

# Achieving Gender Equality in Cities

Cities Alliance Gender Equality Strategy, 2014-2017



Joint Working Group on Achieving Gender Equality in Cities  
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## Acronyms

AfDB	African Development Bank
ASA	Analytic and Strategic Activities
BMZ	German Federal Ministry of Economic Cooperation and Development
CEDAW	Convention for the Elimination of All Forms of Discrimination Against Women
CSW	Commission on the Status of Women
DFID	Department for International Development (United Kingdom)
ESCAP	Economic and Social Commission for Asia and the Pacific
GDP	Gross Domestic Product
GES	Gender Equality Strategy
GFP	Gender Focal Point
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
IMF	International Monetary Fund
JWP	Joint Work Programme
LSC	Land, Services and Citizenship for the Urban Poor
MDG	Millennium Development Goal
MTS	Medium Term Strategy
OECD/DAC	Organisation for Economic Cooperation and Development/Development Assistance Committee
PRC	Project Review Committee
RF	Results Framework
SDG	Sustainable Development Goal
SDI	Shack/Slum Dwellers International
Sida	Swedish International Development Cooperation Agency
UCLG	United Cities and Local Governments
UN	United Nations
UNCED	United Nations Conference on Environment and Development
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNEP	United Nations Environment Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNOPS	United Nations Office for Project Services
UNSWAP	United Nations System-Wide Action Plan for Gender Equality and the Empowerment of Women
WB	World Bank

## Overview

The Cities Alliance Gender Equality Strategy (GES) describes how the Cities Alliance will operationalise the commitment to equality enshrined in its Charter<sup>1</sup> and the gender equality pillar of its Medium-Term Strategy 2014-2017 (MTS)<sup>2</sup>, becoming the premier global partnership working in this area.

The document opens with a one-page statement of commitment to the achievement of gender equality and the empowerment of women in sustainable urban development, and Cities Alliance's vision of gender equitable cities. The problem statement is taken directly from the MTS (page 2), which identified the paradox by which resources are diverted *away* from women and girls despite the known development advantage of directing resources *towards* them. It also notes the need for more granular understanding of the political economy of the inclusive city – the need to disaggregate systematically in order to plan and act for greater unity.

Section I explores the rationale for gender equality as an intrinsic dimension of equitable growth and the inclusive city.

Section II outlines proposed gender-related programme priorities for Cities Alliance, to be achieved through results-based management of interventions, measured in due course against a gender-explicit results framework. Pending development of such a results framework for the next strategic cycle, Cities Alliance will test approaches and gender indicators for inclusion in due course.

Section III outlines the structures and processes put in place to support the inclusion of gender equality considerations in programming. The effective operation of these procedures will be achieved through systematic scrutiny of them by the Cities Alliance Joint Working Group on Achieving Gender Equality in Cities (to be set up under this strategy), measured against established performance standards, adapted from the United Nations System-wide Action Plan (UNSWAP).<sup>3</sup> Even though Cities Alliance is not formally required to report against these standards, they have been adopted in the overall interests of coherence and harmonisation.

In addition, Section III describes how Cities Alliance will achieve gender parity in staffing, especially at the P4 level and above.

Section IV outlines management arrangements for the strategy, including an indicative budget, evaluation and risk assessment.

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<sup>1</sup> Cities Alliance, 2010. *Charter*. As amended 2014. Paragraph 5.

<sup>2</sup> Cities Alliance, 2014. *Promoting Equity in Cities*. Cities Alliance Medium-Term Strategy, 2014-2017.

<sup>3</sup> UN-Women. (2012) *United Nations System-Wide Action Plan for Implementing the CEB Policy on Gender Equality and the Empowerment of Women*.

## Commitment

1. Each member of the Cities Alliance is committed to advance gender equality and women's empowerment within their own respective mandates and programmes. This Gender Equality Strategy (GES) describes how the Cities Alliance Membership will extend these commitments into their joint activities for sustainable urban development, operationalizing the Cities Alliance Charter, to become a pre-eminent partnership promoting gender-inclusive cities.

### Problem Statement

2. **Discrimination against women in cities has a price:** The Members of Cities Alliance maintain that women are vectors of positive change in cities, promoting household economic resilience and more equitable decision-making. Yet throughout the world a range of policies, customs and practices divert resources *away from* women, so that they have fewer opportunities, capabilities and rights, despite the known development advantage of directing resources *towards* them. This paradox directly undermines the inclusiveness and sustainability of urban development, and imposes significant financial costs on city budgets, including through lost purchasing power, lost taxes and distorted demand for public services<sup>4</sup>.

3. **The disaggregation imperative:** Inclusive development requires a highly contextualized approach to the political economy of the inclusive city – a second apparent paradox: the need to disaggregate analytically in order to plan and act for greater unity. An aggregate focus on “the poor” or “citizens” does not capture the heterogeneity of poor urban populations. The inclusive city can best be achieved by inclusive approaches that capture the textured, non-linear nature of urban dynamics, including through analysis of gender inequality. These approaches are currently not widely used in urban planning, leading inevitably to partial and even exclusionary results: a situation that Cities Alliance is determined to reverse.

### Vision

4. The Cities Alliance envisages inclusive cities increasingly characterized by effective and transparent local government, engaged citizens from all social groups and improved and responsive service-delivery to urban men, women, girls and boys of all backgrounds.

5. The achievement of this vision presupposes cities in which: both women and men have decent jobs, political voice and services designed to support them in their multiple and intersecting roles as breadwinners, carers and community managers; men and women, girls and boys are well educated, enjoy optimal health and can move around freely and safely; mixed-used planning reflects the ways in which men and women, girls and boys actually live and work and learn in safety; local government is committed to working with grassroots citizens to ensure relevant financial and business services and gender-responsive housing and land-use policy; and local government officers know how to ensure in multiple ways that equitable growth and gender equality go hand in hand, and are committed to the sustainable achievement of both, for the optimal benefit of the city as a whole.

## The Gender Equality Strategy

6. In order to achieve this vision in the most streamlined manner, the GES will bridge the Gender Equality Pillar of the current Cities Alliance Medium-Term Strategy 2014 -2017 (MTS) into the next planning cycle. It is therefore the first phase of a longer-term process of learning and implementation for both Cities Alliance Members and the Secretariat. At the end of this period all personnel will have the needed capacities, and appropriate analytical, screening and monitoring procedures will be in place, to ensure that the next MTS and its Results Framework will fully incorporate the relevant gender analysis and corresponding gender equality outcomes and indicators.

### Section I: Background

7. Section I of the GES provides information to explain and contextualize the MTS Gender Equality Pillar, and serves as a resource to support messaging and advocacy by Cities Alliance members and personnel.

### Gender Mainstreaming

8. Methodologically, a mainstreaming approach has been selected for this strategy because of its transformational potential at both economic and political levels. A mainstreaming approach describes and challenges

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<sup>4</sup> The Cities Alliance Medium Term Strategy 2014-2017, page 2.

precisely that body, or bodies, of policies, customs, practices and decision-making identified by the MTS as governing the distribution of resources in a given country, city, community or project – the mainstream. A mainstreaming approach defines the structures and procedures needed to challenge and re-shape this distribution mechanism where needed to ensure equitable and sustainable development.

9. The mainstreaming approach is most developed in responding to discrimination against women and girls, on which there is now a large literature, but as human rights are indivisible and all forms of discrimination and exclusion are related, paying attention to women and girls can be a highly effective means of opening broad avenues to mutually reinforcing change processes in multiple areas, reflecting the inter-sectionality of class, gender, race, ethnicity, faith, disability and all other socio-economic variables. An overview of the gender mainstreaming methodology is given under “Theory of Change” below, while a full description, including its shortcomings, is given in Annex V.

## The Business Case

10. The business case for the GES is three-fold: (1) the rights of women and girls under international law and global consensus; (2) the high costs of not acting; and (3) the comparative advantage of Cities Alliance to intervene in this area. These are each described below.

### *The Rights of Women and Girls in Cities*

11. The entitlement of women and girls to non-discrimination, and to the full enjoyment of rights and freedoms on an equal basis with men and boys, has been established in international law by the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW)<sup>5</sup>, to which the vast majority of countries, including every country in which Cities Alliance is currently active, are States Party. National governments are required to hold local government and non-state actors at all levels accountable for their adherence to CEDAW provisions.

12. In addition, a global consensus has emerged over the past 25 years on the centrality of gender equality to the world development agenda, including at the city level through Habitat II, the Habitat Declaration and Agenda 21. The entire inter-governmental and multi-lateral development community is committed to operationalising that consensus, using tools and approaches that are now well established, including the gender mainstreaming methodology and the UNSWAP performance standards described in this strategy. All that is required is the political will to do so.

### *The High Costs of Not Acting*

13. However, attention to gender equality is not only a matter of rights: it is a development imperative. The financial costs of gender inequality are considerable, and its impact extends far beyond the women and girls concerned, and their families, to affect society as a whole. Taking steps to prevent discrimination against women in cities, and eliminate it from local government policy, and practice, could release considerable funds for productive city development.

14. Most research on this topic focuses on the national level. However, the concentration of population in cities makes it likely that the costs of gender inequality are even more intense at the urban level.<sup>6</sup> Examples of such costs include:

- a) In 2013 the International Monetary Fund (IMF) demonstrated a Gross Domestic Product (GDP) per capita loss of up to 27 percent in some regions as a result of not fully engaging women in the labor force. For some countries the loss is even greater: in Egypt raising women’s workforce participation rate to that of men would lift the country’s GDP by more than an estimated 33 percent.<sup>7</sup>
- b) Estimates of the loss of economic growth due to gender inequality in education range from 0.38 per cent per annum in Sub-Saharan Africa to 0.81 per cent per annum in South Asia. This accounts for between 11 and 41 per cent of the lower growth in these two regions compared with East Asia and the Pacific<sup>8</sup>

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<sup>5</sup> United Nations. 1979. *Convention on the Elimination of All Forms of Discrimination against Women*. A/34/180. Entry into Force 3rd September 1981. This reaffirmed and expanded the Universal Declaration on Human Rights (1948).

<sup>6</sup> The Cities Alliance could make a powerful contribution to development by exploring the evidence base for this assertion.

