



# UNFPA GENDER EQUALITY STRATEGY

2018-2021





# UNFPA

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# Introduction



Promoting gender equality and the empowerment of women and adolescent girls is central to the mandate of the United Nations Population Fund (the Fund) and at the heart of its work — both as a stand-alone dedicated area and as a mainstreamed approach.

The organization's Strategic Plan 2018–2021 (the Plan) is focused on achieving universal access to sexual and reproductive health and reproductive rights through three transformational goals: ending preventable maternal deaths, ending the unmet need for family planning and ending gender-based violence and all harmful practices, including child marriage and female genital mutilation. These aims, informed by an understanding of population dynamics, human rights and cultural sensitivity, are intended to contribute to UNFPA's broader goals of accelerating progress on the International Conference on Population and Development (ICPD) Programme of Action and the 2030 Agenda for Sustainable Development (the 2030 Agenda), improving the lives of all women, adolescents and youth.

The UNFPA Gender Equality Strategy 2018–2021 (the Strategy) focuses on empowering women and adolescent girls and reaffirms UNFPA's commitments to supporting the realization of

international commitments and resolutions including: the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW), ICPD Beyond 2014 Review, the Beijing Declaration and Platform for Action +20 review, Rio+20, the UN General Assembly (GA) resolutions addressing gender equality issues including the UN System-Wide Action Plan on Gender Equality and the Empowerment of Women (SWAP), the Commission on the Status of Women (CSW), the 2030 Agenda for Sustainable Development, the UN Declaration on the Elimination of Violence Against Women (DEVAW), the UN Security Council Resolution 1325 (2000) and its subsequent resolutions on women, peace and security<sup>1</sup> and on sexual violence in armed conflict.

Building on achievements and lessons learned, from the previous Gender Equality Strategy, this 2018–2021 Strategy focuses on strengthening action-oriented institutional accountability and implementing an integrated approach that is rights-based, participatory, people-centred,

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1 Security Council Resolutions 1325 (2000) and 1889 (2009), 2245 (2015) on women, peace and security and 1820 (2008), 1888 (2009), 2106 (2013) and 2122 (2013) on sexual violence in armed conflict.



transformative, evidence- and results-based. It will:

- promote gender equality and women's and girls' empowerment particularly for those most left behind
- improve women's and adolescent girls' sexual and reproductive health and rights (SRHR)
- address gender-based violence and harmful practices in all contexts including child, early and forced marriage, female genital mutilation, son preference and the undervaluing of girls
- engage men and boys
- strengthen capacities for gender data/statistics collection, analysis and use
- facilitate greater engagement with young people
- develop capacity and strengthen systems for implementing women's and adolescent girls' rights as specified in international treaties/resolutions.

The approach to implementing the Strategy will be all-inclusive, with special attention to women and adolescent girls facing multiple and intersecting forms of discrimination, marginalization and segregation due to such factors as their ethnicity, disability, migratory and indigenous status. To support the Strategy's implementation, UNFPA will strengthen capacities to collect, analyse and use a range of data relevant to gender-responsive policy, evidenced-based advocacy and dialogues, resource mobilization, programme delivery and results-based accountability.

The Strategy further reiterates UNFPA's commitment to the UN System-wide Action Plan on Gender Equality and the Empowerment

of Women (UN-SWAP).<sup>2</sup> It also recognizes that achieving progress on gender equality requires working with others within the UN system, Member States, the private sector, bilateral and multilateral donors, regional and sub-regional entities and civil society including faith-based organizations, young people's groups, women's groups, men and boys' networks, community opinion leaders and local community-led authorities, among others. This wider engagement will aid the principle of participation, which is a human rights-based principle key to ensuring that sound interventions and programmes are developed with the participation of historically excluded populations.

## Approach and structure of the Strategy

The development of the Strategy is a contribution and complement to the implementation of the UNFPA 2018–2021 Strategic Plan.<sup>3</sup> The Plan affirms that gender equality and women's and girls' empowerment are needed to achieve universal access to SRHR; at the same time, universal access is needed to advance gender equality and women's and girls' empowerment. The Plan uses a twin-track approach: a) mainstreaming gender throughout while, at the same time, b) having a dedicated outcome for gender equality and reproductive rights within the Plan's framework.

The Strategy further aligns with the 2030 Agenda targets as it captures key structural constraints to gender equality such as discrimination, gender-based violence and harmful practices, unpaid care work, lack of participation in decision-making and poor access to sexual and reproductive health services and the realization of reproductive rights.

<sup>2</sup> <https://www.unsystem.org/content/un-system-wide-action-plan-gender-equality-and-empowerment-women-swap>

<sup>3</sup> <https://www.unfpa.org/strategic-plan-2018-2021>



The Agenda calls for the elimination of all forms of discrimination and violence, to be achieved through:

- gender-transformative programming, community mobilization and activism
- policies and protocols that meaningfully engage men and boys as partners with women and girls including in advancing gender equality and SRHR such as achieving maternal, newborn and child health
- eliminating an unmet need for family planning, and
- ending gender-based violence and harmful practices.

Furthermore, the Agenda calls for addressing inequalities and the “leave no one behind” approach for the realization of its goals and for reaching the most vulnerable and marginalized groups.

Additionally, the ICPD and Agenda 2030 call for increased investments in outcomes and outputs with very clear indicators that focus on gender equality and empowerment of women and girls. The value of and need for a dual strategy — targeted and mainstreamed — is validated by the global indicator framework for the Sustainable Development Goals (SDGs) and requested by the United Nations Economic and Social Council (ECOSOC) and the United Nations General Assembly. The Strategy therefore reaffirms the “twin-track approach” of having dedicated results at the outcome level and the mainstreaming of gender equality considerations through other thematic priority areas.

The strategy capitalizes on UNFPA’s key achievements in this area, as it seeks to:

- address existing gaps based on the organization’s mandate and global commitments

- uphold UN system-wide accountability frameworks, in particular SWAP 2.0
- leverage the Fund’s comparative advantage to achieve gender equality
- achieve UNFPA’s corporate gender equality strategic goals and outline some together with objectives and priorities.

The Fund will continue efforts to integrate a gender equality mainstreaming perspective into all relevant programmes and institutional engagements from the preparation, design, implementation, monitoring and evaluation of policies to legal measures and resource allocations (financial, material and human).

## UNFPA’s mandate and global commitments

UNFPA’s mandate for promoting gender equality and empowerment of women and adolescent girls is informed by key international and regional instruments, first and foremost, the ICPD Programme of Action. It is also guided by United Nations ECOSOC resolution 2008/3411,<sup>4</sup> which requested the UN system to adopt a results-based management framework with benchmarks and indicators for measuring progress in the application of the gender mainstreaming strategy to achieve gender equality. The resolution also calls for the inclusion of clear gender equality results and gender-sensitive indicators in strategic frameworks. As such, UNFPA is guided by the requirement of ECOSOC and the UN General Assembly to mainstream gender and adhere to the UN-SWAP standards. UNFPA is also guided by the 2017

4 ECOSOC Resolution 2008/34 Mainstreaming a gender perspective into all policies and programmes in the United Nations system. <http://www.un.org/en/ecosoc/docs/2008/resolution%202008-34.pdf>





Quadrennial Comprehensive Policy Review (QCPR)<sup>5</sup> that requests all entities of the UN system to continue to promote the empowerment of women and girls and gender equality by enhancing gender mainstreaming through the full implementation of UN-SWAP. UN-SWAP also mandates that all UN sustainable development frameworks include specific gender equality goals, accompanied with financial and human resources, gender expertise and reporting on gender equality results. The implementation of UN-SWAP is concurrent with both the UNFPA Strategic Plan 2018–2021 and this Strategy. UNFPA includes UN-SWAP 2.0 indicators as part of the organizational effectiveness and efficiency (OEE) section of the Plan.

## UNFPA's comparative advantages to achieve gender equality

Gender equality is unattainable without the sexual and reproductive health needs of women and adolescent girls being met, including her use of contraception. A woman's ability to control her decisions about her sexual and reproductive health and marriage are at the heart of her ability to become empowered, including with education, employment and participation opportunities.

Without this, all other investments in women's equality, such as livelihood support and economic empowerment, will be insufficient. When a woman or a girl faces discrimination, violence or a harmful practice, she is deprived of her full potential. Without an enabling environment including where men and boys are supportive, non-violent and caring, she has less opportunity to flourish. Addressing these issues will continue at the core of UNFPA's work.

As such, UNFPA is one of the lead UN agencies accountable for progress on gender equality from a normative and a results-based institutional, programmatic and financial perspective. Its mission of advancing SRHR is prioritized in the 2030 Agenda, in particular, Goal 3 (Ensure healthy lives and promote well-being for all at all ages) and Goal 5 (Achieve gender equality and empower all women and girls).

With its strong human rights-focused mandate, UNFPA has universal country-level presence in 150 countries and territories and operational capacity in both humanitarian and development settings. In implementing its mandate, the Fund has a comparative advantage to advance gender equality globally, regionally and at country and community levels, in collaboration with other UN entities. Evidence-based results have been achieved through the coordination of strategic joint programmes with sister agencies and an operational capacity that lends itself to programming on the ground through a network of qualified, experienced and committed gender staff in many of UNFPA country and regional offices that work to promote gender equality and women's and girls' empowerment in all settings. Since 2006, UNFPA has been mandated to lead coordination of gender-based violence prevention and response in non-refugee emergency contexts, assuming sole leadership in 2016. In addition, UNFPA brings its expertise in data collection/ utilization, including leadership on gender-based violence IMS (gender-based violence information management system), measurement, monitoring and evaluation capacity for tracking results for gender equality.

For the SDGs, UNFPA co-led with UN Women the process towards the development of and reporting on Goal 5 on gender equality, including the indicators related to Goal 5.2 on the elimination of all forms of violence, Goal 5.3 on the elimination of all harmful practices, including female genital

<sup>5</sup> 1st draft of the 2017–2020 Quadrennial Comprehensive Policy Review (QCPR), 15 November 2016.



and Goal 5.6 on women's reproductive rights and access to sexual and reproductive health. UNFPA is co-custodian with other UN agencies of indicators for Goals 5.2 and 5.3 and custodian of Goal 5.6. In 2017, UNFPA co-led, under UN Women leadership, the development of the UN report to the High-level Political Forum (HLPF) on Goal 5.

UNFPA is also one of the lead agencies in most countries on supporting the advancement of women's and adolescent girls' rights and their protection through co-chairing the UN Gender Theme Group (UNGTG); it is a key member of the UN Development Group (UNDG) at the country levels and of the UN Country and Humanitarian Teams (UNCT/HCT), a lead on gender-based violence coordination, and an active member of the Inter-Cluster Coordination Groups (ICCG). At the regional levels, UNFPA is also a co-lead of the regional gender theme groups, in Eastern Europe and Central Asia, for example, and a co-lead in the Arab States.

UNFPA co-leads with UN Women the Joint Global Programme on Essential Services for Women and Girls Subject to Violence, responsible to provide greater access to a coordinated set of essential and quality multisectoral services for all women and girls who have experienced gender-based violence. With the participation of UNDP, UNODC and WHO, UNFPA also co-leads with UN Women and UNDP the recently launched global Spotlight Initiative to eliminate violence against women and girls.

As the major UN agency working to address harmful practices affecting women and adolescent girls worldwide, UNFPA operationalizes the EU-supported UNFPA-UNICEF Global Programme to Accelerate Action to End Child Marriage and the UNICEF-UNFPA Joint Programme on the Abandonment of Female Genital Mutilation/Cutting: Accelerating Change - these two programmes address the

impacts of harmful practices on health, realization of SRHR and exposure and risk to violence. Recently, the organization also launched a *Global Programme to Prevent Son Preference and Gender-biased Sex Selection* in six countries in Asia and the Pacific and the Eastern Europe and Central Asia regions and will further expand work to eliminate this harmful practice.

UNFPA and partners have initiated a programme to promote the human rights and social inclusion of women and young persons with disabilities, entitled *We Decide: Women and Young Persons with Disabilities. A Programme for Equal Opportunities and a Life Free of Violence*. The aim of *We Decide* is to design and implement an intervention model based on human rights, to tackle discrimination against persons with disabilities, to promote gender equality, including prevention of sexual violence, and to promote the realization of the sexual and reproductive health and rights of women and young persons with disabilities.

The organization has a legacy of supporting and partnering with other organizations and various actors that advocate for the rights of women and girls, including women's rights organizations/institutions, youths and peer networks/organizations, faith-based organizations/institutions, community leaders, opinion leaders, organizations engaging men and boys, and other key civil society constituencies. Together with key multi-stakeholders, including ongoing partnerships with National Human Rights Institutions (NHRIs), it monitors rights violations and holds governments accountable. For instance, UNFPA is working with these institutions across regions to ensure that they have the capacities to track, monitor and report on SRHR and gender-based violence. It has also engaged in the Universal Periodic Review (UPR) process, analysing the review from a SRHR and gender-based violence perspective and has made recommendations at the global level on how the



quality and quantity of recommendations can be strengthened in this area. At the country level, the Fund has supported strong engagement of the reporting and follow-up stages of the review to ensure that the SRHR issues are raised and that their implementation is supported.

## Achievements and challenges

Globally, progress has been seen and achievements made in three fundamental areas in regard to gender equality, reproductive rights and women's and adolescent girls' empowerment. One, new commitments have been negotiated in intergovernmental forums, and UN human rights mechanisms have elaborated on these commitments and issued general comments and recommendations.<sup>6</sup> Two, there has been a progressive removal of legal and sociocultural barriers to preventing and responding to gender-based violence and accessing SRHR information, education and services. Three, there has been progress in enhancing the empowerment of women and adolescent girls and ensuring their full participation in development, humanitarian and state-building and peacebuilding processes. A strong civil society movement, including leadership by women's rights organizations, has made significant contributions towards gains in gender equality and empowerment.

