

Guidance on the development of gender equality and the empowerment of women policies

UN Women Coordination Division

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1.1 Background to the Guidance Note

In April 2012, Chief Executives Board for Coordination (CEB) endorsed a UN System-wide Action Plan (UN-SWAP) for implementation of its Policy on gender equality and the empowerment of women (CEB/2006/2).

The CEB policy commits CEB members to: “accelerating our efforts to advance the agenda for achieving gender equality and the empowerment of women through the practical implementation of the globally agreed commitments....” and to: “providing strong leadership within our organizations to ensure that a gender perspective is reflected in all our organizational practices, policies and programmes.” The policy sets out six key elements for promotion of gender equality and women’s empowerment (GEEW): accountability, results based management, oversight, human and financial resources, capacity, and coherence and coordination.

The UN-SWAP is the implementation tool of the CEB policy, an accountability framework which establishes a common understanding of, and minimum requirements and aspirational guides for, GEEW. This in turn will facilitate an analysis of strengths and weaknesses across the UN system, and identify the resources and capacity needed to build on strengths and fill gaps. All UN entities are expected to report on the UN-SWAP, and to meet its Performance Indicators by 2017, or 2019 for technical entities or entities with less than 500 staff. The UN-SWAP and supporting Technical Notes can be found at: <http://www.unwomen.org/2012/04/un-women-welcomes-a-landmark-action-plan-to-measure-gender-equality-across-the-un-system/>

The UN-SWAP contains 15 Performance Indicators, organised by the six areas of the CEB policy. Accountability for GEEW and full implementation of each entity’s GEEW mandate stems from its GEEW policy, so the first Performance Indicator under the CEB area of accountability covers the GEEW Policy and Plan. In 2013 29 out of 62 UN entities reporting on the UN-SWAP had a GEEW policy in place, and a further 23 entities had plans to develop such a policy.

The minimum requirement for UN entities in relation to GEEW policies is as follows:

- Up to date gender equality and women’s empowerment, including gender mainstreaming and the equal representation of women, policies and plans implemented

“Up-to-date” refers to a policy developed, reauthorized or updated in the last five years. “Implemented” means that the policy must be operational and achieve what it plans to achieve – merely having the policy in place is not sufficient; an implementation plan including accountability for follow-up, timelines, resources and capacity required, should therefore be developed as part of the policy.

The inter-governmental mandates for the development of GEEW policies are clear (see Annex 1), and as the CEB policy includes equal representation of women and gender mainstreaming, both need to be included in the GEEW policy, unless the equal representation of women is covered under another entity policy.

1.2 Purpose and methodology of this guidance

Details on implementing the UN-SWAP Performance Indicators can be found in the UN SWAP Technical Notes at:

<http://www.un.org/womenwatch/ianwge/repository/index.html> This Guidance Note builds on the details in the Technical Notes and provides a step by step guide to developing a GEEW policy.

At any given time three or four UN entities are developing or updating their GEEW policy, and there is currently considerable duplication of effort across the system. This Guidance Note therefore provides information on developing or updating a policy and its accompanying implementation plan, to:

- strengthen the quality of UN GEEW policies;
- save individual entities time and effort by providing guidance based on current good practice; and
- promote coherence and reduce duplication across the UN system through ensuring that GEEW policies align with the UN-SWAP.

This Guidance Note was developed through a review of over 40 entity policies from within and outside the UN, building on guidance notes for the development of policies, and direct experience of developing and evaluating entity policies and action plans.¹

A detailed analysis of 10 pre- and 10 post- UN-SWAP developed GEEW policies was carried out to assess changes in policies, alignment to the UN-SWAP, and to feed into this Guidance Note.² The analysis found that:

- On average, post UN-SWAP policies contain double the number of UN-SWAP Performance Indicators than pre-UN SWAP policies – 5 for the former as opposed to 10 for the latter. This demonstrates that the UN system is working towards a similar set of targets in an increasingly coherent fashion
- Some Performance Indicators are not being systematically included in policies, in particular gender responsive audit and financial resource allocation.

¹ The Guidance Note was developed by Dr. Tony Beck, consultant to UN Women, as part of the UN-SWAP roll-out and implementation process.

² This analysis was carried out by Farwa Zafar, consultant to UN Women.

- GEEW policies should be more fully aligned with entity central strategic planning processes.
- Implementation plans, including timelines and resources required for implementation, need to be strengthened.

The UN-SWAP Help Desk has also provided input into the development of 15 entity policies to date. This Guidance note therefore builds on experience and good practice in the UN system over the last decade.

The Guidance Note is divided into two Sections:

- A recommended process for developing the policy and its implementation plan, with a suggested Terms of Reference for a consultant included as Annex 2.
- A recommended outline for the policy and its implementation plan.

2. The conceptual model behind policies

Our analysis of policy development over the last 15 years demonstrates that the “first generation” of GEEW policies, before about 2005, tended to be relatively vague documents not clearly aligned with entity central planning documents and with weak implementation plans. From about 2005, as more experience was developed, “second generation” policies tended to be more sophisticated and directive. However, the conceptual model driving policies was not always clearly articulated even after 2005. There is an opportunity to clarify the conceptual model directing gender mainstreaming more carefully in the upcoming “third generation” of policies, following the UN-SWAP.