<sup>7</sup> International Monetary Fund (IMF) Strategy, Policy, and Review Department and Fiscal Affairs Department, 2013. *Women, Work, and the Economy: Macroeconomic Gains From Gender Equity*.

<sup>8</sup> OECD/DC 2010. Evidence for Action : Gender equality and economic growth by Chatham House with DFID <http://www.oecd.org/dac/gender-development/45568595.pdf>

- c) In 1996 the estimated costs of social services provided to women victims of domestic violence in the London Borough of Hackney was £7.5 million. The extrapolated cost for London as a whole in that year was £278 million (equivalent to about US\$750 million at 2014 prices).<sup>9</sup> This figure does not include other costs such as workdays lost, reductions in commercial output, tax losses, medical costs, police costs and long-term costs (such as the mental health and criminal justice services that may be required throughout the lives of children affected by domestic violence).
- d) In 2000 UNFPA reported that countries with three female students or fewer for every four male students could expect 25 percent less GNP per capita than countries with greater parity in education.<sup>10</sup>
- e) In 2007 ESCAP found that “Gender discrimination has widespread ramifications and clear economic and social costs. The Asia-Pacific region.... is losing US\$42-\$47 billion per year because of restrictions on women’s access to employment opportunities – and another US\$16-\$30 billion per year because of gender gaps in education. Those are just the economic costs – added to them are social and personal costs”.<sup>11</sup>

#### Housing Policy and Gender Equitable Growth in Brazil’s Cities

Brazil has adopted a macro-economic strategy of “equal growth”, including redistributive mechanisms such as annual minimum wage increases established in law, that have been greater than the growth in GDP for the terms of the past three presidents. At the same time, Brazil has been introducing progressive laws and policies to advance women rights and gender equality. Some highlights are the creation of a National Secretary for Women Policies, with ministerial status, a related National Council of Women’s Rights, and the approval of “*Law Maria da Penha*” that changes Brazil’s criminal code and establishes stronger punishments for domestic violence, which has particularly high incidence in vulnerable urban areas such as favelas and low-income housing developments.

In addition, steps have been taken to ensure that within Brazil’s overall strategy of re-distributive growth, mechanisms are put in place that ensure the economic empowerment and security of women. For example, the Ministry of Cities, since its creation in 2003, has followed an increasing trend of providing the titles to new houses to the woman within each household. In 2009 a major programme of housing subsidy was created, *Minha Casa, Minha Vida*. The national law that created the programme stated that housing finance loans provided through it would be preferentially allocated to the woman in a household. In 2012 this procedure became obligatory, and included a revolutionary clause whereby in case of divorce the housing unit is held by the women, unless the man has custody of the children, signaling a change in the National Civil Code.

The result is that *Minha Casa, Minha Vida* is responsible for more than 3.5 million contracts (50% of formal housing production in Brazil) with approximately 90% on the name of the woman (equivalent to about 45% of the total new housing stock). This is one of the main pillars of Brazil’s national housing policy, and is currently a strong instrument of wealth and land redistribution in Brazil’s historically highly unequal cities.

f) In 2013 a commentator calculated that women’s low participation in the labour force might have reduced India’s growth rate by 4% per annum over the previous 10 years.<sup>12</sup>

g) In 1999 Kathy Matsui of Goldman Sachs wrote that Japan could increase GDP by 15 percent by tapping the potential of women. Fifteen years later, Prime Minister Shinzo Abe has made greater female workforce participation the cornerstone of his strategy to accelerate the Japanese economy and has proposed new policies that will address childcare, tax distortions, and female representation in government.

h) Canada estimated in 2003 that the national cost of gender-based violence was C\$1.5 billion, the direct medical costs alone representing about 1 percent of GDP. In 2000 Australia estimated the cost to be A\$1.5 billion, or about 4.5 percent of GDP.<sup>13</sup>

i) Improving gender equality appears to lower the level of corruption. For example, an increase of about 13 percentage points in women’s share of the labour force is associated with a one point improvement in the International Country Risk Guide (ICRG) corruption rating, with indications of even greater

<sup>9</sup> Day, T. McKenna, K. & Bowlus, A. 2005. *The Economic Costs of Violence Against Women: An Evaluation of the Literature*. An expert brief compiled in preparation for the Secretary-General’s in-depth study on all forms of violence against women. United Nations. p. 22. The authors of the study chose not to use aggregate national statistics, fearing these “might not accurately reflect the diverse nature of life in an Inner London Borough”. Instead they used survey techniques to calculate the prevalence rates of service use, and impute costs from these.

<sup>10</sup> UNFPA, 2000. *State of World Population*. Press summary p. 4.

<sup>11</sup> ESCAP. 2007. *Economic and Social Survey of Asia and the Pacific*. p. viii.

<sup>12</sup> Jaishankar, D. <http://www.theatlantic.com/international/archive/2013/03/the-huge-cost-of-indias-discrimination-against-women/274115/>

<sup>13</sup> UNDP 2009. Global Conference on Gender-Based Violence (GBV): Policies, Actions and Impact. Caracas, Venezuela, 21-22 April 2009. Summary Report.



improvements associated with increases in women’s participation in Parliament.<sup>14</sup>

### Cities Alliance Comparative Advantage to Address this Situation

15. The Cities Alliance comparative advantage to address gender inequality in urban development is its ability to draw on the complementary range of expertise, knowledge, experience and approaches demonstrated by its Membership and invest in partnership across different stakeholders. Selected examples of these experiences are provided in boxes throughout this strategy, and in Annex III.

16. Member good practices selected here illustrate important pathways to gender equality and inclusive urban development that the Cities Alliance will seek to leverage and share, such as: national legal frameworks for gender equality that have impact at the city level (Brazil and Ethiopia) and in redistributive effects (Brazil); financial tracking mechanisms to monitor and demonstrate the extent of gender-equality programming (Sida); defined gender strategies (DFID, GIZ); development of tools to assist urban planners in incorporating gender equality considerations more effectively and systematically (UN-Habitat); learn from women’s experience, or provide needed services, in a manner that also empowers them (BMZ, SDI, Sida); promote the role of women in local, national and global policy dialogue on sustainable urban development (UCLG).

17. In the post-2015 period the global development community is likely to emphasise a need for broad-based patterns of economic growth, balanced by a complementary set of policies to manage growth and redistribute national income more fairly, including specific measures to ensure that redistributed wealth is shared equally by both men and women from all social groups (see also discussion of informality below). The Cities Alliance MTS 2014-2017, and through it the GES, have positioned the Cities Alliance to contribute robustly to this development direction.

### Conceptual Clarity

18. Issues related to the interplay of gender equality (and other aspects of urban diversity) with urban growth trajectories are under-represented in discourse on the inclusive city, despite their centrality to its attainment.

### Equitable Growth and Gender Equality

19. The nexus between economic growth and gender equality is a contested and theoretically complex policy arena, while the definition of equitable growth itself is also much debated.<sup>15</sup> This is a critical area for attention by Cities Alliance as its two pillars of equal growth and gender equality are intricately linked in complex ways.

20. Research to date indicates that greater gender equality, especially in employment (for which equality of education, health and basic services are pre-requisites), contributes to economic growth. Therefore measures that enhance women’s employment are also likely to contribute to economic growth. Gender equality is both an important means to achieve equitable growth, and provides a secure platform on which to ensure that such growth can be sustained over time, and resist shocks.<sup>16</sup>

21. On the other hand, evidence on the reverse proposition that economic growth contributes to gender equality is less robust, and where growth is based on the degradation of employment it probably reduces gender equality. Thus

#### With support from Sida, Mozambique chooses empowerment as the route to reduced fertility

The Geracio Biz Programme on Sexual and Reproductive health in Mozambique, where many young people are unaware of the health risks and myths related to sexuality, and two thirds of the population of Maputo is under 25, has the objective to improve adolescent sexual reproductive health and rights in Mozambique – including developing a national strategy, institutional support and capacity building, reducing the incidence of premature and teenage pregnancies, reducing the incidence of HIV and Aids and other sexually transmitted diseases amongst adolescents and reduce the incidence of underage marriages. The programme reaches over 4 million youth and adolescents per year, through in-school, out-of-school and youth-friendly health service initiatives. The programme trains over 1,000 youth activists and peer educators per year, providing them with excellent life skills. The majority of these are girls, and many go on to tertiary education. In 2013 the programme’s Youth Friendly Clinics had over 800,000 consultations with people under the age of 24 (of which 640,000 – 80 per cent – were girls and young women).

<sup>14</sup> OECD/DC 2010. Evidence for Action : Gender equality and economic growth by Chatham House with DFID <http://www.oecd.org/dac/gender-development/45568595.pdf>

<sup>15</sup> See Ranieri, R. and Ramos, R, 2013. *After all, What is Inclusive Growth?* International Policy Centre for Inclusive Growth (IPC-IG) One-pager No. 188. (A research institution jointly supported by the Poverty Practice, Bureau for Development Policy, UNDP and the Government of Brazil.