Despite these advances, overall progress has been unacceptably slow. Discrimination in law and

resultant challenges in enforcement persists in many countries. Even where laws exist, they do not always comply with international standards and recommendations. Women and girls represent half of the world's population, yet gender inequality persists in every country, no matter how gender advanced they might be, interrupting social progress. A recent review revealed that while 143 countries had guaranteed equality between men and women in their constitutions, many have yet to take this step.<sup>7</sup> Worldwide, women's fundamental rights continue to be violated and they face discrimination in access to education, work, social protection, inheritance, economic assets, productive resources and participation in decision-making and society at large. Women's increasing educational attainment and rising participation in the formal labour market have not been matched with better conditions, prospects for advancement or equal pay. The disproportionate burden of unpaid care work on women and girls continues to limit enjoyment of human rights in several areas. The average amount of time spent on unpaid domestic and care work is more than threefold higher for women than men, according to survey data from 83 countries and areas. Available data indicate that time spent on domestic chores accounts for a large proportion of the gender gap in unpaid work.<sup>8</sup> Furthermore, globally, on average women still earn 24 per cent less than their male counterparts and are under-represented in managerial positions. In the majority of the 67 countries with data from 2009 to 2015, less than a third of senior- and middle-management positions were held by women.<sup>8</sup>

Inequalities faced by girls can begin at birth and follow them all their lives. In some countries, girls are deprived of access to health care or proper nutrition, leading to a higher mortality rate.

6 For example, the UN General Assembly and Human Rights Council resolutions on addressing gender equality, gender-based violence, harmful practices and maternal health as human rights issues; the Istanbul Convention on preventing and combating violence against women and domestic violence; and the critical role of the UN human rights treaty bodies in strengthening human rights standards on the elimination of violence and advancing the right to sexual and reproductive health and rights (most notably through the General Recommendation 35 to the CEDAW and the 2016 General Comment No. 22 (2016) that focuses exclusively on sexual and reproductive health, recognizing reproductive rights as fundamental human rights).

7 UNWomen, *Progress of the World's Women 2015-2016: Transforming Economies, Realizing Rights* (2015).

8 Report of the Secretary-General, "Progress towards the Sustainable Development Goals" (E/2017/66).



As young girls move into adolescence, gender disparities widen. Globally, it is estimated that 200 million girls and women alive today have undergone some form of female genital mutilation.

Child marriage affects girls far more than boys. Between 2011 and 2020, more than 140 million girls will become child brides. If current levels of child marriages hold, 14.2 million girls annually or 39,000 daily will marry too young.<sup>9</sup> More than 117 million women across Asia are “missing” as are many others in Eastern European and Caucasus countries— largely the result of gender-biased sex selection, which reflects the persistent low status of women and girls.<sup>10</sup>

Though maternal deaths globally have been declining, high levels of maternal mortality continue in some regions. Inequality also affects women and girls’ decision-making.

Out of the 51 countries with available data, it was revealed that only 57 per cent of women aged 15 to 49 years married or in union make their own decisions about sexual relations and the use of contraceptives and health services. Data thus far reveal large disparities, from 40 per cent or less in Middle Africa and Western Africa to around 80 per cent in some countries in Europe and Latin America and the Caribbean. In general, older women, more educated women, and women living in the wealthier households are more likely to make their own decisions on contraception, sexual relations and health care. Data on each core element reflect the vast heterogeneity of access to sexual and reproductive health education and services, and to reproductive rights. To achieve the 2030 Goal, unnecessary legal, medical, clinical and regulatory barriers to the utilization of sexual and reproductive health services must be removed,

and changes in lifestyles, social norms and government policies that allow women and girls to fully exercise their reproductive rights must be prioritized.<sup>8</sup>

Gender-based violence is still widespread and can take many forms: one woman in three has experienced physical or sexual violence, five percent have been raped since the age of 15, and 20 per cent have experienced online harassment. Such violence happens everywhere — at home, at work, at school, in the street or online. Worldwide, 35 per cent of women have experienced physical and/or sexual intimate partner violence or non-partner sexual violence. On the basis of data from 2005 to 2016 for 87 countries, 19 per cent of women between 15 and 49 years of age said they had experienced physical and/or sexual violence by an intimate partner in the 12 months prior to the survey. In some cases, such violence can lead to death. In 2012, almost half of all women who were victims of intentional homicide worldwide were killed by an intimate partner or family member, compared with six per cent of male victims.<sup>8</sup> This percentage is even higher among excluded populations such as women and girls with disabilities, migrants and indigenous women and girls.

If unaddressed, gender inequality has serious cost implications and consequences, including for any efforts to achieve the 2030 Agenda and its related goals and targets.

<sup>9</sup> [https://www.unicef.org/media/media\\_68114.html](https://www.unicef.org/media/media_68114.html)

<sup>10</sup> UNFPA, *Sex Imbalances at Birth: Current Trends, Consequences and Policy Implications*(2012:47).

# Objectives, Priorities, Outcomes and Outputs



## Objectives

There are six strategic objectives of UNFPA's Gender Equality Strategy 2018–2012.

- To guide and improve programming and results on gender equality within UNFPA's work
  - To enable UNFPA to promote gender equality and the human rights of all individuals, especially marginalized women and adolescent girls, through ensuring adequate resources that fully support the implementation of international obligations on the sexual and reproductive health and rights of women and adolescent girls
  - To strengthen the enhancement of regional, national and local responses in tackling harmful practices (including female genital mutilation, child, early and forced marriage and son preference)
  - To further guide UNFPA's interventions to enhance resilience and reduce vulnerability to gender-based violence utilizing a continuum approach
  - To realize UNFPA's institutional gender mainstreaming throughout all units and thematic areas
- To strengthen partnerships and collaboration with other UN agencies, bilateral and multilateral donors, UN Member States and civil society, among others, using evidence- and results-based advocacy and accountability

## Priorities

The Strategy features corporate priorities with key outcomes, outputs, indicators and broader interventions. UNFPA will implement these priorities through an integrated approach that is rights-based, participatory, people-centred, transformative, evidence-based and results-based — working in partnership and collaboration with other UN agencies, state parties, civil society, young people, humanitarian actors and local communities, among others, for delivery of results.

### Priorities from UNFPA's Strategic Plan

- Strengthened legal, policy, and accountability frameworks to advance gender equality and empower women and girls to exercise their reproductive rights and to be protected from violence and harmful practices



- Strengthened civil society and community mobilization to eliminate discriminatory gender and sociocultural norms affecting women and girls
- Increased multisectoral capacity to prevent and address gender-based violence using a continuum approach in all contexts, with a focus on advocacy, data, health and health systems, psychosocial support and coordination
- Strengthened response to eliminate harmful practices, including child, early and forced marriage, female genital mutilation and son preference

#### Other priorities

- Strengthened capacities on developing gender responsive data, gender statistics, evidence-based advocacy/dialogues and gender mainstreaming to enable women and adolescent girls to realize their SRHR
- Advancement (and support) in implementation of international as well as regional commitments
- Guide UNFPA's corporate mainstreaming including of UN-SWAP 2.0

## Outcomes and outputs

### OUTCOME 3

Gender equality, the empowerment of all women and girls and reproductive rights are advanced in development and humanitarian settings.

Several of the substantive priorities of the gender equality strategy build on the outputs (results) under the Plan's Outcome 3, including outputs 9, 10, 11 and 12.

### Outputs that support Outcome 3

#### ► OUTPUT 9

Strengthened policy, legal and accountability frameworks to advance gender equality and empower women and girls to exercise their reproductive rights and to be protected from violence and harmful practices

UNFPA is in a unique position to advance SRHR as a core dimension of gender equality and sustainable development. This requires working on policy and legal frameworks and with national, regional and international human rights bodies that have developed a wealth of analysis and jurisprudence in the area. This also includes support to international, regional, national and community-based human rights mechanisms. These mechanisms will monitor the implementation of human rights obligations that empower women and adolescent girls and guarantee equal access to their SRHR, regardless of marital status, age or third-party authorization. The effort will require the availability of sex-disaggregated data that address the needs of marginalized groups, such as persons with disabilities, older persons, migrants, internally displaced persons, indigenous people and other groups with special protection needs, in accessing sexual and reproductive health services.

UNFPA will continue its partnerships with the National Human Rights Institutions to ensure that these entities have the capacities to track, monitor and report on sexual and reproductive health and reproductive rights and gender-based violence. It will continue its engagement in the Universal Periodic Review process at the global level, while at the same time, supporting countries on reporting and follow-up stages of the review to ensure that SRHR issues are raised and that their implementation is supported.





► **OUTPUT 10**  
**Strengthened civil society and community mobilization to eliminate discriminatory gender and sociocultural norms affecting women and girls**

To change and eliminate gender discriminatory practices, gender-based violence and harmful practices, social norms that support these practices and behaviours must be transformed. At the same time, there is interplay among structures as well as the economic context in which norms operate. Changing social norms entails working through multiple channels to create a social movement and mobilizing people among practicing groups and other individuals who are influential and have the power to make decisions. UNFPA will work with both family influencers (including parents and close relatives, and boys and girls) and with social influencers (including traditional, religious and political leaders) to trigger changes in gender discriminatory sociocultural norms and practices. Beliefs are spreading that these norms should be changed in many communities where these norms are practiced, and there is evidence that amplification of social norms changes drives further change. UNFPA will work with media, civil society, community-based structures and government institutions to communicate news and stories about the changes that are already taking place at the community and national levels.

UNFPA addresses empowerment as an investment in voice, choice and agency that enables women and girls to choose if and when they want to have children, marry, say “no” to violence and be able to claim a life of dignity. The agency will continue to promote gender norms transformation to address gender-based discriminatory norms through gender-transformative programming, community mobilization and activism, and through policies and protocols that meaningfully engage men and boys as partners with women and girls in advancing and achieving maternal, newborn and

child health, eliminating the unmet need for family planning, and ending gender-based violence and harmful practices. It will build in particular on its legacy of practice and programming in the area of male engagement to help foster transformative change including towards supportive partnerships in sexual and reproductive health, equal sharing of responsibilities, and towards abandonment of discriminatory gender and socio-cultural norms affecting women and adolescent girls. UNFPA will also roll out well-tested norms measurements’ approaches and methodology, as its contribution to enabling the development community in measuring social norms.

► **OUTPUT 11**  
**Increased multisectoral capacity to prevent and address gender-based violence using a continuum approach in all contexts, with a focus on advocacy, data, health and health systems, psychosocial support and coordination**

The 2030 Agenda marks a new era in international cooperation to ensure that no one is left behind. The World Humanitarian Summit’s Agenda for Humanity notes that to do this, there is a need to work differently and minimize risk, reinforce national and local systems, and ultimately “transcend the humanitarian and development divides.” Moreover, the increasing number of disasters and complex emergencies, demographic changes and ongoing challenges associated with climate change make traditional delineations between “humanitarian” and “development” programming less and less applicable. To transcend this divide, UNFPA employs a continuum approach to bridge and harmonize interventions in both development and humanitarian settings. This new way of working, in response to the new reality, has reinforced UNFPA’s commitment to be ready and equipped to take action to prevent and respond to gender-based violence, no matter the



context. UNFPA is spearheading programming for prevention and response to gender-based violence across the spectrum of its work — from humanitarian action, including emergency preparedness, response and early recovery, to ongoing social and economic development. Humanitarian work, including work on preventing and responding to gender-based violence, must be underpinned by a paradigm that mitigates risk and fragility, builds resilience and lessens reliance on external actors.

In countries experiencing a humanitarian crisis where UNFPA is operational, 55 per cent of its gender-based violence emergency programming builds on pre-emergency work. And 81 per cent of gender-based violence interventions initiated during crises have carried over into post-crisis and development programming. Building stronger national and local capacity to effectively address gender-based violence at all times, transcending the humanitarian-development divide, is an investment in resilience, peace and security, and sustainable development. UNFPA's work along the continuum serves to reinforce sustainable gender-based violence programming in humanitarian response and ensures that development progress is accessible to communities, benefits those affected by crisis and contributes to improved crisis response.

Currently, UNFPA works to prevent and respond to gender-based violence in 135 countries worldwide, 43 of which are experiencing humanitarian crisis caused by conflict or natural disaster. UNFPA will seek to support the prevention of gender-based violence by increasing multisectoral capacity using a continuum approach and resilience building in all contexts. The organization's interventions will focus on policy and legislative reform dialogues, advocacy and education of all actors and stakeholders and multisectoral capacity/system building of service providers, data, health and health systems, including for psychosocial support and case management, coordination and

community education/mobilization for prevention/mitigation. This will be guided by the simultaneous roll-out of the UN Essential Services Package for Women and Girls Subject to Violence<sup>11</sup> and the Minimum Standards for Prevention and Response to Gender-based Violence in Emergencies.<sup>12</sup>

Accountability mechanisms, data systems and an enabling environment are essential to prevent and address gender-based violence and for comprehensive, multisectoral services for victims and survivors. UNFPA will work in partnership with local, national and international stakeholders to address the inadequacies of national legislation and law enforcement and to promote culturally sensitive and rights-based policies and plans on violence prevention and response. The Fund will also support initiatives to address the lack of reliable data and limited technical capacity to collect data on sexual and gender-based violence in development and humanitarian contexts. It will play a leadership role in ensuring that gender-based violence is addressed as an integral part of the essential sexual and reproductive health package.

