce, transport and urban development. In this regard, continuing efforts on the part of all actors are necessary to bring about comprehensive gender mainstreaming.

## **3.3 INSTRUMENTS FOR INTEGRATING THE GENDER APPROACH IN PROGRAMME AND PROJECT DESIGN**

### **GENDER ANALYSIS**

Gender analyses are the foundation for situationally appropriate, equitable participation of women and men in development processes. Making them obligatory for all opens up options for identifying specific problems, visions and potentials of women and men, for aligning development policy measures accordingly and designing them gender-responsively. Gender analyses supply important information for the gender-responsive design of development policy programmes. Early on at the planning stage they make it possible to state how the measure can contribute to fostering equality. Essential fields for monitoring are the analysis of gender needs and interests with regard to the gender-specific division of labour and workload, access rights and property rights in material and non-material resources, and women's and men's responsibilities and opportunities to articulate their interests publicly and to influence policy-making processes.<sup>9</sup> Gender analyses formulate recommendations for the integration of gender into the target systems and methodological approaches of programmes and projects. Hence they constitute an important basis for assigning the G-marker.

<sup>9</sup> Gender analysis is not a standardised method with firmly defined uses. Rather, it reveals how a gender dimension can be included in all standard instruments of project management throughout the project cycle.

## KNOWLEDGE YIELDED BY A GENDER ANALYSIS: WHAT ARE GENDER INTERESTS?

Women and men each pursue different specific gender interests. A distinction is made between **practical needs** and **strategic interests**. The former are aimed at directly improving living conditions and safeguarding livelihoods (access to clean water, income, and seed); existing male and female role and power constellations are not called into question. In contrast, strategic interests are concerned with medium or long-term structural changes in gender relations by achieving property rights, freedom from violence and a voice in decision-making for women. This brings about parallel improvements for the whole of society.

Ascertaining gender needs and interests is a central task of gender analysis. In reality, these are not such clear-cut categories and—depending on the parameter in question—both are of equal importance. For example, if women from the *barrios populares* of a Latin American city want to attend a training course on environmental protection, childcare must be provided. On the other hand, an inventory of the needs and interests of female small-scale farmers in southern Africa showed that free access to seed banks and the resulting exchange of seed is what makes them more independent from husbands and suppliers, but also from burdensome loans. Thus a resource that underpins their livelihood becomes one that increases their scope for action.

### GENDER POLICY MARKERS

The cross-sectoral gender policy marker (G-marker) was introduced in 1997 by the OECD DAC in order to ensure comparability among its member countries' public development measures and to improve coordination. Since the year 2000, the use of the gender policy marker has been obligatory within German development cooperation. The G-marker provides information on the degree to which the project pursues the aim of promoting gender equality and eliminating disparities between women and men. Within the German system the gender marker is understood as a statistical recording variable which serves the purpose of quality assurance on the one hand and provides important information for political governance on the other. Thus the results of the statistical evaluation may show a decline in support for programmes and projects explicitly intended to strengthen women's rights offset by an increase in measures with a gender mainstreaming approach,

or indeed a decline in both approaches. The goal in future, as now, is to agree G-2 projects with the BMZ cooperation countries and to put them into practice jointly with the BMZ's implementing agencies.

### CHALLENGE FOR THE FUTURE: THE GENDER MARKERS WITHIN THE THREE-PRONGED APPROACH

Analogous statistical markers for programme-oriented joint financing and cooperative measures (e.g. budget assistance, basket funding and trust funds) remain to be developed within the OECD DAC framework.

In some other policy instruments of German development cooperation, only limited use can be made of the gender policy marker. The political dialogue pursued by the BMZ in harmony with the EU to raise the profile of gender issues in cooperation countries should likewise be recorded systematically.

## MEASURE-RELATED VARIANTS OF THE GENDER POLICY MARKER

- **G-2:** Gender equality—as a module goal taking account of the programme goal of the development cooperation—is the **principal objective** of the development cooperation measure, i.e. decisive for its implementation. Men and boys can also be the target group of a G-2 measure.
- **G-1:** Gender equality is a **significant objective**, i.e. an important goal associated with an indicator but not definitive for the implementation of the development cooperation measure.
- **G-0:** The development cooperation measure is not geared towards gender equality; equality is neither a principal nor a significant objective (**not targeted to the policy objective**). But classifying a measure as G-0 does not remove the responsibility for discussing with partners how positive impacts on gender equality might nevertheless be realised at reasonable cost or specific steps taken to avoid negative results.