<sup>16</sup> Kabir N. and Natali, L. 2013. *Gender Equality and Economic Growth: Is there a Win-Win?* IDS Working Paper No. 417

growth strategies that include redistributive measures, such as housing subsidies, decent jobs and well-designed basic services, are necessary if economic growth is to contribute to greater gender equality.<sup>17</sup>

22. Growth maximization approaches to development that originated in the decades after World War II assume that growth produces a corresponding market-led reduction in poverty through 'trickle-down'. Over the years, these approaches have been tempered by a growing recognition of the systemic character of poverty and the very limited incidence of trickle-down.<sup>18</sup> More recently still such perspectives have focused on the ways in which growth without redistribution increases economic inequality,<sup>19</sup> and demonstrated that income inequality is in turn associated with a range of inequalities and disbenefits in other areas, including gender inequality.<sup>20</sup>

23. In addition, it must be remembered that major areas in which poor women experience discrimination, for example within the household and in segments of the informal sector, lie largely outside the monetized economy, and therefore are not reflected in national accounts and measurement of growth. Nevertheless, the time and energy spent in many of these activities, especially in the so-called "economy of care", directly influence the productivity of labour and hence indirectly affect economic growth.<sup>21</sup>

### **Informality, Employment and Self-Employment**

24. One critical component of a broad-based approach to equitable urban growth is attention to urban employment. Given the demographics and spatial arrangements of many secondary cities in the developing world, this is likely to mean informal employment. Women are clustered in the informal sector, where low-quality jobs, lack of protection and insecurity tend to perpetuate, and even increase, both income and gender inequality. Decent work<sup>22</sup> is an essential pathway to poverty reduction, and providing decent work to both women and men is a central strategy for the achievement of both gender equality and equitable growth.<sup>23</sup>

25. However, the term "informal" does not mean that there are no rules or norms regulating the activities of workers or enterprises. Men and women engaged in informal activities have their own "political economy" – their own informal or group rules, arrangements, institutions and structures for mutual help and trust, providing loans, organizing training, transferring technology and skills, trading and market access and enforcing obligations. Very often parallel cooperative networks and sets of rules for men and women will be in operation. The nature of these informal rules or norms, whether or how they observe the fundamental rights of workers in general and women in particular, and how they mediate the contributions of the informal economy to inclusive urban development, are not well known.<sup>24</sup>

**Shack/Slum Dwellers International (SDI)**  
**Developing Women's Financial and Participation Capacity**

SDI's savings and credit activities, in addition to their clear financial benefits, serve as a means to acknowledge the skills women have and bring them into the open, to the advantage of their communities. By learning to save small amounts of money, read bank statements, and repay and reschedule loans, women are consciously preparing themselves to manage much larger amounts of money (loans, grants, donor finance), which can be used for land, housing, and infrastructure development. Through their community savings activities, women connect each other in their own and other settlements, developing relationships with city and national-level slum dweller federations and networks. This helps them build their voice and identity. The skills they develop to solve their small issues helps them to resolve their more complex problems of land, housing and access to basic services.

<sup>17</sup> Ibid. See discussion of Informality below.

<sup>18</sup> For example Jolly, R and Mehrotra, S. 1997. *Development with a Human Face: Experiences in Social Achievement and Economic Growth*. UNICEF Publications. UNDP. Annually. *The Human Development Report*. United Nations 2012. *The Future We Want*. A/CONF.216/L.1

<sup>19</sup> Ostry, J. Berg, A. and Tsangarides, C. 2014 *Redistribution, Inequality, and Growth*. IMF Research Department.

<sup>20</sup> Wilkinson, R and Pickett, K. 2010 *The Spirit Level: Why Equality is Better for Everyone*. London. Allen Lane

<sup>21</sup> Razavi, S. 2007. *The Political and Social Economy of Care in a Development Context Conceptual Issues, Research Questions and Policy Options*. UNRISD Gender in Development Programme Paper No. 3. Folbré N. 2006. "Measuring Care: Gender, Empowerment, and the Care Economy". *Journal of Human Development*. Vol. 7, No. 2.

<sup>22</sup> ILO. 2002. *Decent Work and the Informal Economy*. International Labour Conference Report No. VI. p. 4

<sup>23</sup> Chen, M, Vanek, J and Carr, M. 200r. *Mainstreaming Informal Employment and Gender in Poverty Reduction: A Handbook for Policy-makers and Other Stakeholders*. Commonwealth Secretariat

<sup>24</sup> ILO 2002. Op cit.

26. The World Bank estimates that almost 90 percent of 143 economies researched still have at least one legal restriction on women's economic opportunities, including 79 economies that restrict the types of jobs women can perform. There is also a lack of role models to inspire more women to join the workforce and change societal attitudes.<sup>25</sup> With regard to self-employment women face several constraints, further slowing both growth and the employment of others. Women are less likely than men to know other entrepreneurs, and tend to have weaker professional and commercial networks.<sup>26</sup> An estimated 70 per cent of women-owned small and medium-sized enterprises in the formal sector in developing countries lack access to capital, resulting in a global financing gap of \$285 billion.<sup>27</sup> In Kenya, women own half of all small and medium enterprises, but these experience less growth than male-owned businesses due to a lack of support and resources.<sup>28</sup>

27. In bridging the gap between formal and informal sectors, and finding creative ways to include informality in urban planning, in particular with regard to slum upgrading and future proofing, the questions of security of tenure, employment opportunities, respect for fundamental principles and rights at work, social protection, financial systems and social dialogue all have gender dimensions that must be understood if urban development is to be inclusive and equitable.

### Urbanisation

28. The world urban population is projected to grow from 3.9 billion in 2014 to 6.4 billion 2050, and in many countries natural increase, rather than migration, accounts for approximately 60 per cent or more of urban population growth, with nearly 90 percent of the increase to take place in secondary urban areas of Africa and Asia.<sup>29</sup> However, current projections for urban population growth assume a steady decline in fertility. If fertility were to remain constant and the pace of urbanisation remain as projected, world urban population would almost double to 7.4 billion by 2050: an extra 1 billion (about 15 percent) more people.<sup>30</sup>

29. There is a strong and well-established causal relationship between the empowerment of women and girls and rate of natural increase. Indeed it is second in effectiveness only to availability of contraception as a means of reducing fertility. Thus the best management of urbanisation is in large part dependent on steps to empower women and girls. The form of empowerment most explicitly linked with fertility reduction is education, so all contributions to gender equality that tend to facilitate the education of girls, such as decent jobs for their mothers, basic services that enable mothers to send their daughters to school, infrastructure, transport, sanitation and spatial design factors that increase the accessibility of schools to girls, are likely also to contribute to a more managed and "future proof" urbanisation.

30. These steps are precisely those that will contribute to economic growth and address the challenges of informality in cities as discussed above, leading to great economies of scale.

31. Nevertheless, urbanisation will also continue to be driven by large flows of migrants of both sexes to cities, both from their rural hinterlands and internationally. Managing these flows presents significant challenges to the cities concerned, and here again disaggregated and responsive planning methodologies, including gender mainstreaming, are most likely to foster non-discrimination, equality and inclusion, as the foundations for secure prosperity.

### Resilience

32. Impoverished urban communities, especially slum dwellers, are already living in more or less permanent conditions of actual or imminent crisis. As the principal community managers are typically women in such societies, they play a large part in daily resilience to the constant adversity. When disaster strikes they intensify the community support mechanisms that are already in place, drawing on shared understandings and networks, often honed over many years.

33. In seeking to minimize the development of merely reactive planning approaches, it would be simply wasteful to overlook these deep pools of community knowledge. A failure to identify and support these existing mechanisms is

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<sup>25</sup> World Bank and IFC, 2013. *Women, Business and the Law 2014: Removing Restrictions to Enhance Gender Equality*.

<sup>26</sup> *Ibid*

<sup>27</sup> McKinsey & Company and IFC, 2010. *Two trillion and counting: Assessing the credit gap for micro, small, and medium-size enterprises in the developing world*.

<sup>28</sup> International Finance Corporation. 2009. *Annual Report*.

<sup>29</sup> UNDESA Population Division 2014. *World Urbanization Prospects: The 2014 Revision*.

<sup>30</sup> *Ibid*

part of the process by which resources tend to be diverted away from women as described in the MTS.<sup>31</sup> Any future proofing activities that leverage and complement this local experience, mainly held by women, are likely to make better use of Cities Alliance Member resources.

### Spatial Planning

34. In a wide range of planned and unplanned urban environments, men and women have consistently been found to have very different experiences and needs.<sup>32</sup> Yet the form and function of the built environment tend to reflect the dominant values of society, which are typically neither inclusive nor equitable. Rather, urban planning has drawn largely on neo-classical economic models to develop spatially segregated towns and cities, with distinct residential and employment zones, often linked only by extensive road systems, with little public transport provision.

**BMZ: Education and equality**  
To facilitate girls' school attendance it is important to ensure that girls can move around freely and without fear on the school premises. German development cooperation is providing funding to upgrade school buildings in line with girls' needs.

35. For example, traffic has become a dominant feature in cities of all sizes, disadvantaging the vast majority of women relative to men, and the poor relative to better-off social strata. In particular, women's daily travel patterns are typically more complex than those of men, combining work with childcare and other home-making commitments. Women generally spend many more hours working in and near their homes and communities than do most men. They are frequently more active than men in community management and in informal local leadership. Typically they require tangential rather than radial transport systems, and own fewer cars.

36. Cities have not typically evolved or been designed with attention to the safety of citizens. In many cities gender-based violence (targeting women, girls and low-status or non-conforming men and boys) is a grave concern. Careful design of open spaces, parks, lighting, the siting of markets and latrines and the provision of safe transportation, including the training of drivers and conductors, are all areas that could contribute to greater safety for all.

37. However, those involved in land use planning and design are becoming increasingly aware of the disbenefits of approaches that tend to channel resources to the already powerful, and many are also moving away from past tendencies to exclude the experiences of women in urban space when defining, interpreting and acting upon planning issues.<sup>33</sup>

**BMZ seeks to empower women while drawing on their knowledge of climate adaptation strategies**  
A project approach has the aim of identifying and supporting adaptation measures in which women play a leading role. Gender-specific knowledge about climate change is being systematically recorded in order to develop the knowledge base. When workshops are in the process of being conceived and designed, care is taken to ensure that women are able to participate and contribute their knowledge on an equal footing. This measure is successfully combining increased knowledge about coping strategies and adaptation to climate change with empowering women.

38. For example, more inclusive approaches to urban development have promoted mixed-use neighbourhoods in many cities. These have short travel distances between work, childcare, schools, shops and services, with extensive pedestrian environments and public service provision, are a closer reflections of life as it is lived by most people (both men and women), ensure vibrant urban development, and are frequently called for in consultations with women in particular. Measures to ensure that the perspectives of women as well as men shape urban space offer an important antidote to inefficient, spatially segregated and socially exclusionary urban sprawl.