In emergency contexts, UNFPA advocates for the integration of gender-based violence risk mitigation and support for victims and survivors across sectors throughout the humanitarian response. Capacities would be strengthened where there are gaps in country and field offices. Sole leadership of the gender-based violence area of responsibility (AoR) at the global level provides an opportunity for UNFPA to significantly scale up programme and coordination efforts in all humanitarian contexts. Ongoing investments in gender-based violence surge capacity, capacity development and establishment of the gender-based violence IMIS and tools in crisis contexts — all with specific attention to gender-based violence — will help to

11 [www.unfpa.org/publications/essential-services-package-women-and-girls-subject-to-violence](http://www.unfpa.org/publications/essential-services-package-women-and-girls-subject-to-violence)

12 <https://www.unfpa.org/featured-publication/gbvie-standards>



establish UNFPA as the global leader to address such violence in humanitarian settings.

► **OUTPUT 12:**  
**Strengthened response to eliminate harmful practices, including child, early and forced marriage, female genital mutilation and son preference**

Women and adolescent girls facing intersecting forms of discrimination are at a higher risk of experiencing violence and harmful practices across their lives, including but not limited to female genital mutilation, child, early and forced marriage, son preference and gender-biased sex selection, female infanticide, dowry-related violence, acid attacks, so-called “honour” crimes, maltreatment of widows, forced feeding of women and nutritional taboos, isolation during menstruation, breast ironing, dietary restrictions for women who are pregnant and witch hunts. Preventing violence before it occurs and providing quality and timely access to comprehensive multisectoral services, such as immediate and long-term health care, can provide women and girls the opportunity to break recurrent cycles of violence and mitigate the consequences.

UNFPA will continue to address harmful practices under the overall rubric of achieving gender equality and empowerment of women and adolescent girls. Such initiatives could include:

- prevention efforts focused on, for example, advocacy and raising awareness, training of multi-stakeholders, promoting autonomy of women and girls around comprehensive sexuality and reproduction, systematically integrating sensitization on harmful practices within sexuality and reproductive health education programmes, advocating for the provision of adolescent-friendly sexual and reproductive health services for girls and boys,

mobilizing communities and civil society

- working with service providers to increase their capacity in preventing, identifying, treating and/or making referrals on cases of female genital mutilation and child, early and forced marriage
- mainstreaming female genital mutilation and child, early and forced marriage in maternal and child health and child protection services
- supporting strengthened knowledge and enforcement of laws addressing harmful practices and amplification of positive social norms to create a movement of medical professionals who support the abandonment of such practices
- utilizing a coordinated, multisectoral approach in preventing the occurrence of harmful practices, identifying risks and responding to survivors via access to a comprehensive package of multisectoral essential services.

**Other key areas of gender work:** Strengthened capacities on developing gender responsive data, gender statistics, evidenced-based advocacy/dialogues and gender mainstreaming to enable women and adolescent girls to realize their sexual and reproductive health and rights

UNFPA's lead role on data within the UN system ensures that a systematic mainstreaming approach is undertaken with key gender-related indicators integrated into the organization's policies, programmes, advocacy and reporting frameworks.

Collaboration with the units working on population and development as well as with the monitoring and evaluation teams on technical capacitybuilding on gender responsive data for key UNFPA focal points from respective units will be strengthened to ensure greater accountability of the major institutional deliverables. Partnership with key stakeholders,



including other UN agencies, and data analysis on gender statistics would be strengthened including in areas related to broader gender equality and its impact on SRHR, such as economic empowerment, education, decision-making and unpaid care work. Prevalence surveys on female genital mutilation, child, early and forced marriage, son preference and gender-biased sex selection in countries where the various joint programmes on addressing harmful practices are being implemented are recommended during the implementation of the Strategy to ascertain the status of prevalence.

UNFPA is also leading country-level support on census work and gender-based violence surveys, as well as supporting multi-indicator cluster surveys and demographic health surveys.

## Mainstreaming gender in policy and programme

UNFPA will continue to mainstream gender both in policy and programme. On the former, the Fund's work on gender equality and empowerment of women and adolescent girls will be guided by the 2017-2020 QCPR which requests all entities of the UN system to continue to promote women and girls' empowerment and gender equality by enhancing gender mainstreaming through the full implementation of the UN-System Wide Action Plan on Gender Equality and the Empowerment of Women (SWAP). UNFPA will work to ensure that it continues to prioritize implementation of UN-SWAP 2.0, including in areas where deepened investment is required, such as gender parity, leadership, and capacity development. UNFPA ranked second within the UN system on the first SWAP Framework from 2013-2017 and will strive to meet and exceed all requirements as outlined in the SWAP 2.0 Framework.

Given UNFPA's twin track approach to achieving gender equality, mainstreaming of gender

dimensions across other programming areas will be critical for the implementation of this strategy. Targeted programmes focused on gender equality are situated within Outcome 3 of the Plan, as noted above, while mainstreaming of gender into the other outcomes of the Plan are found in Outcome 1 on sexual and reproductive health services, Outcome 2 on youth empowerment and Outcome 4 on population data. Furthermore, several outputs on organizational effectiveness and efficiency (OEE) are also relevant.

### OUTCOME 1

Every woman, adolescent and youth everywhere, especially those furthest behind, has utilized integrated sexual and reproductive health services and exercised reproductive rights, free of coercion, discrimination and violence

The promotion of reproductive rights and using sexual and reproductive health information and services improves the health and dignity of women, adolescent girls and their spouses and families. Information and services for family planning/birth spacing, maternal health, HIV prevention and treatment, and the prevention/mitigation of gender-based violence, among other things, are known to reduce maternal mortality and morbidities, protect women and girls from injuries, and prevent unintended pregnancies. These benefits improve the health of women, adolescents and youth, and their families.

UNFPA will promote SRHR, including through lead coordination and service provision functions, strengthening collaboration, partnerships and advocacy in the areas of health, protection/humanitarian response, human rights, legal reforms related to women's reproductive health and rights, state and building initiatives, education and women and adolescent girls empowerment.



In all its interventions, UNFPA will focus first on increased access to integrated SRHR for those who are furthest behind including first-time young mothers and adolescent girls, those living in poor urban settings, indigenous women, women and adolescent girls with disabilities, populations with protection risks due to conflicts or natural disasters, and populations living with or at risk of HIV. In accordance with the principles of universality, integration, interconnectedness, country ownership, a people-centred life cycle approach and leaving no one behind, UNFPA will seek to strengthen health systems in collaboration with the World Health Organization (WHO) and will build on the momentum created by the movement for universal health coverage. This outcome will address inequity and with UNFPA's expertise as a lead UN data agency, a very systematic mainstreaming approach will be undertaken to ensure that all the agency's policies, programmes, advocacy and reporting have specific gender indicators against which progress can be measured.

## Outputs that support Outcome 1

### ► OUTPUT 1

**Enhanced capacities to develop and implement policies, including financial protection mechanisms, that prioritize access to information and services for sexual and reproductive health and reproductive rights for those furthest behind, including in humanitarian settings**

- Ensure that costed and integrated, national sexual and reproductive health plans prioritizing access to a comprehensive package of sexual and reproductive health information and services for adolescents, key populations and marginalized groups, are harmonized with broader efforts to promote and cost gender equality and women's empowerment including within national action plans on gender and gender-based violence.

- Support research that assesses the impact of access to sexual and reproductive health services to women and girls' empowerment including economic empowerment.
- Ensure that when essential sexual and reproductive health services are included as part of risk pooling and prepayment schemes, they consider what kind of affect/impact this will have on women and girls specifically, especially those most marginalized, and their ability to access such services.
- Ensure that when countries budget for emergency preparedness and response and disaster risk reduction plans that integrate sexual and reproductive health services, they consider what kind of effect/impact this will have and address women and girls, including those most marginalized.
- Ensure that participation of individuals, particularly women and girls, is factored into the planning, implementation, monitoring of programmes in relation to the above interventions and that adequate funds are dedicated to ensuring such participation is made possible.

### ► OUTPUT 2:

**Strengthened capacities to provide high-quality, integrated information and services for family planning, comprehensive maternal health, sexually transmitted infections and HIV, as well as information and services that are responsive to emergencies and fragile contexts**

- Assess how services aimed at meeting coverage of emergency obstetric and newborn care, as per the international recommended minimum standards, can be improved to ensure the most accessibility for all women and girls, including by addressing key sociocultural barriers limiting their access.



- Ensure that attention is also given to the engagement of men and boys as supportive partners in sexual and reproductive health and rights, as well as their own sexual and reproductive health needs.
- Assess how programmes aimed at providing obstetric fistula treatment and support can continue to be improved from a survivor perspective that is informed by the woman's participation.
- Ensure that public health facilities providing integrated sexual and reproductive health services, including for cervical cancer screenings, are adolescent- and gender-friendly through use of relevant standards, checklists, and surveys gathering of client feedback.
- Ensure that HIV-related services take into consideration how to improve access to treatment and care for women, men, girls and boys, including those living in context of poverty, are living with disabilities, are from indigenous communities, or identify as lesbian, gay, bisexual, transgender, intersexual (LGBTI).
- Ensure that adequate planning and funds are dedicated to enabling the participation of individuals, including from marginalized groups such as those with disabilities, from indigenous communities, living with HIV, or who identify as LGBTI, in the setting up and delivery of sexual and reproductive health services.

### ► OUTPUT 3

**Strengthened capacities of the health workforce, especially midwives, in health management and clinical skills for high-quality and integrated sexual and reproductive health services, including in humanitarian settings**

- Ensure that a gender analysis is incorporated into accredited midwifery schools pre-service

curriculum, including content on prevention of stigma and discrimination against marginalized women and adolescent girls, respectful care in the context of women and girls living in poverty, male involvement, and measures to support women and girls to be confident and vocal about their needs and health care.

- Ensure that the needs of women and adolescent girls with disabilities are included in the pre-service curricula of midwives.
- Ensure gender analysis, including around the barriers women and girls face in accessing services, involvement of male partners, and engagement of gatekeepers, in all trainings for health service providers and managers trained on the Minimum Initiative Service Package with support from UNFPA.
- As part of ensuring that adolescent health competencies are included in the pre-service curricula of health professionals, ensure that the differing concerns, vulnerabilities, and needs of adolescent girls and adolescent boys are specifically taken into consideration and addressed.
- Ensure that when the health workforce, including midwives, are trained they are sensitized on the importance of client/patient feedback and satisfaction.

### ► OUTPUT 4

**Strengthened capacities to effectively forecast, procure, distribute and track the delivery of sexual and reproductive health commodities, ensuring resilient supply chains**

- All efforts on supply chain management efforts should follow recommended actions of the UNFPA/WHO implementation guide on ensuring rights-based contraceptive delivery including for marginalized populations, and consider how





barriers might have an effect/impact on women, young women, men and young men.

- Apply a gender and human rights based analysis to all functional logistics management information system strengthening efforts, including for “reaching the last mile” particularly for those women and adolescent girls most marginalized and left behind, for forecasting and monitoring essential medicines and supplies, including sexual and reproductive health commodities.
- Establish mechanisms and ensure adequate funds that enable clients, communities and all stakeholders to provide insights, advice and ideas for strengthening delivery of sexual and reproductive health commodities and ensuring resilient supply chains.

#### ► OUTPUT 5

##### Improved domestic accountability mechanisms for sexual and reproductive health and reproductive rights through the involvement of communities and health-system stakeholders at all levels

- Ensure incorporation of routine patient satisfaction surveys on the provision of sexual and reproductive health services that take into account gender perspectives including differentiated questions for male and female patients.
- Ensure that countries affected by a humanitarian crisis that have a functioning inter-agency sexual and reproductive health coordination body as a result of UNFPA guidance and leadership prioritize representation of balanced gender leadership in management structures.
- Ensure that engagement of communities in strengthening accountability mechanisms for sexual and reproductive health includes participation of marginalized populations,

especially indigenous women and girls, women and adolescent girls with disabilities, those who identify as LGBTI and others facing intersecting and multiple forms of discrimination.

- Ensure that community engagement prioritizes participation and leadership by women and adolescent girls and sets up structures and safeguards to better guarantee that this will take place.

#### OUTCOME 2

##### Every adolescent and youth, in particular adolescent girls, is empowered to have access to sexual and reproductive health and reproductive rights, in all contexts

Adolescence is a critical life stage during which girls and boys must have the opportunity to develop the capabilities required for realizing their full potential and achieving a prosperous, healthy and fulfilling life. The gender equality strategy will align with UNFPA's new *Adolescent and Youth Strategy: My Body, My Life, My World*, with the overarching goal of ensuring access of adolescents and youth to sexual and reproductive health services and realizing their rights. This will include: 1) enabling evidence-based advocacy for comprehensive policy and programme development, investment and implementation; 2) promoting comprehensive sexuality education; 3) building capacity for sexual and reproductive health service delivery, including HIV prevention, treatment and care; 4) taking bold initiatives to reach marginalized and disadvantaged adolescents and youth, especially girls; and 5) promoting youth leadership and participation.<sup>13</sup>

<sup>13</sup> <http://www.unfpa.org/resources/unfpa-strategy-adolescents-and-youth>



## Outputs that support Outcome 2

### ► OUTPUT 6

Young people, in particular adolescent girls, have the skills and capabilities to make informed choices about their sexual and reproductive health and rights, and well-being

- Ensure that when school-based comprehensive sexuality education curricula is operationalized in accordance with international standards, particular attention is given to how marginalized youth including excluded adolescent girls, young people with disabilities, indigenous youth, LGBTI youth and others can be reached and included.
- Ensure that when a national mechanism or strategy is put in place to deliver out-of-school comprehensive sexuality education in accordance with international standards, marginalized youth including excluded adolescent girls, young people with disabilities, indigenous youth, LGBTI youth, and others are reached and included.
- Ensure that when policies and programmes in relevant sectors tackle the determinants of adolescent and youth sexual and reproductive health, development and well-being, they take into consideration how determinants vary and require differentiated responses and actions for adolescent boys, adolescent girls, young men and young women.
- Ensure that participation of individuals, including adolescent girls and young women, is factored into the planning, implementation and monitoring of programmes and adequate funds are dedicated to ensuring such participation.