The **conceptual model** that has directed the UN-SWAP involves moving from a reactive approach, where the gender equality department responds to requests from throughout the entity, and is seen as the primary agent for the promotion of GEEW, to a proactive approach of setting minimum performance standards for all entity key functions, and ensuring that all relevant staff are aware of their specific responsibility for promoting GEEW, and have the necessary resources and capacity to do so. In this model, gender equality departments and focal points play a coordinating, catalytic and facilitative role, supporting colleagues with technical support to help them meet agreed minimum performance standards reflected in performance indicators. This is illustrated in Figure 1.



Figure 1: The proactive conceptual model behind the UN SWAP

These three elements – **responsibility, capacity, and resources** – are central to the UN SWAP accountability framework, and should be central to individual entity GEEW policies. The process of developing the policy is therefore key to getting buy in from across your entity, **making sure that all staff are aware that GEEW is their responsibility, and that the policy will help define what they need to achieve and what resources and capacity they need to achieve this.**

As the UN adopts this conceptual model in its GEEW policies, a decision also needs to be made, in particular by funds and programmes and other entities which have technical cooperation programming, as to whether policies should focus mainly on gender mainstreaming, or on both mainstreaming and GEEW development and normative

results. To date UN entities have concentrated greater attention on the former, however there has also been some discussion, for example at the Inter-Agency Network on Women and Gender Equality meetings, on a greater focus on the latter, reflected in some current policies such as the UNDP *Gender Equality Strategy 2014-2017*, UNECE’s *Gender Action Plan 2012-2013*, IFAD’s 2012 *Gender Equality and Women Empowerment Policy*, and UNESCO’s *Priority Gender Equality Action Plan 2014-2021*. The linkages between gender mainstreaming and improved GEEW results has not been adequately tested, but to make convincing arguments for increased investment in mainstreaming policies could in future focus more on causal linkages. This will require including both mainstreaming strategies and GEEW results in policies, as illustrated in Figure 2.

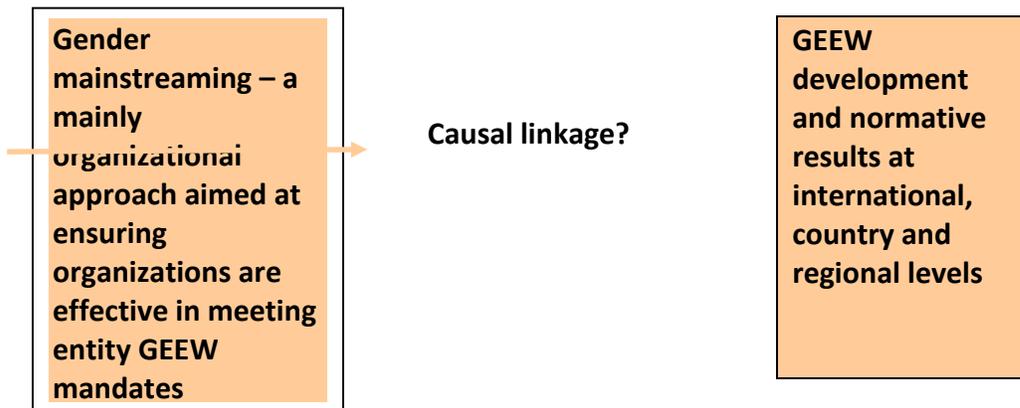


Figure 2: Gender mainstreaming and gender equality and the empowerment of women results

For humanitarian entities, there is an additional conceptual challenge in developing GEEW policies which include GEEW results, which is making the linkages between promoting GEEW during humanitarian crises and development (often known as linking relief, rehabilitation and development or LRRD). This will require a review of documentation on gender and LRRD and additional consultation within the entity as to what can feasibly be achieved during and after humanitarian crises.

The policy development process

Policies are often developed or updated after there has been an entity wide review of GEEW, such as an evaluation or Participatory Gender Audit. The findings of the review will often direct the content of the policy. **GEEW policies therefore offer a strategic moment to direct your entity’s work on GEEW for up to five years or more.** If the policy is being developed from scratch, i.e. there is no previous policy or review, then it may be useful to conduct an analysis of strengths and weaknesses as a starting point, for example through an assessment of staff capacity in GEEW, or through an inter-departmental SWOT analysis with a focus on the main areas of your entity’s work. Another useful alternative would be to conduct a staff survey on current expertise on GEEW, such as that carried out by DPI in 2013, which supports staff buy-in to the policy and establishes a baseline of

entity capacity. The survey carried out by the Department of Public Information (DPI) is highlighted in Box 1.

Box 1: Policy development process: Department of Public Information survey

Before developing a GEEW policy, DPI wanted to know how units promoted GEEW in their core activities (e.g. information products, campaigns, events); and at the organizational level (e.g. staff management, recruitment, internal organization).

DPI thus needed to: take stock of all the initiatives and actions taken and analyse what kind of ideas/projects didn't work and why. The solution was creating an online survey for all managers of DPI units. The survey was welcomed by DPI staff because it would:

- give a full picture of DPI's work in promoting GEEW;
- provide essential information about the challenges units are facing when trying to promote GEEW;
- identify the units that need support to promote GEEW.