### Safety in the City

39. Safety in the city is not only a matter of sound spatial design (see above), important as it is: gender-responsive policy and service delivery also play critical roles. Robust regulation and official guidance provide an essential framework for both prevention and response to gender-based violence (GBV), while well-informed and trained police, judiciary, emergency response and social services personnel, acting in planned synergy with each other, are also necessary. Cities must provide services that respond quickly, respectfully and constructively to the needs of victims/survivors of violence (both men and women), so that their trauma is minimized, physical recovery accelerated and appropriate legal action taken. Such services both minimize the social and economic costs of GBV and contribute to prevention by reducing

<sup>31</sup> Cities Alliance, 2014, *Medium-Term Strategy 2014-2017*. p.2

<sup>32</sup> For example, Cesari, Bastros and Filtre compared the disparities between men's and women's occupations and income in urban sprawl and rural settlements in Brazil *Determinants of Income and Gender Discrimination in Brazilian Rural Areas in 2009*

<sup>33</sup> Commonwealth Local Government Forum. 2012. [Ten ways local government can advance gender equity](#) Factsheet.

impunity. GBV tends to increase during emergency and disaster of any kind, so national and local mitigation plans must address the speedy re-establishment of services.

40. Partnership is a critical factor. In 2012 a comparative study on the most effective ways to reduce GBV in 70 countries found that the mobilization of strong, independent women's movements active on the issues is a more important force in reducing violence against women than the economic wealth of a nation or the representation of women in government. Such movements help to shape public and government agendas and create the political will to address GBV.<sup>34</sup>

41. Men are both the principal perpetrators of GBV, and can be victims of it. It is critical therefore to involve men in prevention strategies, as partners in developing appropriate forms of response, and in advocating for its reduction. A sympathetic response to reports of GBV perpetrated against men, and tailored healthcare services are much-overlooked dimensions of social service provision for GBV.

42. There is evidence of linkage between domestic and public safety. An analysis of the criminal justice history of offenders in Washington State suggests that a domestic violence conviction is the single greatest predictor of future violent crime among men. Safe families are the foundation of safe cities, and so basic services that empower women and strengthen families will have a long-term impact on overall reduction of violence in public space. Children's services are also critical to minimize the trauma of observing or experiencing violence, which has the long-term benefit of reducing the likelihood that such children will themselves turn to violence.

## Global Commitment to Gender Equality

43. The GES is prepared in compliance with the principal global commitments to gender equality, which are in turn part of the evolving Development Agenda that over the past several decades has increasingly framed action of the inter-governmental, United Nations and world NGO communities.

44. In addition to the overarching Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW 1979), those commitments most salient to the GES include (in chronological order): the Rio Declaration (1992); The Beijing Platform for Action (1995); the Habitat Agenda and Agenda 21 (1996); The Millennium Declaration and Goals (2000); The Paris, Accra and Busan Declarations on Aid Effectiveness (2005, 2008 and 2011); Rio+20 - The Future We Want (2012), and the forthcoming Beijing+20 (2015), Sustainable Development Goals (2015) and Habitat III (2016). A summary of the principal global commitments influencing the GES is provided in Annex IV.

## Theory of Change

45. The MTS recognizes that the achievement of gender equality in cities will require adjustments to the work programme of the Cities Alliance, the composition and practices of its Membership and the work of the Secretariat itself.<sup>35</sup> This insight is reflected in the theory of change adopted by the GES, based on a model of gender mainstreaming originally developed by the Swedish International Development Cooperation Agency (Sida).<sup>36</sup>

46. Graphic 1 summarises this approach, showing how changes at the organisational level (yellow) lead to changes in programming (green), which will contribute to greater gender equality at the national and city levels (blue), mediated by the three pillars. Strengthened partnerships lie at the heart of this schema, literally and figuratively, contributing both to stronger gender results at the national and city levels, and feeding back into advice and guidance for improved Secretariat performance.

47. While all these areas of activity are causally linked, it is important not to conflate them, as different methods and indicators of change apply to each. At times strategies and assessments have tended to blur these three areas, for example by ignoring the need for change at the organisational level, focusing only on the inclusion of "correct" language in programme documents or losing sight of the fact that change in partner countries is the final goal.

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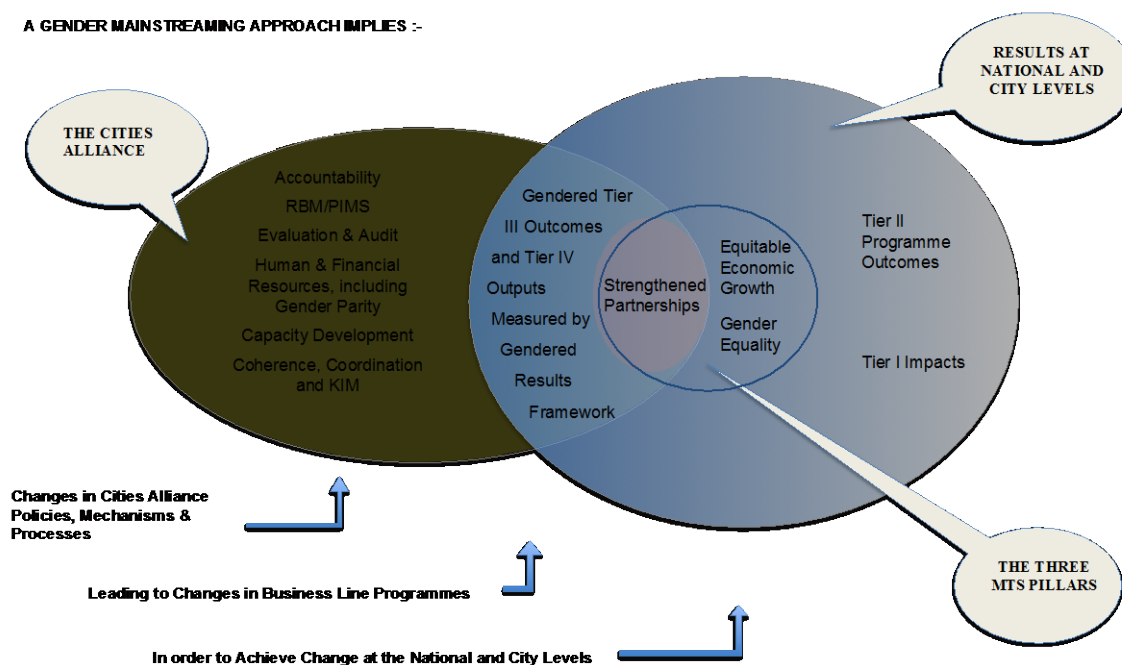
<sup>34</sup> Htun, M and Weldon, S.L. 2012. "The Civic Origins of Progressive Policy Change: combatting violence against women in global perspective 1975 – 2005" In *American Political Science Review* Vol 106. No. 3

<sup>35</sup> Cities Alliance. *Medium-Term Strategy 2014-2017*. p.2

<sup>36</sup> Sida Department for Policy and Legal Services 1996. *Mainstreaming: A strategy for the Achievement of Equality between Women and Men. A Think Piece*.

**GRAPHIC 1  
CITIES ALLIANCE THEORY OF CHANGE FOR GENDER EQUALITY**

**A GENDER MAINSTREAMING APPROACH IMPLIES -**



Derived from SIDA 1996

### The Responsibilities of Cities Alliance Members and Secretariat Personnel

48. The Cities Alliance Membership and Secretariat personnel have complementary responsibilities under the GES, contributing collectively but in distinct ways to operationalising the above theory of change, and achievement of the GES goals.

#### Cities Alliance Members

49. Cities Alliance members have ultimate responsibility to ensure that the partnership achieves the goals and activities described in this GES, including the allocation of sufficient resources. The Cities Alliance membership will review progress in implementing the GES, and hold the Cities Alliance Management Board and Director accountable for its full implementation.

50. Cities Alliance members will set up a Working Group on Achieving Gender Equality in Cities to guide the Secretariat in its work for gender equality, and provide concrete oversight on the implementation of the GES. Cities Alliance members also have the responsibility to pay due regard to gender balance in their delegations to Cities Alliance events and to ensure that the gender equality dimensions of all agenda items are addressed in their discussions. It is also important that Members foster dialogue among urban development and gender equality specialists within their own organisations, so that mutual understanding and partnership is strengthened internally.

#### Cities Alliance Secretariat Senior Management

51. The successful implementation of the GES rests fundamentally on the extent to which all management, and especially senior management, is proactive in its implementation. Robust management engagement in gender mainstreaming is the single most important factor and guarantor of its success.<sup>37</sup>

52. Senior Managers, individually and collectively, have the responsibility to champion gender equality and women’s inclusion and empowerment as key factors in the development of vibrant and dynamic cities. They play an

<sup>37</sup> The central role and responsibility of management, especially senior management, in the achievement or otherwise of gender mainstreaming goals has been a near-universal finding of almost every evaluation on this theme across the inter-governmental and United Nations systems for over a decade.

important role in raising Cities Alliance’s profile as an organisation committed to improving gender equality in its results. They have the responsibility to insist upon and ensure higher gender mainstreaming performance throughout the organisation

53. This provision includes Regional Offices, where Regional Directors are responsible for implementing the GES within their offices, and in the context of their own regional strategies.

54. Senior managers also have specific responsibilities in accelerating progress towards gender parity in management, especially by ensuring transparency and adherence to guidelines in recruitment and promotion (see section on Human Resources below under Section III).

**All Secretariat Personnel**

55. All personnel are required to be proactive in identifying and pursuing entry points for the promotion of gender equality in the context of their own work, and collaborating across the house in creating a positive and enabling environment for gender mainstreaming.

56. The responsibility for gender mainstreaming in each unit resides with the manager of that unit, and each member of staff is responsible for contributing to organisational goals for gender equality and the empowerment of women, in ways that are appropriate to their own work:

- **All supervisors** have the responsibility to identify those aspects of the GES to which their unit contributes, translate them into planned activities and results for each supervisee, and to guide their staff in achieving these results.
- **All supervisees** have the responsibility, in consultation with their supervisors, to select those strategic priorities that have salience for their own work, and to identify a personal goal or goals that will contribute to the attainment of these priorities, to be recorded and tracked through the performance appraisal process.