For all classifications, an obligatory gender analysis is to be carried out as part of the preparatory measures (cf. BMZ guideline on “Gender equality” of 18 August 2010).

### HUMAN RIGHTS STANDARDS AND PRINCIPLES

The BMZ Guidelines on Incorporating Human Rights Standards and Principles, Including Gender, in Programme Proposals for Bilateral German Technical and Financial Cooperation (2013) call for bilateral development projects to be designed gender-responsively. They give concrete guidance on how to assess programmes for relevant human rights results and risks. In this way, negative impacts on human rights—including women’s rights—should be avoided and gender equality specifically promoted. The governmental implementing agencies adapt their internal procedures to the requirements of the guidelines and retrain staff accordingly. The human rights due diligence requirements set out in these guidelines are also the basis for reports, evaluations and complaints procedures on the theme.

### GENDER-RESPONSIVE PROJECT PLANNING AND STEERING

Gender-responsive project planning and steering is the precondition for the optimal coordination of a development policy measure towards gender-specific needs and interests. Project planning builds on the results of the gender analysis. It comprises the development of the methodological approach and the system of targets, part of which involves defining objective, strategic and activities plans that are gender-responsive. The formulation of gender-responsive (results) indicators and the establishment of a gender-responsive monitoring system make it easier to review the attainment of the envisaged goals. Further elements of gender-responsive project planning and steering are the gender-responsive budget and resources chart and a gender-responsive human resources policy. Equitable participation and an equitable voice for women and men in design and decision-making processes and in planning

and steering bodies are further principles to be respected.

### GENDER TRAINING

Gender training is an important instrument in the process of gender mainstreaming. Its purpose is to facilitate sensitisation and the acquisition of gender know-how about different lifeworlds and the prevailing values and role allocations in a specific sector, culture or country. In recent years, the international donor community and many cooperation countries have had very positive experiences of conducting gender training in conjunction with the participatory and gender-responsive production of national development strategies. Likewise, within the BMZ and its implementing agencies, major efforts have been made to build up inter-institutional gender expertise by means of further training in the cooperation countries and also within their own institutions, and important progress towards professionalising the management of the gender approach has been achieved. These measures specifically aimed at establishing and expanding existing gender expertise and institutionally embedding gender competence are being continued by German development cooperation.

### 3.4 MONITORING AND EVALUATION

In order to be able to record impacts on gender equality and learn from experience, a gender-responsive, age-differentiated, results-oriented form of monitoring is necessary. This applies not only for the measures implemented by the BMZ and its implementing agencies but also for the policy instruments of development cooperation and those of its cooperation countries. The policy guidelines on gender are also scrutinised on a regular basis: the equality strategy and its implementation instrument, the BMZ development policy action plan on gender.

### GENDER-SPECIFIC DATA AND INDICATORS

Sex-disaggregated data is highly important when initially taking stock of situations prior to instituting measures, in order to include the various factors which justify any gender imbalance.

But a comparable and reliable data basis is also significant so that progress towards the goal of equality can be recorded. The requirement to collect, gather and evaluate gender-disaggregated data in all policy areas, in all fields of action and on all levels of responsibility (1995) is already enshrined in the Beijing Platform for Action. Since 2008 the data for monitoring the MDGs has been recorded disaggregated by sex. In the outcome document of the Fourth High Level Forum on Aid Effectiveness in Busan (2011), the donor community reiterated that it would intensify and speed up its efforts in order to have high quality data with which to review the results of gender-oriented measures and the associated political decisions.<sup>10</sup>

Supported by the OECD DAC GenderNet, in which the BMZ is also a participant, the OECD has developed comprehensive statistical instruments and indicators for gender-responsive recording and monitoring of global parameters and local living conditions.<sup>11</sup> The BMZ supports these and other efforts, in particular the UN-wide action plan developed by UN Women, which sets out to document the gender-relevant progress made in the UN system and in the member countries<sup>12</sup> and the joint

<sup>10</sup> Busan Partnership Agreement, § 20, p. 5 (<http://www.oecd.org/dac/effectiveness/49650173.pdf>).