Headings and questions for the survey were as follows:

PRODUCTS AND SERVICES FOR YOUR EXTERNAL AUDIENCES - Can you list activities/products/actions by you and your team (section, unit) in the past two years to promote GEEW?

INTERNAL ACTIONS - Please list any activities/projects/actions taken by you within your area of work in the past two years to promote GEEW? (e.g. approval of flexible work arrangements, mobility, discussions on the role of women, networking opportunities, mentoring etc.)

SUCCESS STORY - Can you list successful activities/projects/actions you or your team undertook in the past two years to promote GEEW?

CHALLENGES – Were there any GEEW related activities/projects/actions you/your team proposed that did not work? (please briefly explain reasons challenges/constraints - resources, lack of people, etc.)

PROJECTS AND IDEAS – Please indicate any projects/products/activities you would like to launch in the future if resources were available?

PLANNED ACTIVITIES - What initiatives are you already planning or you could take in the current biennium to promote GEEW that do not require additional resources?

Here are some **key pointers to the process of developing your entity policy**:

- The development of the policy is an opportunity to engage senior managers on what they would like to see the policy achieve, as well as overall staff responsibility for policy implementation.
- Member States and the Executive Board/Governing Council can also be engaged in development of the policy through informal briefings.
- Consult with in-house staff associations and/or unions.
- Allocate a minimum of six months, and, if a consultant is to be hired, about 20 -30 days of work time, for development of the policy (see Annex 2 for a suggested Terms of Reference for a consultant, which can be adapted as needed).
- Form a cross-entity guiding body or Steering Committee with representatives of all the main departments. Use this body strategically – to review the terms of reference and methodology, to comments on drafts, and to disseminate the policy.
- Ensure that the policy is endorsed or adopted by the Governing Body/Executive Council.

The intensive process of consultation involved in developing the UNDP policy is outlined in Box 2.

Box 2: Process of developing the UNDP Gender Equality Strategy 2014-2017

- 15 Member States discussed an annotated outline at the Executive Board informal in September 2013
- Written contributions were received from 10 Member States
- Consultations were held with gender experts and civil society organizations
- Consultation was held with UN Women, UNICEF, and UNFPA
- Additional responses were gathered at the Executive Board Informal in November 2013
- The draft Strategy was shared via Gender Net, evoking 40+ inputs

3. Suggested outline for the gender equality and empowerment of women policy

The policy can start with a Foreword by the head of entity noting the entity's overall commitment to GEEW, and how the policy will ensure that the entity meets its GEEW mandate. Examples can be found in the *FAO Policy on Gender Equality and the Empowerment of Women* and *UNDP's Gender Equality Strategy*.

1. Introduction and background

1.1 Note relevant inter-governmental mandates including the Beijing Platform for Action, the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW), and the ECOSOC (1997/100) [Resolution on Mainstreaming the gender perspective into all policies and programmes in the United Nations system](#). Mandates are included in Annex 3. Note that the central focus of the UN's work on GEEW is on gender equality as a human right.

1.2 Refer to the CEB Policy on gender equality and the empowerment of women and the UN-SWAP, noting that your entity policy will align with the Performance Indicators in the UN-SWAP as part of ensuring UN system coherence and as required by the CEB.

1.3 Refer to any previous GEEW policies and/or action plans.

1.4 Set out the vision for your entity at the end of the policy period, and/or a mission statement or statement of commitments, stemming from inter-governmental mandates and with a focus on the rights to be achieved. See Box 3 below for an example from the UNCDF 2012 *Gender Strategy*.

1.5 Describe the process of developing the policy - this can be a paragraph. It is important that the participatory nature of developing the policy is set out, as this will help with future buy-in.

1.6 Note that the policy includes both gender mainstreaming and the equal representation of women, or that a separate policy covers the equal representation of women. If a focus on development/normative results is to be included note this here, as in the UNCDF 2012 *Gender Strategy* set out in Box 3 below.

1.7 Provide the outline for the rest of the policy.

Box 3: Example of a mission statement: UNCDF Gender Strategy (2012) Statement of Commitments

Gender mainstreaming

UNCDF commits to implement ECOSOC Resolution 1997

UNCDF's Executive Secretary and Deputy Executive Secretary commit to taking leadership on, and being accountable for this gender equality and empowerment of women strategy

UNCDF commits to align itself with the System-wide Action Plan for implementation of the CEB Policy on Gender Equality and the Empowerment of Women

UNCDF commits to allocating adequate resources to gender mainstreaming and to track how gender mainstreaming influences the achievement of results

Gender equality and the empowerment of women results

UNCDF commits to tracking and be accountable for gender-sensitive results

UNCDF commits to advocate for gender equality and the empowerment of women with counterparts at national, regional and international levels

2. Context

2.1 Set out the context for the GEEW policy, that is the inequalities on which your entity plans to work. See Box 4 for an example from FAO.

2.2 Set out why GEEW is important to your entity, and how it will help your entity achieve its overall goals and objective, i.e. make the business case for your entity prioritising GEEW.

2.3 Delineate what GEEW means internally in your entity, that is GEEW is everyone's business, and that the policy will define goals and objectives so everyone is clear about their responsibility and the resources and capacity they will need to promote GEEW adequately.