**DFID Gender Equality Strategy**

DFID has developed a strategy to stop poverty before it starts by investing as early as possible in girls and women, so that the impact of all development interventions is multiplied. The aim is to create an enabling environment for gender equality by developing sustained political commitment to services and opportunities for women and girls, building effective legal frameworks to protect their rights, challenging discrimination and increasing both the value ascribed to them and their power to make informed choices and control decisions that affect them. The intention is to delay first pregnancy, and support safe childbirth, for example by preventing early marriage and increasing access to contraception; get girls through secondary school by means of a stronger pipeline of girls graduating from primary school, and more female teachers; get economic assets directly into the hands of women through financial services and protection of land rights; and prevention of violence against girls and women, by strengthening data, providing support service to victim/survivors and supporting security and justice systems to prevent and respond to violence. All of these are central to well-managed urbanisation and inclusive cities

**The Secretariat Gender Equality Team**

57. The Gender Equality Team has the responsibility to support both managers and personnel in their respective gender mainstreaming responsibilities, in particular through the sharing of gender-related knowledge and information, and in support of senior management in monitoring and reporting upon progress.

58. The Gender Equality Team has a support and advisory function: it does not have sole responsibility for all gender-related activity in Cities Alliance. Were this to happen, gender mainstreaming would, by definition, be constrained.

59. The Gender Equality Team also acts as the Secretariat of the Cities Alliance Joint Working Group on Achieving Gender Equality in Cities.

## Section II: Cities Alliance Gender Equality Programming

60. The overall Development Objective is to address and reduce gender inequalities in developing cities:

61. The specific programme goal is “Joint activities prepared, and contributing in gender-responsive ways to the Tier III outputs of the MTS Results Framework before end of 2017”. These outputs, adapted from those given in the MTS so that they embody gender-responsive approaches, are:

- National policy frameworks developed and/or enhanced that address urban development needs in sustainable, equitable and gender-responsive ways;
- Local pro-poor, gender equitable and climate resilient strategies and plans developed, and resources mobilised;
- Tailored mechanisms to engage both men and women of all backgrounds in city/urban governance developed; and

62. Capacities of cities in pro-poor, gender equitable and climate resilient governance and management strengthened. The underlying intention is to transform the joint activities of Cities Alliance members, finding new alliances and partners, and new, more inclusive and egalitarian dimensions for all their collective endeavours.

63. Under the guidance of the Executive Committee and Consultative Group, the Cities Alliance Secretariat will consult on optimum ways to leverage collective experience, combined with emerging thinking on gender in sustainable urban development, into effective joint activities.

64. Senior Management will guide progress towards the following goals during the strategic period. They will ensure that an assessment of lessons learned will be made at the end of the period, so that these lessons may be incorporated into future programming and the following results achieved ever more comprehensively:<sup>38</sup>

- National policy frameworks developed and/or enhanced that address urban development needs in sustainable, equitable and gender-responsive ways;
- Local pro-poor, gender equitable and climate resilient strategies and plans developed, and resources mobilised;
- Tailored mechanisms to engage both men and women of all backgrounds in city/urban governance developed;
- Capacities of cities in pro-poor, gender equitable and climate resilient governance and management strengthened.

65. As a general principle, the Cities Alliance will not fund or participate in panels, public meetings or knowledge exchanges which do not maintain gender balance in participation.

### A Joint Work Programme on Achieving Gender Equality in Cities

66. The Cities Alliance will establish a Joint Work Programme to implement this strategy.

67. Possible activities to be coordinated by the programme could include: an initial stock-taking and mapping of the collective experience of members; a flagship document on gender equality and sustainable urban development; joint global advocacy and messaging campaigns in the Post-2015, World Urban Forum, Habitat Agenda, Beijing+20 and Commission on the Status of Women (CSW) processes.

### Country Programmes & the Future Cities Africa Programme

68. Selected Country Programmes will be designed or adjusted to reflect relevant gender equality considerations, and monitored closely to test options for sound gender mainstreaming in Cities Alliance programmes. These could include the Country Programmes of Burkina Faso, Ethiopia, Ghana, Liberia, Mozambique, Tunisia, Uganda and Vietnam.

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<sup>38</sup> Note: these are adapted versions of the Cities Alliance Tier III outputs described in the MTS, and also referenced in paragraph 6 of this GES.



69. The Cities Alliance will seize the opportunity offered by Country Programmes to engage members at the country level, fostering increased dialogue and collaboration horizontally at that level, as well as vertically with the capitals and headquarters of the membership, and the Cities Alliance Secretariat.

### The Cities Alliance Catalytic Fund

70. At least one call for gender-related applications to the Catalytic Fund will take place before the end of 2017. All applications for funding will be reviewed for their potential to contribute to gender equality, and methodologies will be developed for this. The screening of Catalytic Fund applications is addressed under Results-Based Management, below.

### Suggested Areas of Collaboration

71. Subject to consultation among the Cities Alliance membership, the following broad areas of collaboration will be adopted and developed into a defined programme niche for Cities Alliance.

- Land tenure and housing as a central issue for women’s economic empowerment, security and well-being.
- Women in local government and decision-making positions, including local-to-local dialogue and peer learning and collaboration among local governments, worker movements and community groups.
- Safety in the city,
- Income and growth creation, in tandem with implementation of the Equal Growth Pillar of the MTS, to demonstrate the linkages between equal growth and gender equality.
- Activities to develop men and boys’ understanding of the importance of gender equality, to work with men and boys as allies in the pursuit of gender equality and to engage men and boys in prevention of discrimination against women and gender-based violence.
- The Cities Alliance will foster the collection of data disaggregated by age and sex in the context of all its activities, and support local governments to improve their own capacities and practices in disaggregated data collection and analysis.

**Ethiopia Establishes Gender-sensitive Legal Frameworks**

Women in urban areas of Ethiopia have equal access to employment opportunities and are entitled to equal payment for equal work. Ethiopia has ratified international conventions that ensure non-discrimination in employment opportunities. The Constitution and the Civil Service Proclamation give guarantees to this end. Domestic labor laws are also reviewed in such a way to integrate the rights of women. The government is taking measures to alleviate the burden of self-employed and other women employees living in urban areas. Credit services rendered by governmental and non-governmental organisations give special attention to poor women. Priority is also given to poor women in the distribution of low-cost ‘condominium’ houses built by the Government.

72. These activities will generate the following broad knowledge and advocacy outputs, building on and complementing the existing experiences of Cities Alliance member organisations:

- Applied knowledge products that expand existing paradigms, emphasise bottom-up, women-focused and men-focused community organisations, in a range of media. The emphasis will be on story-telling rather than teaching.
- Advocacy, policy dialogue and event that leverage the convening power of the CA membership. The membership will seek to make major agenda-setting events such as Habitat III accessible to grassroots, and make extensive use of multi-media
- Applied research, diagnostics and disaggregated data as the basis for improved urban policy-making and planning.

### Section III: Secretariat Institutional Effectiveness for Gender Equality

73. As prefigured in the MTS 2014-2017, it will be necessary to make some changes to organisational procedures, and monitor them carefully, in order to ensure organisational capacity to achieve the above-referenced programme goals systematically. These changes are guided by the consolidated lessons learned and experiences of the Cities Alliance Membership (as summarised in Annexes II and III) in order to achieve the following goals:

- **Institutional Effectiveness:** required institutional mechanisms and processes established, and functioning well in support of internal and external gender equality goals by the end of 2017; and
- **Gender Parity:** equitable employment practices and a positive organisational culture in place, so that gender parity at each level of the Secretariat can be achieved within five years (before 31 December 2019).

#### Accountability<sup>39</sup>

74. The key accountability for achievement of GES goals and outputs belongs to the Members of Cities Alliance, through the Joint Working Group on Achieving Gender Equality in Cities established for the purpose.

75. Through this group the Cities Alliance membership will hold the Management Board and Director accountable for the achievement of all aspects of the GES.

76. In general, the Programme Unit is accountable to the Director for the activities described in Section II of the GES, and the Finance and Operations Unit for the activities described in Section III, although there are some areas of joint responsibility, especially with regard to the section on results-based management and oversight.

77. The performance plans of all Cities Alliance personnel will be amended so that at least one of their Key Result Areas addresses the inclusion of gender equality considerations in their work, with corresponding targets. Progress towards these targets will be monitored by supervisors and reported annually through the standard performance assessment process.

78. Senior Management will ensure that where there are shortcomings in performance, the needed guidance and, if necessary, capacity development will be provided.

79. Senior Management will put in place a mechanism for the recognition of excellent performance in the advocacy and achievement of gender equality in cities.

80. At least once a year Senior Management will convene a full staff meeting to review the progress of each unit in implementing the GES, and contributing to gender equality and women's empowerment, and to identify any changes that might be needed. This peer review meeting will serve both as the principal gender mainstreaming accountability mechanism of Cities Alliance, other than the annual staff performance appraisal, and as a means to summarise progress, gaps and lessons learned for the Cities Alliance Annual Report and Director's Report.

#### GIZ Stresses Internal Change in its Gender Strategy

The GIZ Gender Strategy recognises gender equality is a goal in its own right and at the same time a key to and enabler of sustainable development. Gender equality is a principle that shapes the values and work of GIZ. The GIZ Gender Strategy is based on five complementary strategic elements:

- **Political will and accountability:** Managers clearly demonstrate their support for the issue of gender equality and follow up on the implementation of the strategy.
- **Corporate culture:** We establish patterns of behaviour and codes of conduct within the company that help ensure gender equality.
- **Gender equality within the company:** We ensure that men and women work together on equal terms, and that there is a balanced gender ratio across all hierarchical levels and fields of responsibility within the company.
- **Gender competence:** We ensure that our staff know about imbalances in gender relations and ways of correcting these.
- **Processes:** Our procedures and instruments are gender-sensitive, especially in relation to commission management and quality management.

<sup>39</sup> The United Nations defined accountability in *Towards an accountability system in the United Nations Secretariat*, A/RES/64/259 paragraph 8 as follows:

*"Accountability is the obligation of the Secretariat and its staff members to be answerable for all decisions made and actions taken by them, and to be responsible for honouring their commitments, without qualification or exception; accountability includes achieving objectives and high-quality results in a timely and cost-effective manner, in fully implementing and delivering on all mandates to the Secretariat approved by the United Nations intergovernmental bodies and other subsidiary organs established by them in compliance with all resolutions, regulations, rules and ethical standards; truthful, objective, accurate and timely reporting on performance results; responsible stewardship of funds and resources; all aspects of performance, including a clearly defined system of rewards and sanctions; and with due recognition to the important role of the oversight bodies and in full compliance with accepted recommendations."*

## Performance Indicators, Monitoring and Reporting System

81. As indicated above, the membership of Cities Alliance will monitor progress in implementing the GES through the Joint Working Group on Achieving Gender Equality in Cities, holding the Management Board and Director accountable.