<sup>11</sup> EA list of the most important innovations—from the gender data portal via the Social Institutions and Gender Index (SIGI) and an overview of financial literacy to an interactive global gender website (Wikigender)—is found in: OECD and Post-2015 Reflections (2013).

<sup>12</sup> System-wide Action Plan (UN-SWAP) on gender equality and women's empowerment. Cf. <http://www.unwomen.org/en/news/stories/2012/4/un-women-welcomes-a-landmark-action-plan-to-measure-gender-equality-across-the-un-system>



endeavours of the EU and UN Women to enhance the development of an indicator system on eliminating violence against women.<sup>13</sup> In response to the recommendations of the UN Special Rapporteur on violence against women, the BMZ will also engage in partner dialogue for improved monitoring of anti-violence measures and prevention measures, and will support its cooperation countries accordingly in building up monitoring capacities.<sup>14</sup>

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<sup>13</sup> Cf. the UN data portal: <http://sgdatabase.unwomen.org/home.action>; the UN Women website: <http://www.un.org/womenwatch/daw/vaw/index.htm> as well as EIGE (European Institute for Gender Equality): <http://eige.europa.eu/content/indicators-to-measure-violence-against-women>.

<sup>14</sup> United Nations General Assembly (2012): Report of the Special Rapporteur on violence against women, its causes and consequences, by Rashida Manjoo. New York, May 2012.

## 4. Requirements for gender-responsive development financing

Gender-responsive development calls for gender-responsive financing. Yet not just in low-income countries but among the international donor community as well, there is a yawning divide between political aspirations and the practice of resource allocation for women's rights and gender equality.

With the overarching objective of promoting development that is sustainable, gender-responsive and oriented to human needs, from a gender perspective three levers can be operated in order to promote gender equity: (1) the mobilisation of domestic resources in the cooperation countries themselves, (2) the mobilisation of international resources, and (3) systemic approaches and a coherent policy. The BMZ understands development-policy coherence from a gender-policy viewpoint as the concerted direction of all policies towards achieving the objective of gender equality and the realisation of women's rights.<sup>15</sup>

### 4.1 MOBILISING DOMESTIC RESOURCES THROUGH GENDER-RESPONSIVE FINANCIAL MANAGEMENT

Public sector financing is the most important source for gender-equitable development in the country. Gender interests can be brought to bear upon public budgetary policy by making use of the instrument of gender-responsive budgeting. Gender-responsive budgeting approaches are based on transparent gender analyses of revenues and expenditures: who contributes to the public budget and how? What are the impacts of expenditures from public budgets on the living conditions of citizens of all ages? Which measures are being undertaken to eliminate gender discrimination and disadvantage and to balance out different potentials, obligations and contributions

to public welfare, e.g. recognising parenting periods in public pension systems? Different interests and needs and the necessary public investments to promote gender-responsive and balanced development financing can best be taken into consideration by transferring these into the medium-term expenditure frameworks of national development plans.

### 4.2 MOBILISING INTERNATIONAL RESOURCES

#### BILATERAL AND MULTILATERAL ASSISTANCE

Even if ODA funds now only make up a small share of North-South transfer compared to private capital and foreign currency flows, they remain of great importance for households as a lever for gender equality in poor countries. Based on use of the gender policy markers, OECD DAC countries, including Germany, can keep track of gender-specific funding measures and steer them purposefully. Given that gender-relevant programmes only amount to a little more than one fifth of the annual total volume of bilateral ODA from 24 DAC members, the financing gap is clear.<sup>16</sup> Around 60 per cent of these funds are invested in governance, education and health projects. In contrast, gender issues in the sectors of infrastructure, finance and the environment barely receive support. DAC members also commit strikingly low levels of investment to agriculture and to sexual and reproductive health, a pivotal field of action for women's rights. At bilateral and multilateral level the BMZ will argue for reduction of the financing gap coupled with the funding of a wider range of sectors.

<sup>15</sup> Cf. Ashoff, Guido (2005): Enhancing Policy Coherence for Development: Justification, Recognition and Approaches to Achievement. Study, DIE, Bonn, p. 1.