2.4 Set out any lessons learned from your entity's work to date on GEEW.

Box 4: Inequalities to be addressed by FAO's 2012 Policy on Gender Equality and the Empowerment of Women

Current data indicate that about 45% of the world's population depends on agriculture, forestry, fishing or hunting for their livelihoods and that worldwide, women constitute 43 per cent of the agricultural labor force producing a large portion of the world's food crops.....Everywhere in the world, women face constraints that limit their capacity to contribute to agricultural production and in taking advantage of new opportunities arising from changes shaping the rural economy. They face overt and implicit discrimination in access to key productive resources such as land and services such as credit and extension; they face wage discrimination in rural labor markets; they are also more likely to be in part-time, seasonal and/or low-paying jobs when engaged in rural wage employment; and they often work without remuneration on family farms.

This disproportional disadvantage or "gender gap" exists for many productive assets, inputs and services including land, livestock, labor, education, extension and financial services. It reduces women's productivity and diminishes their contributions to the agriculture sector, and not only affects their wellbeing and that of their families, especially in terms of their food and nutrition security, but also imposes a high cost on the economy through productivity losses. closing the gender gap in agriculture would produce significant gains for society by increasing agricultural productivity, reducing poverty and hunger and promoting economic growth. Enabling women to access productive resources to the same extent as men would increase yields on their

farms by 20–30 percent. This could raise total agricultural output in developing countries by 2.5–4 percent, which could in turn reduce the number of hungry people in the world by 12–17 percent..... Closing this gender gap in agriculture alone could lift 100–150 million people out of hunger.

3. Policy directives and implementation

3.1 GEEW in the strategic planning process. This section of the policy should make it clear how work on GEEW will be integral to your entity’s strategic planning process. All UN entities have a centralized strategic plan which provides overall direction to their programme of work, and the policy should explain how and where GEEW is to be integrated. The minimum requirement in the UN-SWAP Performance Indicator is:

- The central strategic planning document includes at least one specific outcome/expected accomplishment and one specific indicator on gender equality and women’s empowerment

However, this is the minimum requirement, and this does not preclude all outcomes/expected accomplishments reflecting GEEW; in fact, to exceed requirements in the UN-SWAP in this area, there needs to be more than one GEEW outcome/expected accomplishment and indicator.

During strategic planning processes, planners often try and decide if the central strategic planning document should have one or more GEEW outcomes, or GEEW should be integrated into all strategic planning outcomes. There is no one right approach, because each strategic planning process and document is different, and there are advantages and disadvantages to both approaches. These are summarized in Box 5, taken from a 2012 workshop on GEEW and the UNDAF in the occupied Palestinian territory. **The key point to keep in mind is that how and where GEEW is included in the central strategic plan should follow directly from the analysis on gender inequalities that need to be addressed in the introduction to the strategic plan. It is therefore key to have a good gender analysis in the plan introduction to direct attention to GEEW in results statements and indicators.** A definition of gender analysis can be found in the [UN SWAP Technical Notes](#).

Box 5: Integrating GEEW into the strategic planning process

Gender Mainstreaming in all outcomes (no specific outcome on Gender Equality)	
Positive aspects	Negative aspects
<ul style="list-style-type: none"> • Obligatory and necessary because gender issues should be addressed in all outcomes. If done seriously, 	<ul style="list-style-type: none"> • Risks being easily diluted. • Without proper measurement and monitoring, the risk is to have no significant impact.

<p>guarantees everyone’s accountability to Gender Equality.</p> <ul style="list-style-type: none"> • Emphasizes that gender needs to be integrated in all our work, not just in part of it. • Ensures that gender is not dealt with separately and in isolation. • Allows tackling of inequalities and addresses women’s needs in all sectors/outcomes. 	<ul style="list-style-type: none"> • Too generic, risks superficiality and lip service, becomes a box to tick off. • In case of lack of capacity, things may be done incorrectly. • As outcomes are very generic and consist of few words, key issue may get lost.
Specific outcome on Gender Equality	
Positive aspects	Negative aspects
<ul style="list-style-type: none"> • Emphasizes that GEEW is a focus for the work of all UN Agencies. • Joint ownership of and accountability for results. • Reflects clearly that GEEW is a high priority and draws attention to importance of the issue. • Gives clear focus on results and measurement indicators for GEEW. • Ensures that next UNDAF has a clear GEEW dimension. • Ensures that GEEW needs are well considered and budgeted for. 	<ul style="list-style-type: none"> • UN could end up trying to deal with all GEEW issues only under one outcome. • Lack of integration/links with other outcomes. • Gender does not get the attention given to other outcomes. • Focus on a limited spectrum of gender-related issues. • Decreased attention to mainstreaming gender issues in other outcomes. • Danger of isolation, keeps GEEW separate.

Source: Workshop for the UN Gender Theme Group (oPt): Mainstreaming Gender Equality in UNDAF Programming in the oPt. Turin: 10-12 July 2012.