### ► OUTPUT 7

Policies and programmes in relevant sectors tackle the determinants of adolescent and youth sexual and reproductive health, development and well-being

- Ensure that when countries have strategies integrating the sexual and reproductive health of adolescents and youth in at least two sectors, apart from the health sector, they include marginalized youth, taking into consideration their varying needs based on gender, gender identity, and sexual orientation.

### ► OUTPUT 8

Young people have opportunities to exercise leadership and participate in sustainable development, humanitarian action and in sustaining peace

- Ensure that when countries set up institutional mechanisms and respective budgets for the participation of young people in policy dialogue and programming, including in peacebuilding processes, they strive for girls' and young women's leadership and the inclusion of marginalized youth such as excluded adolescent girls, young people with disabilities, indigenous youth, LGBTI youth and others facing multiple and intersecting forms of discrimination.
- Ensure that when countries responding to humanitarian crises include young people in decision-making mechanisms in all phases of the humanitarian response they strive for girls and young women's leadership and the inclusion of marginalized youth such as excluded adolescent girls, young persons with disabilities, indigenous youth, LGBTI youth and others facing multiple and intersecting forms of discrimination.

**OUTCOME 4**

## Everyone, everywhere, is counted, and accounted for, in the pursuit of sustainable development

Universal access to SRHR cannot be attained without counting everyone, everywhere, especially those furthest behind. The 2030 Agenda requires that no one be left behind and that the furthest behind be reached first, which requires effective monitoring from a population perspective. The availability of data and the analytical capacity to forecast population dynamics and assess demographic development linkages are critical for the design of effective, evidence-based population policies and programmes that contribute towards advancing gender equality and empowerment of women and adolescent girls. Strong sex- and age-disaggregated population data collection, analysis and use in policies and programmes, including information on the most marginalized and excluded, will allow UNFPA to support evidence-based policies, innovations and programmes and to monitor and measure impact in ways that enhance accountability and demonstrate results.

### Outputs that support Outcome 4

**▶ OUTPUT 13**

**Improved national population data systems to map and address inequalities, advance the achievement of the Sustainable Development Goals and the commitments of the Programme of Action of the International Conference on Population and Development, and strengthen interventions in humanitarian crises**

- Support the participation, including through dedication of funds, of key interlocutors representing women and adolescent girls and marginalized groups, in census development, implementation and analysis processes.

- Support generation and publishing of annual vital statistics based on civil registration, with support from UNFPA, using a gender analysis including how such statistics affect, include and exclude women and adolescent girls and their rights.

**▶ OUTPUT 14**

**Mainstreamed demographic intelligence to improve the responsiveness, targeting and impact of development policies, programmes and advocacy**

- Support countries with national development plans that explicitly integrate demographic dynamics, including changing age structure, population distribution and urbanization, including analysis from a gender perspective and which links to national development plans on gender, national action plans on ending gender-based violence and other relevant gender-related plans.
- Ensure that when countries generate and use mapping (at the district level or below) to illustrate the vulnerability of their populations to disasters and humanitarian crises they use a gender analysis including how marginalized women and adolescent girls are most affected.
- Ensure that documents from global and regional intergovernmental processes supported by UNFPA address sexual and reproductive health, reproductive rights, gender equality, the needs of adolescents and youth, and population dynamics, as well as marginalized groups in their analysis.
- Ensure that where possible, participation of individuals, particularly women and adolescent girls, is factored into the planning, implementation, monitoring of relevant activities and programmes, and the dedication of adequate funds to ensure such participation is made possible.



## Outcomes on organizational effectiveness and efficiency

Several outputs under organizational effectiveness and efficiency (OEE), are relevant to the Gender Equality Strategy.

Output 1: Improved programming for results: OEE 1.2-1.4 and 1.6

Output 2: Optimized management of resources: OEE 2.4

Output 3: Increased contribution to UN system-wide results, coordination and coherence: OEE 3.1-3.4

The organization effectiveness and efficiency section of UNFPA's Strategic Plan holds important and relevant meaning for gender equality and the empowerment of women and adolescent girls, and the Strategy reiterates this importance. The Strategy will be used as one policy document that aims to hold staff, at all levels in UNFPA,

accountable for the delivery of the UN-SWAP 2.0 indicators related to gender equality. This will include having adequate human and financial resources to support both stand-alone initiatives and gender mainstreaming innovations across the policies and programme implementation of UNFPA.

Where possible, the use of gender budgeting will be reintroduced as an analytical instrument to support institutional gender mainstreaming and engagement with countries. Specific gender indicators would be consolidated for each unit and thematic areas to facilitate easy integration of gender issues and ensure accountability. As part of the UNCT, UNFPA may also participate in the UNCT-SWAP gender scorecard exercise to ensure greater accountability to gender equality at the country level.

# Performance monitoring framework for implementation



An indicative results framework for tracking progress on implementation of the Gender Strategy is featured in Annex 1. However, the main gauge for measuring how UNFPA is implementing the Strategy will be revealed through progress implementing the UNFPA Strategy Plan 2018–2021.

## Policy and planning

In 2012, the United Nations Chief Executives Board for Coordination (CEB) approved the System-Wide Action Plan on Gender Equality and Women's Empowerment (UN-SWAP) for adoption across the UN system. As an accountability framework for accelerating gender mainstreaming in the UN system, UN-SWAP, for the first time, provided UN entities with a set of 15 performance indicators clustered into six broad functional areas to measure their individual progress across all institutional operations. UN Women leads and coordinates UN-SWAP implementation.

Upon the completion of the 2012–2017 implementation period of UN-SWAP 1.0, a second generation of the action plan was developed using a widely consultative two-year system-wide process. UN-SWAP 2.0 updates the existing framework, building into it refinements and lessons

learned from the implementation of the first SWAP. UN-SWAP 2.0 contextualizes the framework to the 2030 Agenda adding four new performance indicators; three on results and one on leadership. The remaining performance indicators were retained and upgraded. This updated framework provides a more robust platform to enhance accountability and strengthen coherence across the UN system on gender equality and empowerment of women.

UNFPA has committed to the UN-SWAP 2.0 requirement on policy and planning by ensuring gender mainstreaming across all outcomes in the Fund's Strategic Plan as well as dedicating Outcome 3 to gender equality and empowerment of women and adolescent girls. UNFPA will furthermore ensure that the Gender Equality Strategy is "fit for purpose" and responds to the 2030 Agenda, implemented and monitored with progress measured, evaluated, reported and communicated upon at all levels.

Gender analysis is an integral part of the Plan and country programme documents. Guidance on using gender analysis is provided for programme development, monitoring, implementation and evaluation of programmes. UNFPA's Programme Review Committee provides support and guidance by reviewing country programme documents and



in providing feedback to enhance the quality. The various criteria and tools used to guide the review of the country programme documents integrate a gender analysis. Annual reporting templates, including for country offices, contain sections for reporting on achievement on gender outcomes and outputs in the Strategic Plan. The results-based management/monitoring (RBM) policy will be revised, which will provide another opportunity to consider more effective mainstreaming of gender equality. Key sex- and age-disaggregated data are vital and will be made available when monitoring the Plan's implementation. Also, a new guideline was drafted in 2016 for developing the theory of change to support country offices in developing country programmes; this guideline includes gender analysis and sex-disaggregated data.<sup>14</sup>

## Accountability for results

The 2030 Agenda includes commitments to greater accountability at global, regional and national levels and to corresponding mechanisms for implementation and follow-up. The Strategy underscores UNFPA's commitment to achieve results and manage for results and to a shared culture of accountability for advancing gender equality and women's and girls' empowerment. A human rights-based and gender-mainstreaming approach to programming is identified among the principles central to UNFPA programme results.<sup>15</sup>

Principles central to UNFPA programme results include:

- a country-based approach, centred on national priorities, leadership and ownership

- evidence-based policies and programme planning/development, implementation and accountability
- human rights-based, people-centred, gender-mainstreamed and transformative approaches to programming
- active participation in planning for the United Nations Development Assistance Framework (UNDAF), country-level United Nations Strategic Framework (UNSF) and consolidated Humanitarian Response Plan (HRP), as well as wider UN reform and coherence efforts.

As part of the United Nations Secretary-General's "Human Rights up Front" initiative, UNFPA has made an online course mandatory for its staff: the *United Nations Human Rights Responsibilities* curriculum. The course aims at increasing staff members' capacity to promote human rights in their daily work and to take appropriate action for human rights protection within their functions. The purpose of the initiative is to induce a cultural change within the UN system and ensure that the protection of people from violations of international human rights and humanitarian law remains central to United Nations strategies and actions.

## The UNFPA gender marker

The gender marker is a mandated aspect of UNFPA's work plan creation and consequent programme monitoring of all programme funds. It is one of the attributes in UNFPA's financial resources planning and disbursements and is mandatory for all programmed funds. Financial reporting on the gender marker is included in UNFPA's annual report of the Executive Director. UNFPA has been using such a marker since 2014 to track and monitor the gender-responsiveness of all financial allocations and expenditures.

<sup>14</sup> [https://www.unfpa.org/sites/default/files/admin-resource/UNFPA\\_strategic\\_plan\\_2018-2021\\_Annex\\_2\\_-\\_Theory\\_of\\_change\\_-\\_FINAL\\_-\\_24Jul17.pdf](https://www.unfpa.org/sites/default/files/admin-resource/UNFPA_strategic_plan_2018-2021_Annex_2_-_Theory_of_change_-_FINAL_-_24Jul17.pdf)

<sup>15</sup> UNFPA Strategic Plan 2018-2021, Annex 5: UNFPA programme accountability framework





UNFPA will improve programming for gender equality results by tracking and reporting on expenditure using gender markers validated by a quality assurance process. The analysis of results will be further developed and more widely shared with country and regional offices to inform programming and accountability for results; in addition, best practices will be shared with other UN entities and partners.

The UNFPA gender marker has been incorporated into the global programming system and is coded at the level of activities in the annual workplan. The marker codes indicate four levels (0, 1, 2a and 2b) and are based on the extent to which gender is considered and addressed throughout the design, implementation, and monitoring and evaluation process.

As the agency moves forward in tracking its commitments on gender, there could be opportunities to develop the second generation of gender markers, such as the gender and age marker rolled out by the Inter-Agency Standing Committee (IASC).<sup>16</sup>

## The UNFPA Gender Scorecard

At the country level, programmatic accountability is embodied in the UNFPA country programme document with the aim to achieve results within the humanitarian and national development priorities and the outcomes of the UNDAF, UN Strategic Framework and humanitarian response plans. All country programmes contribute to the results identified in the UNFPA Strategic Plan. In humanitarian contexts, inter-agency accountabilities will be as detailed through mechanisms such as the common humanitarian action plan, the Consolidated Appeal Process, the inter-agency flash appeal and the transitional or early recovery appeal process.

The UN country team (UNCT) gender equality scorecard is a standardized assessment of UN country-level gender mainstreaming practices, aimed at ensuring accountability and improving performance. It includes performance indicators on gender equality and empowerment of women and is aligned with UN-SWAP and with the revised UNDAF guidance. The scorecard constitutes the equivalent of UN-SWAP at the country level — aimed at gauging how gender is mainstreamed at the UNCT level. It was developed jointly by UN Women and UNDP, following the successful implementation of UN-SWAP in a range of institutional contexts, which demonstrated its potential for replicability by UNCTs. The UNCT-SWAP gender equality scorecard has also been updated and harmonized to coordinate accountability for gender mainstreaming at individual UN entity and country team level.

A revised scorecard was introduced in 2018 to strengthen the work of the UN on gender mainstreaming at the country level. UNCTs generally perform well in the areas of programming and partnerships, whereas areas related to monitoring and evaluation and resource-tracking require improvement. By using a set of 18 standard indicators and applying common assessment criteria, the new scorecard will allow for regional and country comparisons. A new self-assessment methodology will also strengthen ownership by the UNCTs and support a phased approach towards meeting performance requirements. The new scorecard is aligned with the 2030 Agenda and covers seven functional dimensions including planning and programming, monitoring and evaluation, partnerships, leadership, gender architecture and capacities, and resources and results.

The gender equality scorecard enables UN country teams to reach those most in need while strengthening coordination, transparency and accountability. It encourages the teams to work collaboratively and empowers managers and

<sup>16</sup> [http://earlyrecovery.global/sites/default/files/brief\\_on\\_the\\_development\\_of\\_the\\_gam\\_281016.pdf](http://earlyrecovery.global/sites/default/files/brief_on_the_development_of_the_gam_281016.pdf)



teams to improve gender equality performance. UNFPA will participate in implementation of the UNCT-SWAP gender equality scorecard.

## Gender architecture and parity

UNFPA has a comparative advantage through its network of gender and gender-based violence staff in its country offices in many of the 150 UNFPA country and regional offices — all prepared to advance gender equality and women's rights globally, regionally and at country levels. At the global level, UNFPA's network of gender and gender-based violence professionals form the knowledge hub of gender expertise at UNFPA.

- The Gender and Human Rights Branch, Technical Division, consists of a core team of policy advisors and specialists at P5/P4 level who are positioning the organization and its mandate and programmes at the global level. The team develops related policies, guidelines and tools, implements global programmes and provides technical assistance, capacities and advice as requested by regional and country offices.
- The Humanitarian and Fragile Contexts Branch, Programme Division, hosts the gender-based violence-in-emergencies team. The team includes technical specialists at New York headquarters (HQ), the UNFPA office in Geneva and at the regional level. There is also a four-person roving team.

At the regional level, these teams of gender and gender-based violence specialists are complemented by regional advisors and specialists at P5/P4 level in UNFPA regional offices. These regional-level staff form a sub-network with gender focal points in country offices with whom they regularly interact and provide guidance and technical assistance. International gender/gender-based violence technical staff at the P4/P3 level provide leadership, representation on and technical

guidance to national policy and programming. This includes senior-level representation in policy development, implementation, programmes and reporting in all UNCTs, HCTs and UN Gender Thematic Groups. They build capacities of local staff on adherence to global commitments and UNFPA requirements.