82. The Cities Alliance Director and Deputy Director will guide the work of the Secretariat in its day-to-day implementation of the GES, and report regularly to the Membership on gender mainstreaming progress and results, and all aspects of this strategy, in the Cities Alliance Annual Report and Director's Report to the Management Board and Assembly.

83. All new Analytic and Strategic Activity (ASA), Country Programme and Catalytic Fund documents will include gender analysis, with at least one specific outcome on gender equality and the empowerment of women, with corresponding indicators, outputs, activities, inputs and budget allocations clearly articulated, derived from that analysis, in accordance with the logical chain of results-based management. In addition, Senior Management, reporting to the Joint Working Group on Achieving Gender Equality in Cities, will ensure that:

- The Project Review Committee (PRC) will scrutinize all new programme documentation for its compliance with the gender equality dimensions of the logical chain, as described above. The Chair of the PRC has the responsibility to ensure that each proposal is reviewed from gender perspective.
- Existing ASAs, Country Programmes, and to the extent possible Catalytic Fund Grants, will be implemented in a gender-responsive manner, making amendments where necessary to corporate databases so that these can be monitored, in preparation for the next phase (GES Phase II).
- All ASAs, Country Programme and Catalytic Fund screening documents will be updated so that they reflect the terms of this strategy, and give minimum guidance to Task Managers on required gender issues in grant making, project supervision and evaluation.

The Working Group on Achieving Gender Equality in Cities and Cities Alliance Senior Management will ensure progress towards a full gender analysis in the next MTS, with at least two specific indicators on gender equality and the advancement of women for each Tier IV and III output, based on that analysis, and with corresponding activities and inputs.

### Monitoring the GES

In 2012 the United Nations Chief Executives Board for Coordination rolled out its System-wide Action Plan for Gender Equality and the Empowerment of Women (SWAP). All entities of the United Nations system are now required to operationalize this action plan in the context of their own mandates, and to report annually on progress in approaching, meeting or exceeding the defined performance standards. The goal is that all entities will at least meet the standards by 2017.

Although not a formally designated United Nations entity, the Cities Alliance Secretariat is part of the United Nations system due to its hosting by UNOPS. The SWAP addresses issues that have been identified as priorities by Cities Alliance Members (see Annex II) and also fits well with the GES Theory of Change. In view of this and for purposes of overall coherence, the GES draws upon the SWAP, especially in Section III.

The SWAP reporting requirements are not binding on Cities Alliance, but shared approaches will facilitate comparability and collective lesson learning. The SWAP-based monitoring table is included in Annex VI, and will be harmonised more closely with Cities Alliance practices following consultation.

## Evaluation and Oversight

84. Senior Management will ensure that Cities Alliance Secretariat evaluations conform to OECD/DAC and United Nations gender equality evaluation norms and standards.<sup>40</sup>

85. Senior Management will ensure that feedback loops from evaluation to programme are in place, so that gender-related lessons can be systematically applied to steadily improving practice.

<sup>40</sup> United Nations Evaluation Group Norms and Standards for Evaluation and OECE/DAC Quality Standards for Development Evaluation <http://www.uneval.org/> <http://www.oecd.org/dac/evaluation/qualitystandards.pdf>

86. Senior Management will ensure that risks to the attainment of gender equality are included in programme and grant-making risk frameworks.

### Financial Resources and Tracking

87. The Cities Alliance Members and Senior Management will ensure an appropriate level of funding for the Gender Equality Strategy, so that its goals can be achieved.

88. Wherever possible, Country Programmes and grant documentation will include provision for specific budget line(s) for gender activities, with protocols and operating procedures developed as needed to ensure consistency and reporting of disbursements to gender equality.

89. As experience grows, and before the end of 2017, Senior Management will consider the establishment of a financial resource tracking mechanism that is appropriate to Cities Alliance processes, drawing on the experiences of partners, and making adaptations as necessary to corporate databases.

### Human Resources

90. Commitment to gender equality and respect for diversity will be included among the core values and required competencies of all Cities Alliance personnel, as United Nations staff members.<sup>41</sup>

91. Senior Management will invest in gender expertise to ensure that Cities Alliance Secretariat has access to the knowledge needed to operationalize the GES. This will involve: the recruitment of personnel who include gender expertise among their competencies; specification of the needed expertise in programme documentation, grant applications and terms of reference; and earmarking adequate resources to recruit external specialists as needed.

92. Senior Management will amend all job descriptions so that the relevant gender equality considerations are included, and the requirement for commitment to and competence in gender mainstreaming is clear.

#### UCLG promotes women in local, national and global decision-making

UCLG recognises that local governments are key promoters of gender equality and can improve the quality of women's lives and increase their opportunities. The gender equality agenda of UCLG focuses on the advancement of the status of women, promoting in particular the participation of women in decision-making.

UCLG provides advice and monitoring of gender policies, supports exchange between elected women, makes the voice of women mayors and councilors heard in the United Nations and hosts the Global Conference for Elected Women through its Standing Committee on Gender Equality.

### Secretariat Gender Architecture

93. Senior Management will ensure that a Gender Equality Team is formally established, with terms of reference. The team will include representatives from senior and middle levels of management and from each Division and Regional Office. Provision will be made for the co-optation of *ad-hoc* team members as may be needed.

94. The Gender Equality Team terms of reference will clearly state that the role of the Gender Equality Team is a supportive one: it is not the responsibility of such a team to undertake all the gender-related activities of the Cities Alliance, but rather to provide guidance and a framework within which to act, so that colleagues can include the relevant gender equality considerations into their own work.

### Gender Parity

95. Even though the question of gender parity is a matter of internal governance, it is regarded as a key feature of Cities Alliance activity for gender equality, modeling in its own internal procedures what it is advocating externally through its programmes.

96. Before the end of 2015 Senior Management will prepare a Policy and Plan on Gender Parity. This policy and plan will define specific goals and benchmarks for the achievement of gender parity among all personnel, with particular focus on levels P4 and above, and define specific actions to attract, retain and promote female staff.

97. The policy will include the following items:

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<sup>41</sup> The current United Nations Core Values and Competencies includes "respect for gender equality and diversity": this is currently under review by the Office of Human Resources with a view to strengthening the language to include gender equality.

- The Cities Alliance will achieve gender balance (45-55%) and a broad level of diversity among Cities Alliance personnel, including consultants in all areas of work and at all levels by 31 December 2019 with at least annual progress reporting to the Management Board.
- All expert rosters will maintain at least 40% women in their pool as well as a dedicated group of gender specialists to be deployed to support the strengthening of Cities Alliance's programme and policy work.
- Senior Management and hiring managers will be held accountable for ensuring that women and men have equal opportunities for selection and the principles of diversity and gender balance are respected under each stage of the selection process.
- In the outreach for qualified female candidates, hiring managers will ensure that vacancies are disseminated to networks of women professionals at the respective country, regional and global levels. The Secretariat has a responsibility to produce and maintain, country, regional and global dissemination networks aimed at women professionals.
- Every evaluation panel will feature a balanced composition of members in terms of gender.
- Every job description to be advertised and interview questions by the Cities Alliance should be vetted by the Secretariat Gender Team when in draft form for quality control and monitoring purposes.

98. The Human Resources representative in recruiting processes will be held accountable to Senior Management on the points 83. – 92. The Director will monitor and report upon this plan annually to the Management Board, and include this issue in his/her own performance plan.

### **Organisational Culture**

99. Senior Management will actively and visibly promote an inclusive, trusting and team-based organisational culture, in which the innovation, creativity and linkages required for successful mainstreaming activity can be safely surfaced, and flourish.

100. As gender mainstreaming is essentially a methodology for influencing decision-making processes, and as most decisions are taken at, or as a result of, meetings, they are critical fora for gender mainstreaming and for achieving inclusive work culture. The Cities Alliance will therefore model good practice, scrutinize its own procedures and develop the meeting-related capacity of all personnel by committing to effective, gender-responsive meeting management, with consideration given to rotating meeting-related responsibilities among all staff. A guideline for this is provided in Annex VII.

101. Senior Management will also champion and promote the complete body of United Nations policies, rules and regulations on work-life balance, sexual harassment and abuse of authority, for both men and women, as applicable.<sup>42</sup> All managers and supervisors will operationalise these policies, rules and regulations, following the approach taken by UNOPS.

### **Capacity Development**

102. A gender mainstreaming capacity assessment will be undertaken in early 2015, and updated as necessary, at least every three years.

103. A sustainable and creative gender mainstreaming staff development plan will be formulated in the first half of 2015, so that all personnel have the competencies needed to implement this strategy. In other words, they must be well versed and convincing in articulating gender-inclusive approaches to urban development, and competent enough to interpret and undertake their daily work, whether in programme, financial or operational units, in a gender-inclusive manner.

104. The staff development plan will include:

- An initial in-depth gender mainstreaming learning meeting with the above issues as learning objectives. Consideration will be given to including both members and staff in such a meeting; and

105. Mandatory online gender induction training for all personnel ("I Know Gender: An Introduction to Gender Equality for UN Staff", UN Women, 2014)

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<sup>42</sup> These include policies on maternity, paternity, adoption, family emergency leave; breast feeding; childcare; sexual harassment; abuse of authority; and flexible work arrangements.

106. Tools and practices will be developed to ensure sustainable links of understanding and cooperation among the Gender Team, gender specialists and the generalist personnel of the organisation so that capacity is progressively developed and institutionalized.

107. The Secretariat will monitor the travel of Cities Alliance personnel, including technical supervision missions, trainings, participation in workshops and conferences etc., by gender in order to address disparities in access to professional development opportunities.

## **Coordination and Knowledge Management**

### ***Coordination***

108. The Cities Alliance Working Group on Achieving Gender Equality in Cities will ensure a coordinated approach to gender mainstreaming in all Cities Alliance joint activities, leveraging the knowledge and good practices of members.

109. To facilitate this, a joint planning, advocacy and messaging exercise will be convened by the Working Group before the end of 2015, possibly in conjunction with the above-referenced in-depth planning and learning meeting (this could be combined with the staff development plan described above).