3.2 Alignment with the UN-SWAP Performance Indicators

The policy should commit your entity to at the least meeting the requirements of the UN-SWAP Performance Indicators, and preferably exceeding the requirements. These Performance Indicators have been agreed across the UN system as a minimum for each entity, based on inter-governmental mandates, and apply to both normative and programmatic work. The Performance Indicators do not need to be included in any particular order in your entity’s GEEW policy, but they should all be included at some point, or how they are not relevant to your entity should be made clear. This of course does not preclude the addition of indicators specific to your entity’s mandate. Examples

from UNECE and UNESCO are provided in Box 6. Box 7 sets out how four policies have covered one of the UN-SWAP Performance Indicators, on gender-responsive performance management.

Box 6: Alignment with the UN-SWAP Performance Indicators: UNECE Gender Action Plan and UNESCO’s Priority Gender Equality Action Plan

The UNECE 2012 Gender Action Plan is one of an increasing number of GEEW policies, strategies and action plans – including from UNCDF, FAO, WFP, IFAD, UNHABITAT, OCHA, and WHO – that are aligned to, or plan to align with, the UN-SWAP.

The [UNECE Action Plan](#) references the UN-SWAP in its introduction and includes strategic actions in all of the six areas of the CEB Policy on GEEW. It also includes gender-related actions including a timeframe, resources and monitoring mechanisms for each of its programmes of work.

UNESCO’s Priority Gender Equality Action Plan also introduces the UN-SWAP and notes in its first Expected Result how the entity will meet all of the 15 UN-SWAP Performance Indicators.

Box 7

Covering the UN-SWAP Performance Indicator on Gender Responsive Performance Management: four examples from GEEW policies

“The Senior Management Team will provide leadership and oversight for implementation of this policy instruction. The USG annual compact with the UN Secretary-General will meet and, whenever possible, exceed requirements in line with the UN System-Wide Policy on Gender Equality and Women’s Empowerment.”

“The principle accountability for implementing this Policy and Plan rests with the Executive Director, and cascades from him to the Deputy Executive Director, and to each Director, Branch Co-ordinator, Human Settlements Officer, Chief Technical Adviser, supervisor and staff member.”

“An assessment of the contribution to achieving gender equality objectives is included in the Performance Evaluation and Management Systems (PEMS) of all professional staff.”

“Redesign the professional staff performance appraisal form to include a question on how each staff member has contributed to achieving the goal of gender equality .”

As noted in the introduction, a review of 20 recent GEEW policies highlighted that audit is not adequately covered in these policies. The Audit Office as an oversight body can be a key actor in supporting GEEW; the relevant UN-SWAP Performance Indicator is:

- Consultation takes place with the gender focal point/department on risks related to gender equality and the empowerment of women, as part of the risk based audit annual planning cycle

The minimum requirement is therefore that the Audit Office assesses any risks to your entity in relation to its GEEW mandate. However, your entity can go further and set out the areas that audit will cover, as in the case of the Office of the Inspector General in FAO, as highlighted in Box 8.

Box 8: Gender equality and audit in FAO

As part of its moves to strengthen its GEEW programming, the FAO Office of the Inspector General (OIG) intends to identify risks to achieving the objectives of gender mainstreaming in FAO, required actions to mitigate the risks, and, lessons learnt or good practices in implementing the FAO GEEW policy. As a first step in the process, OIG will focus on identifying the main risks and mitigating actions taken so far through examining:

- gender mainstreaming capacity in the various FAO Units (Technical Divisions/Regional Office/Representation), as per the directives of the FAO policy;
- the extent to which gender equality and women’s empowerment objectives/activities have been incorporated into the organization’s strategic objectives as per available guidance; and, the level of funding required and obtained to support implementation;
- the extent to which gender mainstreaming is reflected in the Organization’s monitoring and reporting arrangements; and
- the effectiveness of the governance system established for oversight of the GEEW policy.

3.3 Gender mainstreaming and gender equality and the empowerment of women results

If your GEEW policy covers both mainstreaming and GEEW results (either development and/or normative) the intended results and corresponding indicators can be included

here, preferably with a connection made to planned gender mainstreaming processes. In line with the [ECOSOC 1997 Resolution](#), GEEW policies should include strategies for gender mainstreaming as well as for targeted women-specific policies and programmes. For the former your entity should commit to:

- systematically examine and address women's as well as men's needs, priorities and experiences as part of the development of policies, normative standards, programmes, projects, and knowledge building activities, so that women and men benefit equally and inequality is not perpetuated.

For the latter your entity should commit to:

- carry out programmes and projects specifically targeted to women or men in cases where the gender equality gap is so large that women or men cannot access opportunities that are available.

UNDP's **Gender Equality Strategy 2014-2017** aligns gender related results with the overall planned results of the entity, as highlighted in Box 9.

Box 9: Gender equality and women's equality results in UNDP's 2014-2017 strategy

UNDP's GEEW strategy sets out strategic entry points related to the UNDP Strategic Plan outcomes as well five outputs specifically related to GEEW, outlined below:

Output 4.1. Country led measures accelerated to advance women's economic empowerment.

Output 4.2. Measures in place and implemented across sectors to prevent and respond to sexual and gender-based violence.

Output 4.3. Evidence-informed national strategies and partnerships to advance gender equality and women's empowerment.

Output 4.4. Measures in place to increase women's participation in decision making.

Output 4.5. Measures in place to increase women's access to environmental goods and services (including climate finance).