At the country level, the programming on gender and rights is often undertaken by national programme officers— staff at the country level who are entrusted with gender and human rights portfolios. Currently, there is no specified level for country office focal points and the job descriptions and time allocation for these staff are dependent on UNDAF and UNFPA country programme priorities. Due to UNFPA's ICPD mandate, many professional staff members who are working in the areas of SRHR and population and development issues are highly conversant in gender equality issues without being formally identified as gender experts, building from UNFPA's integrated nature of programming and implementation in most countries.

The United Nations Secretary-General has made clear that achieving gender parity is a top priority. The initial target for the equal representation of women and men among United Nations staff was the year 2000, yet the target is far from being reached. The Secretary-General launched a strategy that provides a roadmap to reach gender parity at the senior levels of leadership by 2021 and ultimately in 2028 across the board. This strategy reflects the organization's core values and a commitment that is decades old, and it is essential to strengthening the work of the United Nations. The system-wide strategy operationalizes the goal of gender parity, moving the UN from ambition to action.

In January 2017, a gender parity task force was established to develop a clear roadmap, with benchmarks and timeframes, to achieve parity across the system. In relation to this, which is



also connected to UN-SWAP 2.0, all entities have been asked to develop their own roadmaps for operationalizing the strategy. To that end, UNFPA is developing its own Gender Parity Strategy/ Action Plan to ensure parity is met and maintained at all levels in UNFPA. Though the organization has reached overall gender parity, there are gaps at levels such as P4 and D2 levels. UNFPA's Division for Human Resources is a member of the United Nations Inter-Agency Task Force on Gender Parity and Equality, which was introduced to support the launch in December 2017 of the Secretary-General's System-wide Strategy on Gender Parity.

## Capacities for gender mainstreaming

Gender equality and commitment to diversity is currently included in UNFPA vacancy announcements under the section on work environment: "UNFPA provides a work environment that reflects the values of gender equality, teamwork, respect for diversity, integrity and a healthy balance of work and life. UNFPA is committed to maintaining a balanced gender distribution and therefore encourages women to apply." UNFPA has a system of recognition in place for excellent work (the "recognition toolkit" adopted in 2016) that includes provision for recognition of excellent work promoting gender equality and women's empowerment. UNFPA has also rolled out mechanisms for the implementation of a zero-tolerance policy to support the prevention of sexual exploitation and abuse.

As part of a recent organization-wide assessment of the capacity of all staff, questions on staff's gender-related knowledge and capacities were included. Based on that assessment, a capacity development plan will be developed in order to address gaps and areas for strengthening staff capacity on aspects of gender equality. These requirements are also embedded within the SWAP 2.0 framework.

UNFPA requires mandatory training on gender, human rights, harassment, sexual harassment and abuse of authority in the workplace. Staff training currently includes: "One Voice" e-orientation, which posits that programming on gender and use of gender analysis is essential to the UNFPA mandate; an awareness session titled "UN Cares: HIV in the Workplace"; and training on ethics, integrity and anti-fraud.

UNFPA will continue to build staff capacity through the implementation of the mandatory training on gender equality entitled "I Know Gender: An Introduction to Gender Equality for UN Staff." Opportunities to provide additional training for managers will be explored, including additional gender equality training for senior management. The enhanced capacity of senior managers to champion gender equality and achieve results at this level to advance gender equality will be strategic for UNFPA.

## Knowledge management and communication

UNFPA contributes the latest evidence-based research in support of enhanced knowledge management and communication in core areas of work, including gender equality and empowerment of women and adolescent girls. Gender will be integrated in all communication, targeting larger numbers in key audiences, including UN Member States and civil society. This is expected to support countries to communicate results/impact, enhance resource mobilization and build strategic partnerships.

Messages about gender equality and the rights of women and adolescent girls are mainstreamed throughout the organization's messaging as a corporate priority. This will continue to be critical to advocacy efforts that support changing attitudes, beliefs, norms and practices against



gender discrimination and will build on the existing and upcoming evidence-based engagement with relevant audiences. A focus on UNFPA's four gender equality priorities (Outcome 3: Outputs 9 to 12) will be especially important for fostering South-South cooperation among countries working on common priorities related to gender equality within and across regions. Strong emphasis will be placed on sharing knowledge and best practices that advance gender equality and empowerment of women and girls, focusing especially on results and lessons learned.

UNFPA continues to support global, regional and nationally-led advocacy initiatives through opportunities such as high-level side events during meetings of the Commission on the Status of Women and the UN General Assembly, other global, regional and national conferences and side-events and with campaigns for International Women's Day, the International Day of the Girl Child and 16 Days of Activism against Gender-Based Violence. To support the principle of programming on intersectionality or for those facing multiple and intersecting forms of discrimination, UNFPA will also continue to engage in advocacy on gender-related issues during other key commemorative days such as International Day of Persons with Disabilities, the International Day of the World's Indigenous Peoples and International Youth Day.

## Financial resources

Implementation of the new Strategy requires adequate financial resources. This includes resourcing the core functions for global advocacy, technical guidance, coordination and reporting of gender mainstreaming and thematic programmes. Also, resources for the core functions of gender focal points across the organization with funding from both core and extra budgetary funding are required for implementation of the four gender equality priorities as detailed in the UNFPA Strategic Plan 2018–2021.

The resources allocated to achieve the four gender equality priorities in the Plan amount to \$400.6 million, which equals 11 per cent of the programme budget. This is the same proportion of the programme budget as in the previous plan for 2014–2017. These resources will also be complemented by non-core resources, as indicated by commitments and contributions from donors and UN Member States. UNFPA will annually assess the proportion of expenditures on the four gender equality priorities at the global, regional and country levels. In addition to these resources which are dedicated to initiatives where the promotion of gender equality is the principal objective, other resources will also be tracked through the gender marker system, gauging where activities have mainstreamed gender across the other Outcomes of the Strategic Plan.

# Coordination and partnership



## United Nations coordination and coherence

UNFPA contributes to UN inter-agency collaborative efforts to advance gender equality and gender mainstreaming as a member of the UNDG and its working mechanisms at the global and regional levels. The Fund is a member of other existing inter-agency networks, including the UN System Chief Executives Board for Coordination, the High-Level Committee on Programmes, the High-Level Committee on Management, the UN Evaluation Group, the Finance and Budget Network of the Chief Executives Board for Coordination and the Representatives of Internal Audit Services of United Nations organizations and multilateral financial institutions.

UNFPA is represented in the UN Statistics Office Network on Gender Equality, which is a key inter-agency forum for the monitoring and evaluation of the indicators in the 2030 Agenda. UNFPA's Division for Human Resources is a member of the UN working group on gender parity, which is a priority of the United Nations Secretary-General. UNFPA's Programme Division participates in the Inter-Agency Coherence Group on Strategic Planning, where gender equality is a key dimension. Furthermore, the agency is a

member of the Inter-Agency Network on Women and Gender Equality (IANWGE) and its working groups, including the UNDG Gender Equality Task Team. UNFPA is also a member of inter-agency coordination mechanisms on specific issues including the Taskforce on Women, Peace and Security, the UNiTE to End Violence against Women Campaign, the UN Trust Fund to end Violence against Women and other relevant fora including on humanitarian issues. Through these coordination mechanisms, UNFPA will continue to take concrete actions to further promote gender mainstreaming in the UN system, including through the full implementation of UN-SWAP 2.0.

To further advance gender equality in the context of national priorities and ensure alignment with the 2030 Agenda, UNFPA co-led with UN Women the update of UNDG guidelines for gender thematic groups at the country level and update of the resource book on gender mainstreaming for UNDAFs, UN-Integrated Strategic Frameworks and Humanitarian Response Plans at the country level. It also contributed to the substantive revision of other system-wide knowledge tools such as the UNCT Gender Scorecard and the revised UNDAF guidelines. UNFPA continues to co-lead global joint initiatives on gender-based violence and harmful practices and will continue to be an active member



and chair or co-chair in UNGTGs, joint UNFPA/ UNICEF Programmes on abandoning female genital mutilation, child, early and forced marriage and gender and youth integration programmes. Similarly, at the regional level, UNFPA participates alongside UN Women and other organizations in UNGTGs.

UNFPA is also a co-sponsor of the UNDP/ UNFPA/UNICEF/WHO/World Bank Special Programme of Research, Development and Research Training in Human Reproduction (HRP), the main instrument within the United Nations system for research in human reproduction that identifies and addresses priorities for research to improve sexual and reproductive health. The Special Programme conducts specific research on gender-based violence and adolescents, supports and coordinates research on a global scale and conducts research in partnership with countries to provide the high-quality information and evidence needed to guide gender-responsive policies, approaches and programmes.

Furthermore, as noted above, UNFPA is the global lead organization for gender-based violence in emergencies (within the IASC). In this role, UNFPA leads coordination of the global-level gender-based violence AoR of the global protection cluster and leads or co-leads all national gender-based violence “sub-clusters” in humanitarian contexts. As a core member of the IASC Emergency Director’s Group, UNFPA acts as the champion for ensuring gender-based violence issues are on the agenda. As a result, Humanitarian Coordination Team ToRs and Compacts now include as a mandatory item. UNFPA works closely with the Office of the Special Representative of the Secretary-General for Sexual Violence in Conflict and is a founding-member of UN Action against Sexual Violence in Conflict (UN Action). UNFPA also co-chairs the IASC Reference Group on Gender and Humanitarian Action.

## Strategic partnerships

The Gender Equality Strategy recognizes that achieving progress on gender equality requires working with others within the UN system (including UN Women, UNICEF, OHCHR, IOM, UNDP, UNDESA, ILO, WHO, UNHCR, UNESCO, OCHA and other UN entities) and with civil society, the private sector and Member States, among others. Over the past two decades, implementation of the ICPD Programme of Action has required investment in long-standing partnerships, including with civil society organizations that can hold governments accountable, and engagement at the community level, including with women groups — in rural as well as urban settings — youth networks, faith-based organizations, community-based organizations, organizations of people with disabilities, organizations that engage men and boys, opinion leaders and indigenous populations, among others. UNFPA has mobilized and built networks with these key civil society groups over the years.

In addition to leveraging partnerships to address its four gender equality priorities, UNFPA will also coordinate and work with partners to address underlying conditions that impact the achievement of gender equality.

- **Improved economic status of women.** This constitutes a direct path towards gender equality and women’s empowerment. The economic dependency of women and girls on men reduces their ability to make their own sexual and reproductive decisions, including exercising safer sex choices and protecting themselves from all forms of violence and harmful practices, unintended pregnancies and HIV and other sexually transmitted infections. Evidence demonstrates that increased educational and economic opportunities are closely linked to positive sexual and reproductive health outcomes





among adolescents, including delays in age at marriage and childbearing among adolescent girls, reductions in experience of gender-based violence and increased use of health services, and reductions in maternal morbidities and mortality and sexually transmitted infection incidence, including HIV.

- **Improved women's leadership and participation.** Addressing barriers to the full and equal participation of women in the political, social, economic and cultural spheres of their countries is important in order to promote and achieve gender equality and empowerment. Gender-sensitive policies that include subsidized maternity, paternity and parental leave, free childcare, equal participation in the labour force, quality public reproductive health services, those that address unpaid care work, equal sharing of responsibilities, family-oriented working conditions for parents, tax credits, and social transfers enable women to be active in all spheres and to realize their rights.

## Gender equality and human rights

The human rights obligation to eliminate gender-based discrimination against women in order to achieve gender equality is at the core of the international human rights system. UNFPA's programming in support of gender equality is guided by international human rights standards and principles. These include:

- drawing on the standards and recommendations of international human rights mechanisms (treaty bodies, special procedures and the UPR) as guidance in elaborating, implementing and monitoring gender equality strategies and policies
- identifying and addressing the specific power dynamics between women and men,

boys and girls and the root causes for these dynamics

- planning for free, active and meaningful participation of women, particularly those from groups most marginalized, such as rural women, indigenous women and women with disabilities, in all stages of programming
- strengthening accountability for woman's human rights by ensuring that gender equality and women's human rights are integrated into domestic legal systems
- strengthening the capacity of the judiciary, police and national human rights mechanisms to monitor and provide redress for violations of women's rights and supporting disaggregation of data by sex and age.

## Joint programmes

The organization has a history of developing and implementing joint programmes related to gender equality with sister agencies, at global, regional and country levels and will continue to do so. This is particularly important in view of UN Reform. Joint programmes have been shown to elevate the importance of gender equality on the national agendas where they are implemented. Examples of UNFPA's ongoing joint programmes follow.

### **The UN Joint Global Programme on Essential Services for Women and Girls Subject to**

**Violence.** UNFPA and UN Women co-lead this programme, in partnership with WHO, UNDP and UNODC to provide greater access to a coordinated set of essential and quality multisectoral services for all women and girls who have experienced gender-based violence. The programme identifies the essential services to be provided by the health, social services, police and justice sectors as well as guidelines for the coordination of essential services



and the governance of coordination processes and mechanisms. The programme also developed and is rolling out service delivery guidelines for the core elements of each essential service, particularly for low- and middle-income countries. The programme is being implemented in more than 40 countries in Latin America, Africa, Asia and the Pacific and the Arab region.

**The Spotlight Initiative to Eliminate Violence against Women and Girls.** The European Union (EU) and the UN launched a partnership in September 2017 to galvanize political commitment and contribute to achieving the SDGs, specifically Goal 5 on gender equality. It is co-led by UNFPA, UN Women and UNDP, with contributions from other UN entities, and responds to all forms of violence against women and girls, with a particular focus on domestic and family violence, sexual and gender-based violence and harmful practices, femicide, trafficking in human beings and sexual and economic (labour) exploitation in Africa, Asia and the Pacific, and Latin America and the Caribbean.