<sup>16</sup> OECD/DAC 2012, p. 2.

## JOINT FINANCING AND NEW AID ARCHITECTURE

With reference to the Paris Declaration on Aid Effectiveness (2005), the participating countries have unmistakably spoken out in the Accra Agenda for Action (2008) and in the Busan Partnership Agreement (2011) in favour of improving development policy effectiveness in alignment with international conventions on human rights, decent work, gender equality and a sustainable economy. The outcome document of the High Level Forum in Busan (2011) includes the commitment to use public expenditure appropriately and purposefully for the benefit of men and women alike. Consequently it will be necessary to review the growing emphasis of financing modalities on programme-oriented joint financing, including budgetary aid, to ascertain whether sufficient resources are flowing into programmes for gender equity and whether the financing is sufficiently gender-responsive. The BMZ therefore actively supports the new initiatives of national and multilateral institutions which help to enhance the transparency of public sector investments committed to the goal of equality.<sup>17</sup>

### 4.3 SYSTEMIC APPROACHES AND POLICY COHERENCE

#### MULTILATERAL SUPPORT

Effective and gender-responsive multilateral organisations are indispensable for the strengthening of women's rights and the elimination of gender inequalities. A significant rise is therefore necessary not only in the gender-specific ODA but also in the multilateral contributions of UN members to further the cause of equality. Germany has supported the payment of fixed core contributions and has also

provided earmarked contributions, e.g. to the Fund for Gender Equality or the UN Women Trust Fund to End Violence Against Women.<sup>18</sup> Within the UN and the EU and when addressing the international financial institutions (IFIs) it will call for a more emphatic alignment of their policies and measures towards the promotion of gender equality, and for higher and more predictable funding, particularly for organisations fighting for equality and women's rights, namely UN Women, UNFPA and UNDP. The BMZ also advocates greater attention to gender in the World Bank's Safeguards Review.

#### GLOBAL TRADE

International trade agreements have substantial impacts, not only on countries but also on private households in developing countries. At the same time there are slender means of exerting influence on the main macroeconomic actors in this field—multilateral organisations, individual countries and the private sector—to honour their commitments to human rights. All too often the existing legal norms and binding multilateral regulatory frameworks are drafted and applied without due attention to human rights and gender equality. Based on its human rights and equality policy, the BMZ will endeavour to ensure that social, environmental and human rights standards are systematically incorporated in international trade agreements, both before they are concluded and in the course of their implementation. Only in this way can global trade flows be made more equitable.

#### CIVIL SOCIETY

Independent women's organisations have long been fighting for deep-seated disparities and the unequal life chances of girls and women to be recognised as a human rights violation and eliminated. Similarly

<sup>17</sup> <http://www.unwomen.org/en/what-we-do/governance-and-national-planning/tracking-investments>

<sup>18</sup> Cf. also the "Guiding principles for multilateral development policy", BMZ Strategy Paper 07/2013, p.7.

human rights organisations with a broader mandate, organisations in the field of “good governance” and trade unions are working purposefully on behalf of women, e.g. campaigning for equal pay. International aid organisations provide direct survival assistance or make extensive services available which both support empowerment processes of vulnerable groups and have a long-term positive influence on gender relations. Their international advocacy work is suffering due to the decline in ODA.<sup>19</sup>

The BMZ is conscious of its political responsibility for continuing to support women’s rights work by international civil society and to protect male and female human rights defenders. For German development policy, effective work by independent civil society actors on all levels of action is indispensable for forward-looking, innovative women’s rights and equality policy, and as such needs to be promoted with even greater vigour in future.

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<sup>19</sup> Arutyunova, Angelika / Clark, Cindy (2013): Watering the leaves, starving the roots. AWID (ed.), Toronto/Mexico D.F./Cape

## 5. The gender approach in development policy—overview and outlook

### 5.1 REQUIREMENTS

Implementation of the equality strategy—with due regard to specific regional and sectoral conditions—is informed by the following principle:

#### Gender differentiation as a quality criterion

- A gender-responsive perspective is a quality criterion throughout German official development cooperation, i.e. including its input to international regulatory frameworks and settings and its development-policy education work in Germany.
- Equitable participation of women and men in development processes is a **mainstreaming task** that is binding upon everyone and is to be respected in all projects and programmes of German development cooperation, from political dialogue to practical implementation in Germany's cooperation countries.
- Women and men should exert influence on the shaping of development cooperation measures and draw corresponding benefits from them equitably. Potential disadvantages and risks are to be offset by means of compensatory measures. In order to reduce existing gender disparities and widespread gender disadvantage and discrimination, measures are also important which are aimed **specifically at strengthening women's rights** or at the primary goal of equality of women and men.
- Attention must be paid to **gender roles** on the macro level (political dialogue, policy advice) and on the meso and micro levels (programmes and projects).