3.4 Equal representation of women and organizational culture

Many entities have separate Human Resource policies which deal with the equal representation of women and organizational culture. If this is the case, these policies should be referenced in the GEEW policy. If not, the UN SWAP includes Performance Indicators on both the equal representation of women and organizational culture which

should be included in the GEEW policy, with details of how these two Performance Indicators will be met in terms of accountability, resources and capacity:

- The entity has reached the equal representation of women for General Service staff and also at P4 and above levels

and

- Organizational culture fully supports promotion of gender equality and the empowerment of women

Implementation planning

Establishing an implementation plan for your entity policy involves determining the level of resources and capacity required to fulfil the policies objectives, and establishing an accountability framework including a monitoring and evaluation plan. These are set out in the next three sections.

3.5 Resources and capacity

The GEEW policy needs to spell out resources on two levels:

The **first level** is resources that will be provided internally to ensure that your entity has the capability to meet its GEEW mandate. This will include both a central GEEW department, regional and country level staff, and gender focal points. The relevant UN-SWAP Performance Indicators are:

- Gender focal points or equivalent at HQ, regional and country levels are:
 - appointed from staff level P4 and above for both mainstreaming and representation of women
 - have written terms of reference
 - at least 20 per cent of their time is allocated to gender focal point functions

and

- Gender department/unit is fully resourced according to the entity mandate

The **second level** is the programmatic resources that will be provided during the lifetime of the policy. The relevant SWAP Performance Indicators are:

- Financial resource tracking mechanism in use to quantify disbursement of funds that promote gender equality and women's empowerment
- Financial benchmark for resource allocation for gender equality and women's empowerment mandate is met

In other words, the GEEW policy should clearly set out the planned allocations for GEEW, and how this will be tracked. As noted, a review of 20 entity GEEW policies found that resource allocation and tracking are among the weakest areas in these policies, so when developing your entity policy you should ensure that there is a strong focus on resources.

In terms of capacity, the policy needs to set out how required in-house capacity will be developed in order to meet your entity's GEEW goals and objectives. A starting point is an assessment of staff capacity in GEEW. After the capacity assessment, a mandatory training programme can be developed if this does not already exist. Further details on capacity assessment and development can be found in the [UN SWAP Technical Notes](#). The UN SWAP Performance Indicators in this regard are:

- Entity-wide assessment of capacity of staff at HQ, regional and country levels in gender equality and women's empowerment is carried out
- A capacity development plan is established or updated at least every five years
- Ongoing mandatory training for all levels of entity staff at HQ, regional and country offices

3.6 Accountability

Accountability for achieving the planned results of the GEEW policy should rest with the Head of Entity and senior managers, such as Deputies. Where possible accountability should be included through an accountability framework or in senior managers' compacts. Examples are given in Box 10 below from the UN Secretariat, UNHABITAT, and UNHCR.

Box 10: senior manager accountability frameworks

The UN Secretariat has introduced senior manager compacts, which are annual agreements between the Secretary-General and senior-most officials that are reviewed annually by the Management Performance Board. They set specific programmatic objectives and managerial targets for a given year and outline clear roles and responsibilities at the highest levels. At the end of each review period, the Management Board assesses each senior manager's performance against the targets set in his/her compact and presents its findings and recommendations to the Secretary-General, who takes action as necessary. UN-Habitat's Senior Manager Compact with the Secretary-General makes specific reference to the UN-Habitat Gender Action Plan and the degree to which planned actions for 2011 in the UN-Habitat Gender Action Plan are implemented. The compact notes that the Executive Director of UN-Habitat will closely follow-up on the implementation of the UN-Habitat Gender Action Plan and hold programme managers accountable for attaining the expected results.

The [UNHCR Accountability Framework for Age, Gender and Diversity Mainstreaming \(AGDM\)](#), which is in its fifth year, constitutes a pioneering example of implementation of a specific senior level mechanism for promoting accountability for gender equality and the empowerment of women. The accountability framework for AGDM aims to demonstrate organisational leadership by placing accountability with senior management, from the High Commissioner down, in a transparent, public, and personal manner. The accountability framework provides a simple check box format to gauge progress towards four main equality objectives:

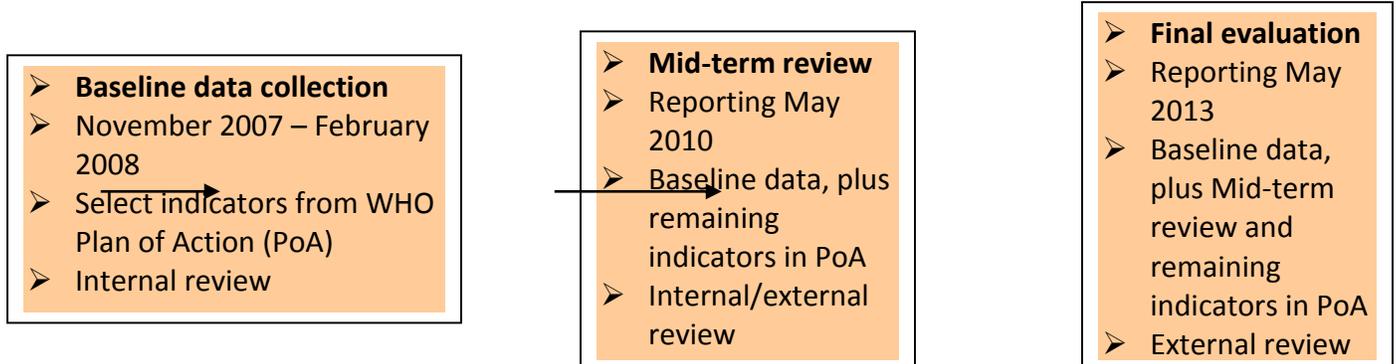
- AGDM in operations
- enhanced protection of women and girls of concern to UNHCR
- enhanced protection of children of concern to UNHCR, including adolescents
- enhanced response to and prevention of sexual and gender based violence