**UNFPA-UNICEF Joint Programme to Eliminate Female Genital Mutilation. Accelerating Change.** Part of the global effort to address female genital mutilation, the programme plays a strategic and catalytic role in the abandonment of the practice. It is the largest global programme providing support

to countries for the elimination of female genital mutilation. Operating since 2008, it is currently in Phase III supporting national initiatives in sub-Saharan Africa and Arab States.

**UNFPA-UNICEF Global Programme to Accelerate Action to End Child Marriage.** Addressing child marriage is a part of the gender equality goal within the SDG framework, under Target 5.3 on harmful practices. In 12 countries<sup>17</sup> the programme offers a framework promoting the right of girls to delay marriage, addressing the conditions that keep the practice in place and caring for girls already in unions. The programme aims at ensuring that all girls fully enjoy their childhood free from the risk of marriage and that they experience healthier, safer and more empowered life transitions in control of their own destiny, including making choices and decisions about relationship formation/marriage and childbearing. UNFPA and UNICEF have adopted a rights-based approach to programming and seek to apply a gender lens to work towards gender equality. The Global Programme works with governments at national and subnational levels, regional bodies engaged in relevant initiatives (African Union and the South Asia Initiative to End Violence against Children), academic institutions, international and national NGOs, community-based organizations, religious communities, faith-based organizations, the private sector and the media.

<sup>17</sup> Bangladesh, Burkina Faso, Ethiopia, Ghana, India, Mozambique, Nepal, Niger, Sierra Leone, Uganda, Yemen and Zambia.

# Monitoring, reporting and evaluation



## Reporting and assessing progress

UNFPA has aligned its Gender Equality Strategy with its Strategic Plan. As such, progress towards achieving development results will be measured against the Plan's relevant outcomes, outputs and indicators. Furthermore, progress will be measured against the indicators of UN-SWAP, thereby giving UNFPA a comprehensive results and monitoring matrix for the Strategy.

Progress in implementing the Strategy will be under the oversight of the Gender, Human Rights and Culture Branch of the Technical Division in collaboration with the UNFPA Evaluation Team and in consultation with UNFPA's network of gender experts, who will prepare a report annually to the Executive Board with regard to progress on implementation. The report will include examples of good practice at the global, regional and country levels in highlighting, results from the priority outputs on gender equality and an analysis of global, regional and country level results from the gender marker. The report will be based on the targets and indicators in the results and monitoring framework of the Gender Equality Results Framework (see Annex 1) and include lessons learned and

recommendations. This report will be posted on the UNFPA Executive Board website as an annex to the Gender Equality Strategy and as part of UNFPA's annual report.

The consolidated Gender Equality Results Framework is presented in Annex 1 and mirrors the results framework of the UNFPA Strategic Plan 2018–2021. It incorporates 35 indicators in total, 18 tracking progress on the four gender equality priorities, and 9 tracking progress on the gender dimension in programming in other outcomes, and 8 tracking progress on organizational efficiency and effectiveness.

## Evaluation

During 2016, the UNFPA Evaluation Office commissioned an independent assessment of the quality of corporate and programme evaluations, including a meta-evaluation of 13 programme evaluations against the UN-SWAP evaluation performance indicator. On aggregate, 11 of 13 programme evaluations met the requirements of UN-SWAP and two exceeded the requirement. Also, three corporate evaluations were quality assessed, including against UN-SWAP criteria, and all three "approached" the requirements.



UNFPA revised and updated the evaluation system to include the systematic assessment of both corporate-level and programme-level evaluations, supporting the improved use of evaluations for lesson learning and accountability. In addition, the Evaluation Quality Assessment grid (EQA grid) now includes criteria on gender equality (criteria #7). The criteria are based directly on the UN-SWAP EPI Scoring Tool, facilitating harmonized reporting on the integration of human rights and gender equality in evaluation, and supporting the capture of good practice in integrating gender equality and empowerment of women in evaluation. The criteria are as follows.

- Gender equality and empowerment of women is integrated in the evaluation scope of analysis and evaluation indicators are designed in a way that ensures data related to gender equality and empowerment of women will be collected.
- Gender equality and empowerment of women is integrated in evaluation criteria and evaluation questions specifically address how they have been integrated into the design, planning, implementation of the intervention and the results achieved.
- Gender-responsive methodology, methods and tools and data analysis techniques are selected.
- The evaluation findings, conclusions and recommendations reflect a gender analysis.

The expanded evaluation quality assessment system is expected to support the improved integration of gender equality and human rights in evaluation of both corporate-level and programme-level evaluations. An evaluation office survey of monitoring and evaluation staff at UNFPA in 2016 highlighted limited familiarity by staff in country offices with United Nations Evaluation Group guidance, including guidance on integrating gender and human rights in evaluation — a situation that has since received attention.

UNFPA is planning to undertake an independent thematic evaluation in 2019 on its work on gender equality, women's and girls' empowerment, and reproductive rights. This evaluation will be conducted by UNFPA's evaluation office.

The mid-term review of the Strategic Plan provides the platform to take stock mid-term of the implementation of the Gender Equality Strategy, identify challenges and discuss the way forward in advancing gender equality and empowerment of women and adolescent girls, also taking into consideration recommendations from the gender equality evaluation.

## Risks and mitigation

UNFPA has identified and assessed risks that may impact on the fulfillment of the Strategic Plan. Risk assessment is continuously updated to incorporate new and emerging risks. UNFPA is guided by the revised UNFPA Oversight Policy that was approved by the Executive Board (decision 2015/2, dated 30 January 2015), in its risk assessment and management of risks.

The full implementation of the Strategy may be adversely affected if funds are unavailable or curtailed, or if there are unforeseen staff movements. Close attention to financial and human resource planning would help to mitigate these risks.

**The risks** to achieving expected results on gender equality and empowerment of women and adolescent girls include:

- persistence of gender inequality
- persistence of social instability/conflicts/crises
- continued rise of violent extremism
- unfavourable political environment



- shrinking civil society space
- austerity measures, making human and financial resources less available
- increase in sociocultural and legal barriers
- higher national human resources turnover
- reduced national ownership of the programme
- legislation and policies not implemented
- service providers are not able to reach victims/survivors
- constructive male participation not possible
- persistence of vertical, non-coordinated programmes among development partners
- initiatives do not adequately address root causes of gender-based violence and harmful practices.

**The mitigation strategies** that can be used to reduce the risks to achieving expected results on gender equality and empowerment of women and adolescent girls include:

- Work to strengthen national human rights protection systems to advance gender equality and empowerment of women and adolescent girls, and exercise of reproductive rights.
- Work to strengthen preparedness and resilience to mitigate risks in the aftermath of instability/conflict/crises/natural disasters.
- Increase strengthening of partnerships at all levels.
- Increase multisectoral capacity to prevent and address gender-based violence using a continuum approach in all contexts, with a focus on advocacy, data, health and health systems, psychosocial support and coordination.
- Aim to strengthen response to eliminate harmful practices, including child, early and forced marriage, female genital mutilation and son preference.

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## ANNEX 1

# The gender equality results framework

The Results Framework includes 35 indicators from the UNFPA Strategic Plan 2018-2021, including:

- Eighteen indicators that measure progress on UNFPA's four gender equality priorities (Outcome 3: Outputs 9 to 12)
- Nine programme output indicators with gender dimensions (Outcome 1, 2, 4)
- Eight output indicators for organizational effectiveness and efficiency (OEE) with gender dimensions, specifically Output 1: Improved programming for results (1.2 to 1.4, and 1.6); Output 2: Optimized management of resources (2.4); and Output 3: Increased contribution to United Nations system-wide results, coordination and coherence (3.1 to 3.4).

# RESULTS FRAMEWORK

## STRATEGIC GOAL

Gender equality, with a focus on women's and adolescent girls' empowerment in all UNFPA's programmatic and intuitional engagements enhanced.



## UNFPA's accountability to the UN SWAP on gender equality and empowerment and deliverables enhanced.

### Some critical assumptions:

- Women's rights are being additionally affected by the emergence of rising extremism and fundamentalism in many countries.
- Limited social empowerment continues to affect women's ability to enjoy SRHR. Limited investment on resilience-building weakens protection of women and girls from all types of gender-based violence.
- Scope of community change innovation impact long lasting attitude on SRHR, depending on the extent of investment.
- Addressing linkages of gender and demographic dividend from a socio-demographic analysis (migration, urbanization, climate change, protracted crises and increasingly complex conflict and population movements) might be helpful in reaching out to all in need of reproductive health and protection services.

### OUTCOME 3

### OTHER PRIORITIES

#### OUTPUT 9

Strengthened legal, policy and accountability frameworks to advance gender equality and empower women and girls to exercise their reproductive rights and to be protected from gender-based violence and harmful practices.

- Develop technical capacity building of UNFPA staff and implementing partners on the application of the human-rights based approach and results-based management in all gender related programming.

- Address the inadequacies of national legislation and law enforcement by supporting the development and implementation of culturally-sensitive and rights-based policies and plans on gender-based violence prevention and response.

- Promote evidence-based population policies and programmes that contribute towards advancing gender equality and the empowerment of women and adolescent girls.

#### OUTPUT 10

Strengthened civil society and community mobilization to eliminate discriminatory gender and sociocultural norms affecting women and girls.

- Strengthen community mobilization and male engagement in the prevention of all forms of gender-based violence and harmful practices.

- Invest in innovation and peer to peer engagement for the prevention of all forms of gender-based violence and harmful practices, and promoting mobilization to utilize available services for survivors.

- Strengthen community-led engagement on social norm and behavior change innovation on harmful practices.

#### OUTPUT 11

Increased multi-sectoral capacity to prevent and address gender-based violence using a continuum approach in all contexts, with a focus on advocacy, data, health and health systems, psychosocial support and coordination.

- Strengthen multi-sectoral response to gender-based violence.

- Engage with other units/thematic areas to ensure adequate gender mainstreaming in UNFPA's policies and program deliveries.

- Strengthen protection and SRH services for women with reproductive health complications related to FGM and child/unintended pregnancies

- Advocate for improved economic status of women.

#### OUTPUT 12

Strengthened response to eliminate harmful practices, including child, early and forced marriage, female genital mutilation, son preference.

- Promote gender norms transformation to address gender discriminatory norms, by building the capabilities of girls and women to claim their rights, and enabling men and boys to challenge gender norms and enjoy more equitable relationships in their own lives.

- Strengthen young people's innovative engagement on total abandonment of female genital mutilation and other harmful practices, in particular adolescent girl's empowerment to access their SRHR.

- Strengthen coordinated, multi-sectoral approach in preventing the occurrence of harmful practices, identifying risks, and responding to survivors.

Strengthened capacities on developing gender responsive data, gender statistics, evidenced-based advocacy/dialogues and gender mainstreaming to enable women and adolescent girls to realize their SRHR.

- Commission studies on mental health implications of social norms.

- Support collection and dissemination of reliable data on gender-based violence and harmful practices.

- Systematically conduct gender budgeting, audit, score cards, FGM, CEFM, GBSS and GBV prevalence surveys.

- Strengthen partnerships and collaboration with other UN Agencies, bilateral and multilateral donors, member states and civil society, among others, using evidence/results-based advocacy and accountability.

- Ensure that population dynamics analysis of policies, census, statistics, DHS, MICS adequately captures gender indicators and outcomes.

Advancement (and support) in implementation of international as well as regional commitments.

- Engage technically at the HQ and regional levels on ensuring that SRHR are key in all global policy/legislative processes.

- Strengthen capacity and systems of State Parties and CSOs on the implementation of and reporting on International Instruments related to women's and adolescent girls' rights.

- Support to international, regional, national and community-based human rights mechanisms.

### KEY PARTNERS:

HQ Gender Networks, Regional Gender Networks, national and community networks (including youth peer networks, community groups, women's groups, men and boys groups, faith-based organizations, and CSOs), UN sister agencies including UNWOMEN, UNICEF, UNDP, WHO, UN Missions, UN Gender Thematic Groups, government line ministries, the private sector, parliamentary members, the media, data gathering and research institutions



## ANNEX 2

# Key global and regional commitments on gender equality and empowerment of women and adolescent girls

## Key global commitments

### The Universal Declaration of Human Rights (1948)<sup>1</sup>

The Declaration was proclaimed by the United Nations General Assembly in Paris on 10 December 1948 (General Assembly resolution 217 A) as a common standard of achievements for all peoples and all nations. Article 1 addresses gender equality, as “The freedom and rights expressed in the declaration include the right to equal pay for equal work, the right to education, the right to health and the right to participate and influence the development of society.” The right that one should not be discriminated against based on gender is addressed in Article 2, which reads: “Everyone is entitled to all the rights and freedoms set forth in this Declaration, without distinction of any kind, such as race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status.”

### The Convention on the Elimination of All Forms of Discrimination against Women and the Optional Protocol (1979)<sup>2</sup>

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,

including that of UNFPA. 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 into 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 optional protocol includes an inquiry procedure as well as a complaints procedure. An inquiry procedure enables the Committee to conduct inquiries into serious and systematic abuses of women’s human rights in countries that become States Parties to the Optional Protocol. It is modelled on an existing human rights inquiry procedure, article 20 of the International Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment.

### UN Declaration on the Elimination of Violence against Women (1993)<sup>3</sup>

The 1993 Declaration on the Elimination of Violence against Women (DEVAW) is the first international human rights instrument to exclusively and explicitly address the issue of violence against women. It affirms that the phenomenon violates, impairs or

1 [http://www.ohchr.org/EN/UDHR/Documents/UDHR\\_Translations/eng.pdf](http://www.ohchr.org/EN/UDHR/Documents/UDHR_Translations/eng.pdf)

2 <http://www.ohchr.org/EN/ProfessionalInterest/Pages/CEDAW.aspx>

3 <http://www.un.org/documents/ga/res/48/a48r104.htm>



nullifies women's human rights and their exercise of fundamental freedoms. The Declaration provides a definition of gender-based abuse, calling it "any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life." The Declaration further states that gender-based violence takes many different forms and is experienced in a range of crisis and non-crisis settings. It is deeply rooted in structural relationships of inequality between women and men. During conflict, systematic gender-based violence is often perpetrated and/or condoned by both state and non-state actors. It thrives on impunity both in times of war and in times of peace.