- The efforts of development cooperation to bring about parity between women and men build on (existing) initiatives in politics and society in the cooperation countries (**ownership and alignment**) and help to reinforce them.

### 5.2 PRECONDITIONS

Certain preconditions need to be met in order to implement the gender equality strategy, not only in the cooperation countries but also within our own organisation. For the BMZ these are:

#### POLITICAL WILL

The goal of both promoting gender equality and strengthening women's rights as well as gender mainstreaming are a mandate for all management and working levels and acknowledged as a binding, horizontal objective.

#### POLICY AND ORGANISATIONAL CULTURE

Gender mainstreaming is embedded in the political and institutional frameworks and the structures of all organisations of German development cooperation. Within the BMZ and in its implementing agencies, equal opportunities policy is tracked and reviewed by an equal opportunities officer with reference to an equal opportunities plan. Target agreement systems are an important instrument.

#### ACCOUNTABILITY, TRANSPARENCY AND COMPLAINTS PROCEDURES

These are important issues for German development policy. In order to be able to measure gender equality results and learn from experience, a gender-sensitive, results-oriented and transparent monitoring system is necessary in all thematic areas and fields of action.

## GENDER COMPETENCE AND KNOWLEDGE MANAGEMENT

Gender expertise is required in order to ensure high programme quality and to realise the institutionalisation of gender-equitable policies and organisational processes in the long term. The high-level sectoral and cross-sectoral gender competence (willingness–knowledge–capability) of the actors involved in German development policy is characterised by skills, qualifications, in-service training and, not least, personal commitment. These are deliberately reinforced in the BMZ and its implementing agencies.

### 5.3 CHALLENGES

#### WOMEN'S RIGHTS AND SOCIOCULTURAL DISCRIMINATION

An extended gender approach which takes account of the interdependence of multiple patterns of discrimination in societies must give due regard to both genders' socioculturally justified rights, obligations and scope for action when it comes to planning and implementing projects and programmes. The experience of gender roles as dynamic and changeable shows that the unequal situation of women and men is also dependent upon other social factors. Changes are possible and necessary, but can only be brought about one step at a time. Discrimination is not rooted solely in traditional values and norms, however. In some cases the process of modernisation has also forced women into the background and robbed them of time-honoured traditional rights. Furthermore, sociocultural role expectations and behaviour based on them can change over the course of the lifespan.

A differentiated analysis and a culturally-sensitive approach along with partner-orientation and partner ownership are important reference values of German

development policy; nevertheless, sociocultural and traditional factors must not be allowed to justify disregard for women's rights. The foundation and reference framework of the BMZ's political action consists primarily of international treaties that recognise **women's rights as universal human rights**. Therefore these stand above cultural, religious or historical justifications of misogynistic attitudes and practices, such as female genital mutilation, and all the legitimisation models for gender inequality.

#### GENDER AND GLOBAL MIGRATION

In many cases the rise in **migration by women**, which can also mean leaving their families behind, calls into question the realities of past gender relations in the cooperation countries. Whereas in the past migrants were predominantly young and well-qualified men, the proportion of women has now reached almost 50 per cent. This results not just from natural disasters, conflict or poverty but also from the stronger position of women, which opens up prospects for them to engage in (labour) migration and to support their families financially. The increased settlement of female migrants in urban areas creates opportunities in healthcare, education and employment, which should be encouraged. Women's greater participation in migration flows also harbours many risks, however. Women in transit, in border areas or in flight are often passing through a lawless zone and are far more vulnerable than men to violence and other **human rights violations**, particularly in connection with human trafficking, organised crime and forced migration. Sound comparative analyses are called for in this area, in order to find multisectoral answers to the associated potentials, challenges and problems.