3.7 Tracking the strategy

The policy should include the following:

- Establishing a baseline at the start of the policy period against the UN-SWAP Performance Indicators and any other indicators specific to your entity's mandate, against which progress can be tracked
- Ongoing monitoring, with a report at least once a year to the Governing Body and/or Head of Agency
- Specific procedures by which ongoing monitoring results will feed into remedial action
- An evaluation at least every five years feeding in to the updating of the GEEW policy. This may be undertaken by the evaluation office, and specific funds may need to be allocated for this.

A monitoring and evaluation framework such as the one below, taken from the WHO 2007 gender equality monitoring and evaluation plan, can be used.



Annex 1: Inter-governmental mandates on creation of gender equality and the empowerment of women policies

[ECOSOC Agreed Conclusions 1997/2](#)³ calls on all entities of the United Nations system, making full use of the expertise and support of gender units or focal points, to institutionalize mainstreaming of a gender perspective at all levels through specific steps, including by the adoption of gender mainstreaming policies and the formulation of specific mainstreaming strategies for sectoral areas.

[A/RES/64/141](#)⁴ requests the Secretary-General to review and redouble his efforts to make progress towards achieving the goal of 50/50 gender balance at all levels in the Secretariat and throughout the United Nations system, with full respect for the principle of equitable geographical distribution, in conformity with Article 101 paragraph 3, of the Charter of the United Nations, considering, in particular, women from developing and least developed countries, from countries with economies in transition and from unrepresented or largely underrepresented Member States, and to ensure managerial and departmental accountability with respect to gender balance targets, and strongly encourages Member States to identify and regularly submit more women candidates for appointment to positions in the United Nations system, especially at more senior and policymaking levels, including in peacekeeping operations.

³ ECOSOC Agreed Conclusions 1997/2. Mainstreaming a gender perspective into all policies and programmes in the United Nations system.

⁴ A/RES/64/141. Follow-up to the Fourth World Conference on Women and full implementation of the Beijing Declaration and Platform for Action and the outcome of the twenty-third special session of the General Assembly (paragraph 21)

Annex 2: Terms of reference for a consultant to develop a gender equality and empowerment of women policy

1. Background

A UN System-Wide Policy on Gender Equality and the Empowerment of Women was endorsed by the Chief Executives Board for Coordination (CEB) in October 2006⁵, as a means of furthering the goal of gender equality and women’s empowerment within the policies and programmes of the UN system, and implementing the ECOSOC agreed conclusions 1997/2. The UN-System-wide Action Plan (UN-SWAP) for implementation of the CEB policy was presented to the CEB in April 2012 and the UN system as a whole reports on the 15 Performance Indicators in the UN-SWAP on an annual basis. The first UN-SWAP Performance Indicator is that each entity should have an: “Up to date gender equality policy, including gender mainstreaming and the equal representation of women, policies and plans implemented”. Since the approval of the UN-SWAP most UN entities have aligned their updated or new gender equality and women’s empowerment (GEEW) policies to the UN-SWAP.

<<Name of entity>> is developing a new GEEW policy in order to ensure that it meets its GEEW mandate. The services of a consultant are required to complete the policy document.

2. Organizational context

Include the following areas in this section.

- Describe the main functions of your entity
- Outline the commitment to GEEW in governing body resolutions/documents
- Outline the commitment to GEEW in the entity central strategic planning document
- Note the status of GEEW reporting under the UN-SWAP
- Background: previous GEEW policies and any evaluations of these
- Set out any work that has been done to prepare for development of the GEEW policy

Gender equality is universally recognised through the Convention on the Elimination of all Forms of Discrimination against Women as a human right, and ensuring this right is the primary purpose of GEEW policies in the UN system. GEEW policies may also have a secondary purpose, which is supporting more effective operations through enhanced gender mainstreaming.

⁵ CEB/2006/2: United Nations system-wide policy on gender equality and the empowerment of women: focusing on results and impact.
http://www.un.org/womenwatch/ianwge/gm/UN_system_wide_P_S_CEB_Statement_2006.pdf

3. The assignment

The assignment involves developing a specific GEEW policy and implementation plan. The consultant will use the UN Women *Guidance on Developing Gender Equality and the Empowerment of Women Policies* as a main resource; this Guidance provides direction on processes for development and content of GEEW policies and implementation plans.