110. A formally established gender coordination mechanism for Cities Alliance Member representatives in each region will be set up before the end of 2015.

111. Senior Management will ensure active participation by Cities Alliance in gender-related development cooperation mechanisms where relevant, especially at the regional level and including IBSA, UN and Development Partner Country Teams and NGO coordination mechanisms, as appropriate.

### ***Knowledge Management***

112. Senior management will ensure that all internal and external information and knowledge products reflect corporate gender equality plans, information and achievements, and gender balance in analysis, good practices, examples and images.

113. Cities Alliance will play an active role in advocating for gender equality and inclusive urban development in the Beijing+20, Habitat III, the Commission on the Status of Women, the World Urban Forum, the SDG and other policy dialogue processes.

114. Senior Management will ensure routine disaggregation of all staffing data by grade and sex to facilitate monitoring of the Policy and Plan on Gender Parity.

## Section IV: Management of the Strategy

### Indicative Budget

Section	Item	Source	Amount 2015 US\$	Amount 2016 US\$
Programme	Assessment of how far gender is integrated into the five LSC Country Programmes, with recommendations for improvement	Non-core (Gates LSC)	150,000	
	Integrating gender into the Ethiopia Country Programme	Core	100,000	
	Joint Work Programme framework document preparation, planning, joint advocacy exercises and grants	Core	100,000	200,000
	Flagship Knowledge Product on topic to be decided by JWP	Core	50,000	
Secretariat Institutional Effectiveness	Capacity Needs Assessment	Core	10,000	
	Capacity Development Workshop with JWP members	Core	40,000	
<b>Subtotal (non-core)</b>			<b>150,000</b>	
<b>Subtotal (core)</b>			<b>300,000</b>	<b>200,000</b>
<b>TOTAL</b>			<b>650,000</b>	

### Evaluation of the Strategy

115. Senior management will ensure a full review of good practices and lessons learned in implementing the GES at the end of the strategic period, and identify valid programme performance indicators for the next Cities Alliance Results Framework and MTS 2018-20.

### Risks

116. The central risk to organisational commitment to gender equality is entropy – the so-called “evaporation” of policy commitment. Realisation of the following risks may trigger an audit of the strategy, or any of its constituent programmes and grants.

- A failure to institutionalise the provisions of the GES in organisational culture and procedures – without which Cities Alliance could revert over time to a compliance / “tick box” approach.
- Limitations in funding
- Limitations in staff capacity
- Limitations in member commitment

# ANNEXES



## **Annex I. SWOT Analysis**

Analysis of the potential for Cities Alliance to become a pre-eminent global partnership working on gender equality in cities

### **Strengths**

1. Existence of the gender equality pillar
2. Organisational culture that is positive, inclusive, trusting
3. Cross-divisional Gender Team
4. Championing by organisational leadership
5. Support of key members and partners

### **Weaknesses**

1. Conceptual weaknesses and slippages in MTS and programme documentation
2. Limitations in gender analysis throughout documentation (including Uganda TSUPU programme)
3. General weakness among Cities Alliance personnel in understanding of gender equality within the context of urban development, and gender mainstreaming as an approach.
4. Gender-related weaknesses in PIMS (absence of gender equality considerations in baselines, indicators, project narratives etc.)
5. Screening and monitoring processes not to address gender equality

### **Opportunities**

1. The Gender Equality Strategy itself
2. The experience and approaches developed by Cities Alliance Members and Partners on which to build (Member Working Group on Achieving Gender Equality in Cities)
3. Well-developed on-line gender mainstreaming resources prepared by UNOPS, on which to build
4. The corporate intention to be the pre-eminent partnership on gender and urban development – needs conceptual clarity among membership and Secretariat staff on the inter-relationships among inclusive growth, inclusive cities and all forms of equality, including gender equality
5. Habitat III – need strong conceptual position by 2016, and some programme results
6. Potential to launch the new strategy in March 2015, during global meeting of the Commission on the Status of Women (CSW), and participate actively in Beijing +20 (September 2015)

### **Threats**

1. Risk that commitment to gender equality will not become institutionalised – with changes in personnel it could revert over time to compliance / “tick box” approach.
2. Limitations in funding
3. Limitations in staff capacity
4. Limitations in member commitment

## Annex II. International and Regional Assessments of Cities Alliance Members and Partners

The following three assessments of recent gender mainstreaming experience include evaluations of several Cities Alliance members, and represent summaries of their collective experience. All came to remarkably similar conclusions about the organisational priorities for effective work on gender equality

In 2014 the **Organisation for Economic Cooperation and Development/Development Assistance Group (OECD/DAC)** identified six areas in which change is needed. These are:<sup>43</sup>

- The critical importance of **senior leadership role** in leading and championing gender equality
  - Embedding gender equality into corporate **accountability** processes
  - A **results agenda**
  - A **long term perspective**
  - Adequate investment in **gender equality expertise**
  - **Adequate and sustained financing**
  - **Building and expanding alliances** with a broader range of development allies for gender equality
- In 2012 **The United Nations Chief Executives Board for Coordination** rolled out its System-wide Action Plan for Gender Equality and Women’s Empowerment (UN-SWAP), reflecting the distilled experience of United Nations system entities over more than a decade of gender mainstreaming activity.<sup>44</sup> The SWAP focuses on six aspects of organisational functioning, and establishes clear performance standards in each:
    - Accountability
    - Results-based management
    - Evaluation and oversight
    - Human and financial resources
    - Capacity development
    - Coherence, knowledge sharing and coordination
  - In 2011 the **African Development Bank** took a slightly different approach, exploring the reasons for shortcomings in performance, which it found was caused by *not* paying attention to gender equality in several key areas. They found:<sup>45</sup>
    - **Leadership** has not consistently supported or prioritised the mainstreaming of gender equality and policy, resulting in what has become widely described as “policy evaporation.”
    - The **absence of accountability and incentive structures** has limited the achievement of results.
    - **Financial and human resources** have not been sufficient to enable effective mainstreaming of gender equality within donor organisations and interventions.
    - **Short-term perspectives:** any gender mainstreaming procedures and practices have been introduced and actively pursued for a short period, before gradually declining in use.
    - **Results reporting and learning** have been seriously constrained by inconsistent approaches to monitoring and evaluation.
    - Integrating gender equality into **new aid modalities** presents many new challenges to donor organisations.

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<sup>43</sup> OECD/DAC Gender Network. 2014. *From Ambition to Results* (29 DAC institutions responded to the survey)

<sup>44</sup> UN-Women. *United Nations System Wide Action Plan for Implementing the CEB Policy on Gender Equality and the Empowerment of Women*.

<sup>45</sup> African Development Bank. 2011. *Mainstreaming Gender Equality: a road to results or a road to nowhere*. Evaluation synthesis (32 evaluations of multi-lateral entities were reviewed). Evaluations of several Cities Alliance members were included in this review, including: AusAID, BMZ, CIDA, DFID, NORAD, Sida, UNICEF, UN-Habitat and World Bank.

## Annex III. Mapping of Selected Cities Alliance Member Good Practices

In alphabetical order

### Brazil

Brazil has adopted a macro-economic strategy of “equal growth”, including redistributive mechanisms such as annual minimum wage increases established in law, that have been greater than the growth in GDP for the terms of the past three presidents. At the same time, Brazil has been introducing progressive laws and policies to advance women’s rights and gender equality. Some highlights are the creation of a National Secretary for Women Policies, with ministerial status; a related National Council of Women’s Rights; and the approval of “Law Maria da Penha” that changes the criminal code and establishes stronger punishments for domestic violence, which has particularly high incidence in vulnerable urban areas such as favelas and low-income housing developments.

In addition, steps have been taken to ensure that mechanisms are put in place within Brazil’s overall strategy of re-distributive growth that ensure the economic empowerment and security of women. For example, the Ministry of Cities, since its creation in 2003, has followed an increasing trend of providing the titles to new houses to the woman within each household. In 2009 a major programme of housing subsidy was created, *Minha Casa, Minha Vida*. The national law that created the programme stated that housing finance loans provided through it would be preferentially allocated to the woman in a household. In 2012 this procedure became obligatory, and included a revolutionary clause whereby in case of divorce the women hold the housing unit, unless the man has custody of the children, signaling a change in the National Civil Code.

The result is that *Minha Casa, Minha Vida* is responsible for more than 3.5 million contracts (50 per cent of formal housing production in Brazil) with approximately 90 per cent in the name of the woman (equivalent to about 45 per cent of the total new housing stock). This is one of the main pillars of Brazil’s national housing policy and currently a strong instrument of wealth and land redistribution in Brazil’s historically highly unequal cities.

### DFID

DFID has developed a strategy to stop poverty before it starts by investing as early as possible in girls and women, so that the impact of all development interventions is multiplied. The aim is to create an enabling environment for gender equality by developing sustained political commitment to services and opportunities for women and girls, building effective legal frameworks to protect their rights, challenging discrimination, and increasing both the value ascribed to them and their power to make informed choices and control decisions that affect them. The intention is to delay first pregnancy and support safe childbirth, for example by preventing early marriage and increasing access to contraception; get girls through secondary school by means of a stronger pipeline of girls graduating from primary school, and more female teachers; get economic assets directly into the hands of women through financial services and protection of land rights; and prevention of violence against girls and women, by strengthening data, providing support service to victim/survivors and supporting security and justice systems to prevent and respond to violence. All of these are central to well-managed urbanisation and inclusive cities.

### Ethiopia

Women in urban areas of Ethiopia have equal access to employment opportunities and are entitled to equal payment for equal work. Ethiopia has ratified international conventions that ensure non-discrimination in employment opportunities. The Constitution and the Civil Service Proclamation give guarantees to this end. Domestic labor laws are also reviewed in such a way to integrate the rights of women. The government is taking measures to alleviate the burden of self-employed and other women employees living in urban areas. Credit services rendered by governmental and non-governmental organisations give special attention to poor women. Priority is also given to poor women in the distribution of low cost ‘condominium’ houses built by the Government.