#### INVOLVING MEN AND ADDRESSING GENDER STEREOTYPES

Men as opinion leaders and decision-makers are of crucial importance in creating but also changing

gender norms and values which define the interrelationships between the sexes and their roles in a particular culture and society. They dominate hierarchical power relations and gender structures (e.g. men inherit land and sit on boards of directors—women are held back by family and inheritance law and the glass ceiling). To overcome often deeply rooted stereotypes of masculinity/femininity and the associated gender discrimination and disadvantages is a task for both genders, and calls for targeted measures and active engagement and interaction by men and women. An important strategic role in this process is ascribed to men and boys as **change agents**.

#### **GENDER RHETORIC AND POLITICAL PRACTICE**

When programmes are designed which address development policy goals outside the social sector or at a higher level, gender-policy ambitions can be affected by a phenomenon known as policy evaporation. For example, sex-disaggregated data collected at local level which provides important information about gender interests is very frequently not utilised at all for development policy strategy papers at higher level (national or international). The fact that losses of this kind occur in transmission between the often gender-responsive development-policy practice at grassroots level and the formulation of high-level policy instruments calls for permanent quality assurance so as to integrate a gender perspective at all levels of political campaigns and negotiations.

Furthermore, the language belonging to the gender approach is used in many cases to pursue the former support approach, addressing women as the target group (targeting instead of mainstreaming). De facto discrimination against women and girls is still widespread and does indeed call for women's rights to be strengthened, addressing women as a specific target group. However, the gender approach goes far beyond that, as this strategy shows.

#### **GENDER YIELDS RETURNS BUT NEEDS INVESTMENT**

The demanding nature of a complex issue area calls for multifaceted gender expertise. To enable this to be maintained for development policy programmes and strategies and further developed in line with the increasing requirements upon German development cooperation policy, it is necessary to invest time and financial resources—in our own in-house experts but also in programmes and projects.

#### **5.4 PERSPECTIVES**

German development policy is committed to the international conventions which safeguard gender equality and the respect, protection and fulfilment of universal women's rights. With a broader three-pronged gender approach that also aims to overcome multiple forms of discrimination, the BMZ is extending its range of instruments. The objective is to secure a commitment to human rights from all development policy actors so that gender inequality can be fought and overcome on a lasting basis.

A globally oriented development policy that articulates a strong goal for gender equality and strengthening women's rights calls for innovative approaches and new forms of cooperation. In future, international women's rights organisations and civil society networks and social movements in the cooperation countries and in Germany will be involved in shaping this as important strategic partners.

Within the long-standing cooperation with the private sector and academia, the BMZ will step up efforts towards a gender-responsive orientation of measures in all sectors. German development policy will ensure that such cooperation continues to be brought to bear effectively so as to overcome gender inequality in the implementation of the post-2015 global framework.

# Abbreviations

**BMZ**

Bundesministerium für Zusammenarbeit und Entwicklung (German Federal Ministry for Economic Cooperation and Development)

**DAC**

Development Assistance Committee

**CEDAW**

Convention for the Elimination of all Forms of Discrimination against Women

**CRC**

Convention on the Rights of the Child

**EU**

European Union

**FGM**

Female Genital Mutilation

**GIZ**

Deutsche Gesellschaft für Internationale Zusammenarbeit

**G-marker**

Policy marker for gender equality

**HIV/AIDS**

Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome

**ICPD**

International Conference on Population and Development

**IFIs**

International Financial Institutions

**KfW**

Kreditanstalt für Wiederaufbau (Germany's state-owned development bank)

**LGBTI**

Lesbian, gay, bi- trans- and intersexual

**MDG**

Millennium Development Goal

**ODA**

Official Development Assistance

**OECD**

Organisation for Economic Co-operation and Development

**SRHR**

Sexual and reproductive health and rights

**UN**

United Nations

**UNDP**

United Nations Development Programme

**UNECA**

United Nations Economic Commission for Africa

**UNFPA**

United Nations Population Fund

**UN Women**

United Nations Entity for Gender Equality and the Empowerment of Women



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# Overview of UN Conventions and gender policy outcomes of international conferences and initiatives