The assignment will consist of:

- Review of background documentation. This will include previous entity GEEW policies, evaluations of GEEW policies, central strategic planning documents and reporting on these, operations manuals, and country programme documents where relevant.
- Liaison with the Steering Committee set up to managed development of the policy and implementation plan (if a Steering Committee is established).
- Discussions with staff, including senior staff, on process, methodology and information relevant for updating the Gender Policy, to ensure buy-in. As appropriate this can include Regional and Country Office staff.
- Where relevant discussions with entity partners including governing body members, NGOs and the private sector, as above.
- Development of the policy and implementation plan in three phases:
 - an annotated outline of the Policy and Implementation Plan.
 - a first draft of the Policy and Implementation Plan, incorporating comments on the annotated outline.
 - a final version of the Policy and Implementation Plan, incorporating comments on the first draft.

All activities will be carried out in a participatory and consultative manner.

4. Activities

Phase 1:

Activity	Estimated Number of days
Preparation and document review	3

Interviews with key stakeholders	5
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Phase 2:

Activity	Number of days
Annotated outline	1
Completion of draft GEEW Policy and Implementation Plan	9
Finalization of Policy and Implementation Plan	2
Total days for two phases	20

5. Competencies, Education and Experience

Functional Competencies

- Excellent understanding of gender equality and women’s empowerment and gender mainstreaming;
- Research, analysis and synthesis;
- Report writing;
- Strategy development, preferably for Gender Mainstreaming. Samples will be requested only for the candidates whose profile will be favorably reviewed;
- Understanding of <<if relevant, included specific understanding of field of work related to entity mandate>>
- UN experience is highly desirable;

Other competencies

- Excellent written and oral skills in English;
- Excellent organizational and communication skills;
- Strong analytical and research skills;
- Ability to work independently, against tight deadlines.

Education: MA or equivalent in Political/Social Science, International Development Studies, Gender/Women’s Studies, Economics or Sociology; and either academic or professional training in social research methods.

Experience: At least 10 years of relevant experience in programme management and social research; knowledge of gender equality at the institutional level;; experience of leading the development of reports, particularly focusing on gender equality; experience working with the United Nations system and knowledge of UN structure.

Language: Excellent command of English (oral and written); working knowledge of another UN language is an asset.

6. Duration and value of the contract

The consultancy will be for <<# weeks>> duration within the period of << to >>. The consultant will organize his/her time accordingly. A total of <<\$>> based on a daily rate of <<\$>> for 20 days will be paid to the consultant in 2 equal installments on receipt of a satisfactory draft policy and on receipt of all deliverables.

7. Location

Key stakeholder interviews will be carried out on-site. Otherwise the consultant will carry out the project remotely.

8. Supervision

The consultant will report to <<name and contact information for key focal point>>.

Annex 3: UN mandates on gender equality and the empowerment of women ⁶

For a fuller set of mandates, see the UNDP *Gender Equality Strategy 2014-2017*

<http://sdnp.undp.org/content/undp/en/home/librarypage/womens-empowerment/gender-equality-strategy-2014-2017/>

CEDAW

The 1979 Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) provides a comprehensive framework to guide all rights-based action for gender equality. Under this treaty, gender inequality is understood to be the result of discrimination against women. CEDAW calls for equality in outcomes rather than simply equality in opportunities. Thus, it is not sufficient that anti-discrimination laws are put in place: the state has the obligation to take all necessary steps to ensure that women actually enjoy equality in their daily lives. CEDAW defines discrimination and the range of steps that states must take to eliminate it, affirms women's rights in specific areas, and makes provisions for ratification, monitoring, reporting and other procedural matters.

The Beijing Declaration and Platform for Action

The 1995 Beijing Platform for Action remains a relevant guideline for development programming. It provides an agenda for women's empowerment signed by all governments that is seen as a necessary and fundamental pre-requisite for equality, development and peace. The Platform provides a blueprint for GEEW that is exceptionally clear, straightforward and actionable. The document includes gender analysis of problems and opportunities in 12 critical areas of concern, and clear and specific standards for actions to be implemented by governments, the UN system and civil society, including, where appropriate, the private sector. In addition, the Platform provides the first global commitment to gender mainstreaming as the methodology by which GEEW will be achieved. In implementing the suggested actions, "an active and visible policy of mainstreaming a gender perspective into all policies and programmes should be promoted so that before decisions are taken an analysis is made of the effects on women and men, respectively."

The Millennium Development Goals

The MDGs in effect consolidated previous agreements, including those on women's rights, women's empowerment and gender equality, into a single set of core goals, targets and benchmarks for the development community. The Millennium Declaration in which they were first set out took a clear position, that gender equality is both a goal in itself (MDG-3) and a condition for the achievement of the other goals. Under the Millennium Project, thematic task forces of global specialists were appointed to advise on the attainment of the MDGs. The Task Force on Education and Gender Equality has also elaborated on the implications of MGD-3 for all the other goals.

⁶ Adapted from UNDP (2008) *Empowered and Equal. Gender Equality Strategy 2008-2011*. New York: UNDP.

Security Council Resolution 1325 on Women, Peace and Security

In 2000, the UN Security Council adopted a resolution embracing the interactions between women's empowerment, gender equality, and the peace and security agenda. The commitment to expand the role of women in leadership positions in every aspect of prevention and resolution of conflicts, including peacekeeping and peace-building efforts, is clear. The requirement to ensure that early recovery mechanisms lay the foundations for the later establishment of gender-sensitive state and civil society structures that lead to sustainable development, including through the elimination of gender-based violence, is also clear.