### **Vienna Declaration and Programme of Action (1993)<sup>4</sup>**

The Vienna Declaration and Programme of Action (VDPA) was adopted by consensus at the World Conference on Human Rights on 25 June 1993 in Vienna. It draws attention to the importance of women's rights and the rights of the "girl-child," in Part I, paragraph 18 stating: "The human rights of women and of the girl-child are an inalienable, integral and indivisible part of universal human rights. The full and equal participation of women in political, civil, economic, social and cultural life, at the national, regional and international levels, and the eradication of all forms of discrimination on grounds of sex are priority objectives of the international community." It also explicitly recognizes gender-based violence, sexual harassment and exploitation, with Part I, paragraph 18 going on to state: "Gender-based violence and all forms of sexual harassment and exploitation, including those resulting from cultural prejudice and international trafficking,

are incompatible with the dignity and worth of the human person, and must be eliminated. This can be achieved by legal measures and through national action and international cooperation in such fields as economic and social development, education, safe maternity and health care, and social support." It concludes by proclaiming women's rights and gender-based exploitation as legitimate issues for the international community. Part I, paragraph 19 concludes that: "The human rights of women should form an integral part of the United Nations human rights activities, including the promotion of all human rights instruments relating to women. The World Conference on Human Rights urges governments, institutions, intergovernmental and non-governmental organizations to intensify their efforts for the protection and promotion of human rights of women and the girl-child."

### **Convention on the Rights of Persons with Disabilities (2006)<sup>5</sup>**

Ratified by 174 parties, the Convention on the Rights of Persons with Disabilities (CRPD) includes 33 core articles that cover all areas of life, from the inherent dignity of all persons with disabilities to their right to inclusion in all aspects of social, political, and economic life. The CRPD adopts a rights-based approach that focuses on ensuring the human rights of persons with disabilities. Article 6 recognizes that "women and girls with disabilities are subject to multiple discrimination," and requires State Parties to "take measures to ensure the full and equal enjoyment by [women and girls] of all human rights and fundamental freedoms." Article 7 requires States Parties to "take all necessary measures to ensure the full enjoyment by children with disabilities of all human rights and fundamental freedoms on an equal basis with other children." The Preamble and Articles 3, 6, 8, 16 and 25 expressly adopt a

<sup>4</sup> <http://www.ohchr.org/Documents/ProfessionalInterest/vienna.pdf>

<sup>5</sup> <https://www.un.org/development/desa/disabilities/convention-on-the-rights-of-persons-with-disabilities.html>



gender perspective. Article 16 acknowledges the gender aspects of violence and abuse, and requires States Parties to ensure “legislative, administrative, social, educational and other measures to protect persons with disabilities, both within and outside the home, from all forms of exploitation, violence and abuse, including their gender-based aspects.” Finally, Article 25 recognizes that “persons with disabilities have the right to the enjoyment of the highest attainable standard of health without discrimination on the basis of disability,” including sexual and reproductive health.

### **The International Conference on Population and Development (ICPD) (1994)<sup>6</sup> and ICPD beyond 2014<sup>7</sup>**

The 1994 International Conference on Population and Development (ICPD) in Cairo was a milestone in the history of population and development, as well as in the history of gender equality and women’s rights. ICPD delegates reached a consensus that the equality and empowerment of women is a global priority. This issue was approached not only from the perspective of universal human rights, but also as an essential step towards eradicating poverty and stabilizing population growth. A woman’s ability to access reproductive health and rights is a cornerstone of her empowerment. It is also critical to sustainable development.

In 2010, a UN General Assembly resolution called for an open-ended extension of the Programme of Action and a review of progress by the General Assembly in 2014. In spite of progress over the last 20 years, millions of people, especially women and adolescent girls living in poverty, do not have their sexual and reproductive health and rights fulfilled. The work of the High-Level Task Force

is to advocate for the world’s leaders to follow through with their pledges, and encourage an affirmative and forward-looking ICPD agenda that addresses critical gaps and emerging issues, and renews and expands nations’ commitments to sexual and reproductive health and rights for all, beyond the year 2014.

### **Beijing Declaration and Platform for Action<sup>8</sup> and Beijing Plus 20<sup>9</sup> (1995, 2015)**

Adopted by governments at the 1995 Fourth World Conference on Women, Beijing Declaration and Platform for Action (PFA) sets forth governments’ commitments to enhance women’s rights.

The Platform provides a blueprint for women’s empowerment and includes gender analysis of problems and opportunities in 12 critical areas of concern and standards for actions to be implemented by governments, the UN system and civil society, including the private sector. In addition, the Platform provides the first global commitment to gender mainstreaming as the methodology by which women’s empowerment will be achieved. In 2015, the international community reviewed 20 years of progress since Beijing to assess how far Member States and other stakeholders have come in implementing the commitments made at the Fourth World Conference on Women in 1995.

### **Mainstreaming Gender Equality in the ECOSOC (1997)<sup>10</sup>**

The ECOSOC agreed conclusions 1997/2 defined gender mainstreaming as: “...the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for

6 <http://www.unfpa.org/events/international-conference-population-and-development-icpd>

7 <http://icpdtaskforce.org/resources/Recurrent-themes-and-key-elements-identified-during-the-sessions-of-the-Commission-on-Population-and-Development-Report-of-the-Secretary-General.pdf>

8 <http://www.un.org/womenwatch/daw/beijing/pdf/BDPfA%20E.pdf>

9 <http://www.unwomen.org/-/media/headquarters/attachments/sections/csw/59/declaration-en.pdf?la=en&vs=4833>

10 <http://www.un.org/womenwatch/osagi/pdf/ECOSO-CAC1997.2.PDF>



making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality."

### **Women, Peace and Security Framework (2011)<sup>11</sup> and Commitments (2000, 2008, 2009, 2013, 2015)<sup>12</sup>**

The UN Security Council adopted resolutions that recognize that war impacts women differently and reaffirmed the need to increase women's role in decision-making with regard to conflict prevention and resolutions: UN Security Council Resolutions on Women, peace and security 1325 (2000), 1889 (2009) and 2245 (2015); UNSC Resolutions on Sexual Violence in Armed Conflict 1820 (2008), 1888 (2009), 2106 (2013), and 2122 (2013).

Taken together, the resolutions represent a critical framework for improving the situation of women in conflict-affected countries.

### **Protocol to Prevent, Suppress and Punish Trafficking in Persons Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime (2000)<sup>13</sup>**

The protocol was adopted by the United Nations General Assembly in 2000 and entered into force on 25 December 2003. As of September 2017 it has been ratified by 171 parties. This protocol defines the crime of trafficking in human beings and commits ratifying states to prevent and combat trafficking in persons, protecting and assisting victims of trafficking and promoting cooperation among states.

11 [http://www.un.org/womenwatch/ianwge/taskforces/wps/Strategic\\_Framework\\_2011-2020.pdf](http://www.un.org/womenwatch/ianwge/taskforces/wps/Strategic_Framework_2011-2020.pdf)

12 [https://www.un.org/womenwatch/ianwge/taskforces/wps/Strategic\\_Framework\\_2011-2020.pdf](https://www.un.org/womenwatch/ianwge/taskforces/wps/Strategic_Framework_2011-2020.pdf)

13 <http://www.ohchr.org/EN/ProfessionalInterest/Pages/ProtocolTraffickingInPersons.aspx>

### **UNGA resolution 56/128 on Ending Female Genital Mutilation (2008)<sup>14</sup>**

This resolution urges member states to condemn all harmful practices that affect women and girls, in particular female genital mutilation, and to take all necessary measures, including enforcing legislation, awareness-raising and allocating sufficient resources to protect women and girls from this form of violence. It calls for special attention to protect and support women and girls who have been subjected to female genital mutilation, and those at risk, including refugee women and women migrants.

### **UNGA resolution 67/226 the Quadrennial Comprehensive Policy Review (2012)<sup>15</sup>**

The Quadrennial Comprehensive Policy Review of Operational Activities for Development (QCPD) was adopted by the General Assembly on 21 December 2012. It provides intergovernmental direction for the UN system's operational activities for development. The QCPD resolution puts strong emphasis on gender equality and the empowerment of women in the UN system's programming, advocacy and policy work at a national level.

### **UN resolution on Child, Early and Forced Marriage (2013)<sup>16</sup>**

This is the first-ever resolution on child, early and forced marriage adopted at the Human Rights Council, co-sponsored by a cross-regional group of over 100 countries, including countries with high rates of child marriage. It emphasizes the need to include child, early and forced marriage in the post-2015 international development agenda, and

14 [http://www.un.org/womenwatch/daw/csw/csw52/AC\\_resolutions/Final%20L2%20ending%20female%20genital%20mutilation%20-%20advance%20unedited.pdf](http://www.un.org/womenwatch/daw/csw/csw52/AC_resolutions/Final%20L2%20ending%20female%20genital%20mutilation%20-%20advance%20unedited.pdf)

15 [http://www.un.org/ga/search/view\\_doc.asp?symbol=A/RES/67/226](http://www.un.org/ga/search/view_doc.asp?symbol=A/RES/67/226)

16 <https://www.girlsnotbrides.org/wp-content/uploads/2013/10/HRC-resolution-on-child-early-and-forced-marriage-ENG.pdf>





recognizes child, early and forced marriage as a human rights violation that “prevents individuals from living their lives free from all forms of violence” and negatively impacts the “right to education, and the highest attainable standard of health, including sexual and reproductive health.”

### **The 2030 Agenda for Sustainable Development (2015)<sup>17</sup>**

The 2030 Agenda for Sustainable Development was adopted by all UN Member States in September 2015 and includes a framework of 17 global Sustainable Development Goals to be achieved by 2030, with targets and means of implementation. The outcome document “Transforming our World” was adopted by the Member States of the UN General Assembly in September 2015 and took effect on 1 January 2016 to guide policies and decisions over the next 15 years. Gender equality is a stand-alone goal (Goal 5) and mainstreamed in other goals and targets. The targets capture key structural constraints to gender equality such as discrimination, violence against women and girls, harmful practices, unpaid care work, participation in decision-making and sexual and reproductive health and reproductive rights. The 2030 Agenda calls for all forms of discrimination and violence against women and girls to be eliminated, including through the engagement of men and boys.

### **UN System-Wide Action Plan on Gender Equality and the Empowerment of Women (2017)<sup>18</sup>**

UN-SWAP is a UN system-wide, mandatory action plan for operationalizing gender equality and women’s empowerment and accelerating gender mainstreaming within the UN system that all UN entities are obligated to implement. UNFPA annually reports on its UN-SWAP implementation,

which is reflected in an annual report of the Secretary General to ECOSOC. During the first phase from 2014–2017, UNFPA scored second highest in the entire UN system. Notable progress took place in the areas of organizational culture, evaluation, capacity development, and financial tracking mechanisms (gender marker). UNFPA will implement SWAP 2.0, an updated framework for implementation from 2018–2021 which now includes more challenging criteria and new areas around leadership and refinements to areas such as audit and link to development results.

## **Key regional commitments**

### **Inter-American Convention on the Prevention, Punishment and Eradication of Violence against Women “Convention de Belém do Pará” (1994)<sup>19</sup>**

Convention of Belém do Pará is an international human rights instrument concluded within the Organization of American States (OAS) that calls for the establishment in the Americas of mechanisms for protecting and defending women’s rights and for combating violence against women’s physical, sexual and psychological integrity, whether in the public or the private sphere. The Convention was adopted on 9 June 1994, at the 24th regular session of the General Assembly of the OAS in Belém, the capital of the state of Pará, Brazil, and it entered into force on 5 March 1995. As at August 2012, it has been ratified by 32 of the 35 States of the OAS (Canada, Cuba and the United States of America are not parties). The adoption and widespread ratification of the Convention of Belém do Pará in the middle of the 1990s represents a landmark in the struggle to protect the rights of women, particularly because it received more ratifications than any other treaty on human rights in the hemisphere and it is the first treaty in history that specifically covers the issue

<sup>17</sup> <https://sustainabledevelopment.un.org/?menu=1300>

<sup>18</sup> [https://elearning.un.org/CONT/GEN/CS/I\\_Know\\_Gender\\_\(English\)/story\\_content/external\\_files/M03\\_S16\\_16\\_17\\_UN\\_SWAP\\_brochure.pdf](https://elearning.un.org/CONT/GEN/CS/I_Know_Gender_(English)/story_content/external_files/M03_S16_16_17_UN_SWAP_brochure.pdf)

<sup>19</sup> <http://www.cidh.org/Basicos/English/basic13.Conv%20of%20Belem%20Do%20Para.htm>



of violence against women. The bodies responsible for overseeing compliance with the Convention are the Inter-American Commission on Human Rights (IACHR) and the Inter-American Court of Human Rights, both of which are organs of the OAS.

### **SAARC Convention on Preventing and Combating Trafficking in Women and Children for Prostitution (2002)<sup>20</sup>**

The purpose of this Convention is to promote cooperation among Member States so that they may effectively deal with the various aspects of prevention, interdiction and suppression of trafficking in women and children, the repatriation and rehabilitation of victims of trafficking and the prevention of the use of women and children in international prostitution networks, particularly where the countries of the SAARC region are the countries of origin, transit and destination.