<b>1948: Universal Declaration of Human Rights (New York)</b>	Adoption of universal human rights to which “everyone is entitled ... without distinction of any kind, such as race, colour, sex, language, religion, political or other opinion, national or social origin” (Art. 2/1)
<b>1979: Antidiscrimination Convention, CEDAW (New York)</b>	The United Nations Convention for the Elimination of All Forms of Discrimination against Women (CEDAW) contains the prohibition of every form of discrimination against women; it is a legally binding basis on the international and the national level for the realisation of equality between men and women.
<b>1992: UN Conference on Environment and Development (Rio de Janeiro)</b>	WEDO (Women, Environment & Development Organisation) succeeds in embedding the “vital role” of women in production and reproduction in the outcome document (Agenda 21); demands for equal opportunities and access to natural resources (Chapter 24)
<b>1993: UN Human Rights Conference (Vienna)</b>	Effective lobbying led by the Center for Women’s Global Leadership for the recognition of sexual violence against women as a violation of human rights. Public awareness raised of everyday domestic violence against women and girls; UN Special Rapporteur appointed (from 1994). Definition of women’s and girls’ human rights as an inalienable, integral and indivisible component of universal human rights.
<b>1994: Convention of Bélem do Pará</b>	Inter-American Convention on the Prevention, Punishment and Eradication of Violence against Women of the OAS
<b>1994: UN Conference on Population and Development (Cairo)</b>	Key concepts for gender policy: governments are obliged to invest worldwide in “sex education” and “reproductive health” (free choice about the number of children to have, free access to contraception, protection against sexually transmitted diseases like HIV/AIDS etc.)

<b>1995: UN World Summit for Social Development (Copenhagen)</b>	Anchored a broad understanding of human rights which incorporates economic, social and cultural rights and strengthens women's rights as an integral component of human rights; comprehensive package of measures addressing women's issues (recognition of unpaid subsistence work) and women's poverty ("feminisation of poverty") adopted.
<b>1995: Fourth UN World Conference on Women (Beijing)</b>	Recommendations for twelve areas of action (poverty, education, health, violence, armed conflict, the economy, power and decision-making, institutional mechanisms, human rights, the media, the environment, the girl child); confirmed the unrestricted universality of women's rights; smaller elements of progress achieved in embedding inheritance law; anchored the principle of gender mainstreaming.
<b>1996: UN World Food Summit (Rome)</b>	Right to food and sustainable food security closely linked to the full participation of women in productive resources (land, water, loans, technology); women's decision-making power as resource managers should be supported
<b>2000: UN Millennium Declaration and MDGs (New York)</b>	Empowerment of women confirmed; Millennium Goal (MDG 3) to promote gender equality and empower women adopted with three targets.
<b>2000: Resolution 1325 of the UN Security Council (New York)</b>	Women's peace-building role strengthened in post-conflict situations: resolution calls for women's equal participation and full involvement in all efforts for the maintenance and promotion of peace and security; women's rights should be protected particularly in conflict and post-conflict situations.
<b>2003: Maputo Protocol of the African Union (Lomé)</b>	Protocol for the protection of the rights of women in Africa

<b>2005: UN MDG +5 Special Session of the UN General Assembly (New York)</b>	Successful lobbying by Gender Monitoring Group: Elimination of discrimination against women in the final document elevated to central values and principles of the international community; target of “gender equality” is expressly placed in a rights context.
<b>2008: Resolution 1820 of the UN Security Council (New York)</b>	The resolution explains that rapes and other forms of sexualised violence can constitute a war crime or a crime against humanity or an act meeting the legal definition of genocide. Sanctions can be imposed against countries in which sexual violence is inflicted during armed conflicts.
<b>2008: Accra Agenda for Action</b>	The Accra Agenda for Action on Aid Effectiveness emphasises that gender equality needs to be systematically embedded in development policy.
<b>2011: Istanbul Convention of the Council of Europe (Istanbul)</b>	Council of Europe Convention on preventing and combating violence against women and domestic violence
<b>2011: IV. Fourth High-Level Forum on Aid Effectiveness (Busan)</b>	The Busan Outcome Document explicitly emphasises that efforts to achieve gender equality and the empowerment of women must be accelerated (point 20).

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