### **Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa (Maputo Protocol) (2004)<sup>21</sup>**

This Protocol defines "violence against women" in Article 1 as all acts perpetrated against women which cause or could cause them physical, sexual, psychological, and economic harm, including the threat to take such acts, or to undertake the imposition of arbitrary restrictions on or deprivation of fundamental freedoms in private or public life in peace time and during situations of armed conflicts or of war. The Protocol promises that states will treat sexual abuse and violence against women in times of conflict or war as war crimes or crimes against humanity (Article 11.3). Article 4 is devoted to the topic of violence against women, stating "Every woman shall be entitled to

respect for their life and the integrity and security of her person. All forms of exploitation, cruel, inhuman or degrading punishment and treatment shall be prohibited...State Parties shall take appropriate and effective measures."

### **Accra Agenda for Action (2008)<sup>22</sup>**

The importance of gender equality in resource allocation was underscored in the 2008 Accra Agenda for Action (AAA), building on the 2005 Paris Declaration on Aid Effectiveness. Through the Accra Agenda for Action, developing countries and donors commit to ensure that their respective development policies and programmes are designed and implemented in ways consistent with their agreed international commitments on gender equality, human rights, disability and environmental sustainability. The Busan Partnership for Effective Development Cooperation endorsed in 2011 recognizes that gender equality and women's empowerment are critical to achieving development results and agreed to: accelerate and deepen efforts to improve information systems with disaggregating data by sex, integrate targets for gender equality and women's empowerment in accountability mechanisms and address gender equality and women's empowerment in all aspects of development efforts, including peace building and state building.

### **Council of Europe Convention on Action against Trafficking in Human Beings (2008)<sup>23</sup>**

The Convention aims to: prevent and combat all forms of human trafficking, including sexual exploitation and forced labour; protect and assist victims and witnesses of trafficking; ensure effective investigation and prosecution and promote international cooperation against

20 <http://un-act.org/publication/south-asian-association-for-regional-cooperation-saarc-convention-on-preventing-and-combating-trafficking-in-women-and-children-for-prostitution-2002/>

21 [http://www.achpr.org/files/instruments/women-protocol/achpr\\_instr\\_proto\\_women\\_eng.pdf](http://www.achpr.org/files/instruments/women-protocol/achpr_instr_proto_women_eng.pdf)

22 <http://www.oecd.org/dac/effectiveness/45827311.pdf>

23 <https://www.coe.int/en/web/conventions/full-list/-/conventions/treaty/197>



trafficking. In particular, the Convention requires national coordination measures, awareness raising, measures to identify and support victims and a “recovery and reflection period” during which trafficked persons will not be expelled from the receiving state. The forms of exploitation covered by the Convention are, at a minimum, sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude and the removal of organs.

### **Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (Istanbul Convention) (2011)<sup>24</sup>**

The Convention was adopted by the Council of Europe Committee of Ministers on 7 April 2011. It was opened for signature on 11 May 2011 on the occasion of the 121st Session of the Committee of Ministers in Istanbul. Following its 10th ratification by Andorra on 22 April 2014, it entered into force on 1 August 2014. The Convention is based on the understanding that violence against women is a form of gender-based violence that is committed against women because they are women. It is the obligation of the state to fully address it in all its forms and to take measures to prevent violence against women, protect its victims and prosecute the perpetrators. Failure to do so would make it the responsibility of the state. The convention leaves no doubt: there can be no real equality between women and men if women experience gender-based violence on a large-scale and state agencies and institutions turn a blind eye.<sup>25</sup>

### **Pacific Regional Action Plan on Women, Peace and Security (2012–2015)<sup>26</sup>**

The Regional Action Plan, launched in 2012, provides a framework at the regional level for Forum Members and Pacific Territories to enhance women and young women’s leadership in conflict prevention and peacebuilding, mainstream gender in security policy-making, and ensure women and girls’ human rights are protected in humanitarian crises, transitional contexts and post-conflict situations. It also sets out a regional mechanism that will support regional and national efforts.

### **Regional Action Plan to End Child Marriage in South Asia (2015–2018)<sup>27</sup>**

The RAP commits SAARC member states to end child marriage. It recognizes child marriage as a human rights violation and takes a holistic approach to ending child marriage including: an increase in the minimum age of marriage to 18 for boys and girls; access to quality education; increased mobilization of religious and community leaders and the collection of new and existing evidence.

### **The African Union Agenda 2063 – “The Africa We Want” (2015)<sup>28</sup>**

Agenda 2063 of the African Union was adopted by the Heads of State and Government of the African Union (AU) at their 24th Ordinary Assembly External in Addis Ababa, Ethiopia, from 30 to 31 January 2015. It is a strategic framework for the socioeconomic transformation of the continent over the next 50 years. It builds on and seeks to accelerate the implementation of past and existing continental initiatives for growth and sustainable development. Gender equality is mainstreamed in all the seven African Aspirations. These are: A Prosperous Africa, based on inclusive growth and

24 <https://www.coe.int/en/web/istanbul-convention/home>

25 <https://www.coe.int/fr/web/conventions/full-list/-/conventions/rms/090000168008482e>

26 <https://www.peacewomen.org/peacewomen.org/rap-pacific>

27 [https://www.girlsnotbrides.org/wp-content/uploads/2018/01/RAP\\_Child\\_Marriage.pdf](https://www.girlsnotbrides.org/wp-content/uploads/2018/01/RAP_Child_Marriage.pdf)

28 <http://www.un.org/en/africa/osaa/pdf/au/agenda2063.pdf>



sustainable development; An integrated continent, politically united, based on the ideals of Pan Africanism and the vision of Africa's Renaissance; An Africa of good governance, democracy, respect for human rights, justice and the rule of law; A Peaceful and Secure Africa; Africa with a strong cultural identity, common heritage, values and ethics; An Africa whose development is people driven, relying on the potential offered by people, especially its women and youth and caring for children; and An Africa as a strong, united, resilient and influential global player and partner.

African countries aspire to achieve Gender Parity by 2020 in public and private institutions, remove all forms of gender discrimination in the social, cultural, economic and political spheres and mobilize a concerted drive towards immediately ending child marriages, female genital mutilation and other harmful cultural practices that discriminate against women. By 2063, African countries aspire to gender equality in all spheres of life, ending discrimination and gender-based violence.

### **ASEAN Convention Against Trafficking in Persons, Especially Women and Children (ACTIP) (2015)<sup>29</sup>**

ACTIP was signed by the member states of ASEAN in November 2015. It aims to establish a legal framework for the ASEAN region to effectively address the issue of people smuggling and trafficking. Likewise, it demonstrates the political will and commitment of the ASEAN Member States to protect the victims of trafficking, as well as prevent and combat trafficking in persons within the region.

<sup>29</sup> <http://asean.org/asean-convention-against-trafficking-in-persons-especially-women-and-children/>

### **ASEAN Regional Plan of Action on the Elimination of Violence against Women (ASEAN RPA on EVAW)<sup>30</sup>**

ASEAN RPA on EVAW reaffirms Member States international commitments to ending gender-based violence including under the Convention on the Elimination of All Forms of Discrimination against Women (General Recommendation No. 19), the Beijing Declaration and Platform for Action and United Nations Security Council Resolutions 1325, 1820, 1888 and 1889 (on Women, Peace and Security). The aims of the RPA are to institutionalize policies to eliminate violence against women and develop sustained support across pillars and sectors and for ASEAN member states to have effective prevention and protection services supported by an adequate national legal framework and institutional mechanisms to eliminate violence against women.

<sup>30</sup> [http://www.Asean.Org/storage/images/2015/november/27th-summit/ascc\\_documents/asean%20regional%20plan%20of%20action%20on%20elimination%20of%20violence%20against%20womenadopted.Pdf](http://www.Asean.Org/storage/images/2015/november/27th-summit/ascc_documents/asean%20regional%20plan%20of%20action%20on%20elimination%20of%20violence%20against%20womenadopted.Pdf)



## ANNEX 3

# Key concepts related to gender equality and empowerment of women and adolescent girls

## Gender transformative approach

A gender-transformative approach in programming implies that promoting gender equality — the shared control of resources and decision-making — and women's and girls' empowerment are central to an intervention and programme. It means that while working to meet the main objectives of the programme, the approach also helps challenge underlying, harmful gender norms and stereotypes in the process. In the context of sexual and reproductive health for example, a gender-transformative approach entails not only improving women's access to key services including maternal health care and family planning services, but also helping communities understand and challenge the social norms that perpetuate inequalities between men and women. It also involves engaging men and boys in ways that address their sexual and reproductive health and rights while supporting women's and girls' sexual and reproductive health and rights including their decision-making in the process.<sup>31</sup>

## Culturally sensitive approach

From within the framework of the human rights-based approach, cultural sensitivity is a programming strategy that helps policymakers and development practitioners to analyze, understand and utilize positive cultural values, assets and structures in their planning and programming, so as to reduce resistance to the ICPD PoA, the

Millennium Development Goals and the Beijing Platform for Action. The ultimate goal is to create conditions for ownership and sustainability of development programmes and to ensure change from within, especially in the areas of women's empowerment and the promotion of reproductive health and rights.

## Continuum approach

The continuum approach aims to bridge and harmonize interventions in development and humanitarian settings. Every woman and girl is at increased risk of experiencing gender-based violence during a crisis. When a crisis hits, gender inequalities, marginalization and exclusion deepen. At the same time, women's roles and responsibilities often intensify with repercussions for their own security, health and well-being. Many women and girls lack access to vital services during an emergency, especially to life-saving sexual and reproductive health services, which further increases their vulnerability to gender-based violence. The numbers of disasters and complex emergencies have increased globally, and demographic changes and ongoing challenges associated with climate change, conflict and population movements make traditional delineations between "humanitarian" and "development" programming less and less applicable. To minimize risks, as well as to reinforce national and local systems, there's a high need for a "continuum approach".

<sup>31</sup> <http://evidenceproject.popcouncil.org/technical-areas-and-activities/gender-transformative-approaches/>



## Gender

Gender refers to the array of socially constructed roles and relationships, personality traits, attitudes, behaviours, values, relative power and influence that society ascribes to the two sexes on a differential basis. Whereas biological sex is determined by genetic and anatomical characteristics, gender is an acquired identity that is learned, that changes over time and that varies widely within and across cultures. Gender is relational and refers not simply to women or men but to the relationship between them.

## Gender equality

Gender equality entails the concept that all human beings, both men and women, are free to develop their personal abilities and make choices without the limitations set by stereotypes, rigid gender roles, or prejudices. Gender equality means that the different behaviours, aspirations and needs of women and men are considered, valued and favored equally. It does not mean that women and men have to become the same, but that their rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality concerns men as well as women. Equality between women and men is seen both as a human rights issue and as a precondition for, and indicator of, sustainable people-centred sustainable development.

## Gender equity

Gender equity means fairness of treatment for women and men, according to their respective needs. This may include equal treatment or treatment that is different but considered equivalent in terms of rights, benefits, obligations and opportunities. A gender-equity goal often requires built-in measures to compensate for the historical and social disadvantages of women.

## Gender mainstreaming

Mainstreaming a gender perspective is the process of assessing the implications for women and men of

any planned action, including legislation, policies or programmes, in any area and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension in the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.

## Gender parity

Gender parity refers to having equal numbers of men and women at all levels of the organization. It must include significant participation of both men and women, particularly at senior levels.

## Gender-based violence

Gender-based violence is any act that results in, or is likely to result in, physical, sexual, or psychological harm or suffering to women, girls, boys, men, gay men and other men who have sex with men and transgender people, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or private life.

## Human rights-based approach

This is a conceptual framework for the process of human development that is normatively based on international human rights standards and operationally directed to develop the capacity of rights-holders to claim their rights and duty-bearers to fulfill their obligations. It seeks to analyze inequalities that lie at the heart of development problems and redress discriminatory practices and unjust distributions of power that impede development progress.

## Violence against women and girls

Violence against women and girls is the act that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women and girls, including threats of such acts, coercion or





arbitrary deprivation of liberty, whether occurring in public or private life.

### **Women's empowerment**

Empowerment implies women's taking control over their lives: setting their own agendas, gaining skills, increasing self-confidence, solving problems and developing self-reliance. It is both a process and an outcome, which implies an expansion in women's ability to make strategic life choices in a

context where this ability was previously denied to them. UNFPA defines women's empowerment through five major components: women's sense of dignity; their right to have and determine choices; their right to have access to opportunities and resources; their right to have the power to control their own lives, both within and outside the home; and their ability to influence the direction of social change to create a more just social and economic order.



## ANNEX 4

# UN-SWAP 2.0

UN-SWAP 2.0 is organized in two sections. The first focuses on gender-related SDG results, and includes the new performance indicators on results as well as the oversight functions of evaluation and audit. The second includes the existing and revised indicators from UN-SWAP 1.0, and a new indicator on leadership. The following changes have also been made to existing UN-SWAP 1.0 based indicators based on five years of experience and for purposes of rationalization.

- The requirements for the Performance Indicators on Evaluation, Audit and Coherence have been strengthened.
- UN-SWAP 1.0 Performance Indicator on Programme Review has been merged into the new UN-SWAP 2.0 Performance Indicator on Programmatic Results.
- There is now a separate Performance Indicator on Equal Representation of Women in Staffing, which was previously part of the Gender Architecture and Parity Performance Indicator.

### Key components of UN-SWAP 2.0 include:

#### Gender-related Sustainable Development Goal results

1. Commitment to gender-related SDG results
2. Reporting on gender-related results
3. Programmatic results on gender equality and empowerment of women
4. Evaluation
5. Audit

#### Institutional strengthening to support achievement of results

6. Policy
7. Leadership
8. Gender-responsive performance management
9. Financial resource tracking
10. Financial resource allocation
11. Gender architecture
12. Equal representation of women
13. Organizational culture
14. Capacity assessment
15. Capacity development
16. Knowledge and Communication
17. Coherence



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