### GIZ

The GIZ Gender Strategy recognises that gender equality is a goal in its own right and at the same time a key to and enabler of sustainable development. Gender equality is a principle that shapes the values and work of GIZ. The goal of the Gender Strategy is to comprehensively promote gender equality – both within their partner countries, as well as throughout their entire company. GIZ is committed to advocating women’s rights and realising equal opportunities for men and women, which contributes to the overall quality of its work. The GIZ Gender Strategy is based on five complementary strategic elements:

- **Political will and accountability:** Managers clearly demonstrate their support for the issue of gender equality and follow up the implementation of the strategy.
- **Corporate culture:** Establish patterns of behaviour and codes of conduct within the company that help ensure gender equality.

- **Gender equality within the company:** Ensure that men and women work together on equal terms and that there is a balanced gender ratio across all hierarchical levels and fields of responsibility within the company.
- **Gender competence:** Ensure that GIZ staff know about imbalances in gender relations and ways of correcting these.
- **Processes:** GIZ procedures and instruments are gender-sensitive, especially in relation to commission management and quality management.

### *Sida*

Sida has been a champion of gender equality for many decades, and played a lead role in promoting the gender mainstreaming approach. In 2008, Sida made a renewed political commitment to gender equality as one of the three thematic pillars in Sweden's development cooperation. The policy has four main areas: women's political participation and influence; women's economic empowerment and working conditions; sexual and reproductive health and rights; and women's security, including combating all forms of gender-based violence and human trafficking. Sida uses OECD policy markers to grade and track thematic priorities in all contributions. Out of the total disbursements in 2012, 72 per cent were marked as having gender equality as a significant objective, while another 14 per cent were marked as having gender equality as the main objective – making a total of 86 per cent of disbursements intended to impact on gender equality.

Examples of good practice include the Geracio Biz programme on sexual and reproductive health in Mozambique, where many young people are unaware of the health risks and myths related to alcohol, drugs and sexuality, and two thirds of the population of Maputo are under 25. The overall objective is to improve adolescent sexual reproductive health and rights in Mozambique – including developing a national strategy, institutional support and capacity building, reducing the incidence of premature and teenage pregnancies, reducing the incidence of HIV and Aids and other sexually transmitted diseases amongst adolescents and reduce the incidence of underage marriages. The programme reaches over 4 million youth and adolescents per year, through in-school, out-of-school and youth-friendly health service initiatives. The programme trains over 1,000 youth activists and peer educators per year and the current complement of activists and peer educators. The majority of these are girls, and many go on to tertiary education themselves. In 2013 the programme's Youth Friendly Clinics had over 800,000 consultations with people under the age of 24 (of which 640,000 – 80 per cent – were girls and young women).

### *Shack/Slum Dwellers International*

Slum Dwellers International (SDI) recognises that poor women have specific vulnerabilities and hence have the potential to be true engines of pro-poor urban development. Through its national federations, SDI uses the savings and credit methodology to develop women's leadership capacity, financial management skills, and confidence. By strengthening the capacities of women to handle such financial systems, communities begin to understand the potential of women as decision-makers and powerful agents of change.

SDI's savings and credit activities, apart from their clear financial benefits, serve as a means to acknowledge the skills women have and brings it into the open and to the advantage of the development of their communities. By learning to save small amounts of money, read bank statements, and repay and reschedule loans, women are consciously preparing themselves to manage much larger amounts of money (loans, grants, donor finance), which can be used for land, housing, and infrastructure development. Through their community savings, women connect with other women in their settlement and with other women in other settlements in the city, which helps them build their voice and identity through city and national level slum dweller federations and networks. The skills they develop to solve their small issues help them to resolve their more complex problems of land, housing and access to basic services.

### *United Cities and Local Governments*

Founded in May 2004, the World Organization of United Cities and Local Governments (UCLG) is the united voice and worldwide advocate of all local governments. Since its beginning, the organisation has actively promoted the role of women in local decision-making as local governments are key promoters of gender equality and can improve the quality of women's lives and increase their opportunities. The gender equality agenda of UCLG has built on longstanding work developed by its founding organisations on the advancement of the status of women, promoting in particular the participation of women in decision-making.

UCLG provides advice and monitoring of gender policies, supports exchange between elected women, makes the voice of women mayors and councilors heard in the United Nations, and hosts the Global Conference for Elected Women through its Standing Committee on Gender Equality. Established at the meeting of the UCLG Executive Bureau in Rabat in June 2011, the UCLG Standing Committee on Gender Equality ensures follow up of issues of relevance for the international gender agenda and promotes the mainstreaming of gender in UCLG.

UCLG is acknowledged as the voice of local elected women before the international institutions, both at UN level and before national agencies, and participates actively in the different UN Committees and mechanism aimed at advancing the status of women. UCLG works closely with UN-Women, UN-Habitat and the Huairou Commission.

### ***UN-Habitat***

The Global Land Tool Network (GLTN) is an alliance of global, regional, and national partners contributing to poverty alleviation through land reform, improved land management, and security of tenure, particularly through the development and dissemination of pro-poor and gender-sensitive land tools. It is hosted by UN-Habitat, which provides its Secretariat.

With an estimated 2 per cent of the land registered in the name of women globally, access to land for the approximately 52 per cent of world population that is female remains a challenge. According to GLTN, change requires shifting the mindset of women, men, communities, policy and lawmakers, land administrators, planners, researchers, civil society groups, traditional and religious leaders, and all those with a stake in land such as users, administrators and providers. The GLTN approach is to demonstrate the impact of good pro-poor, gender-sensitive approaches to data collection and policy development on land issues. Through a combined process of applied research, consultation, capacity development of municipal personnel, establishment of municipal data centres, pilot testing and many other means, GLTN is developing context-specific tools and approaches to facilitate access to land for women. Details can be found on GLTN's website ([www.glttn.net](http://www.glttn.net)).

## Annex IV: Global Commitments to Gender Equality and Empowerment of Women

**The principal global commitments to gender equality that affect in particular the goals and pillars of the CA Medium-Term Strategy.**

### Habitat II (1996) and Habitat III (2016)

117. The Habitat Agenda, outcome document of the second United Nations Conference on Human Settlements (Habitat II), articulates two broad goals: firstly, adequate shelter for all; and, secondly, sustainable human settlements development in an urbanising world. The Habitat Agenda also recognised that particular attention to the historic disadvantages of women would be a pre-condition for the achievement of these goals.<sup>46</sup>

*Women have an important role to play in the attainment of sustainable human settlements. Nevertheless, as a result of a number of factors, including the persistent and increasing burden of poverty on women and discrimination against women, women face particular constraints in obtaining adequate shelter and in fully participating in decision-making related to sustainable human settlements. The empowerment of women and their full and equal participation in political, social and economic life, the improvement of health and the eradication of poverty are essential to achieving sustainable human settlements<sup>47</sup>.*

118. Habitat III (2016) in Quito, and its preparatory process, provides an important opportunity for Cities Alliance to showcase its growing commitment to gender equality in cities, and to advocate for gender equality to be understood as an intrinsic dimension of sustainable and equitable urban development. The Outcomes of Habitat III will be reflected in the GES or its successor document.

### CEDAW

119. Drawing on the Universal Declaration of Human Rights, the principle of equal rights and non-discrimination between men and women was fully elaborated and established under the Convention on the Elimination of all forms of Discrimination against Women (CEDAW)<sup>48</sup>, which provided:

**Preamble.** *Convinced that the full and complete development of a country, the welfare of the world and the cause of peace require the maximum participation of women on equal terms with men in all fields.*

**Article 1** *For the purposes of the present Convention, the term "discrimination against women" shall mean any distinction, exclusion or restriction made on the basis of sex which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise by women, irrespective of their marital status, on a basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field.*

**Article 3** *States Parties shall take in all fields, in particular in the political, social, economic and cultural fields, all appropriate measures, including legislation, to ensure the full development and advancement of women, for the purpose of guaranteeing them the exercise and enjoyment of human rights and fundamental freedoms on a basis of equality with men.*

120. Many CEDAW provisions are particularly salient to Cities Alliance priorities, including in the areas of: political and public life; representation; nationality; education; employment; health; and economic and social benefits. CEDAW provisions therefore are among the principal global commitments with which local governance needs to be aligned. Moreover, unlike other conventions which address national and local government responsibilities only, under the CEDAW provisions government authorities at all levels are required also to hold non-state actors accountable for non-discrimination.

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<sup>46</sup> United Nations. (1996). The Habitat Agenda – Istanbul Declaration on Human Settlements A/CONF.165/14

<sup>47</sup> Habitat Agenda, 1996. Preamble. Paragraph 15

<sup>48</sup> United Nations. 1979. *Convention on the Elimination of All Forms of Discrimination against Women*. A/34/180. Entry into Force 3rd September 1981.

## **MDGs and SDGs**

121. The Millennium Development Goals (MDGs), including MDG 3 on Gender Equality and MDG 7 on Environmental Sustainability (including basic services and slum upgrading) will continue to frame Cities Alliance programming for the years 2014 and 2015, to be replaced by Sustainable Development Goals (SDGs) from 2016.

122. The SDGs will reflect a distillation, in particular, of the wide-ranging discussions of the Rio+20 conference (see Sustainable Development below), which established no specific goals under any of its themes, but committed the global development community to an extensive and transparent consultative process, through which these themes will be incorporated into a revised set of development goals for the post-2015 period.

123. This GES will be updated in due course to reflect the agreed SDGs.

## **Sustainable Development**

### ***Rio Declaration (1992), Agenda 21(1992) and The Future We Want (Rio +20, 2012)***

124. The United Nations Conference on Environment and Development (UNCED or the Earth Summit) was held in Rio de Janeiro in 1992. Its outcome document, the Rio Declaration, included 27 principles, the 20<sup>th</sup> of which stated: “Women have a vital role in environmental management and development. Their full participation is therefore essential to achieve sustainable development.” The document made no reference to urban development, but pointed out that action for sustainable development must start at the local level.<sup>49</sup>

125. Agenda 21 is a voluntary and non-binding action plan to both amplify and implement the Rio Declaration. Chapter 24 of the Agenda addresses issues related to women’s role in sustainable development, including in the areas of employment, education, health, reproductive choice and consumer awareness. Chapter 28 specified local authority initiatives in support of the agenda, including: “All local authorities in each country should be encouraged to implement and monitor programmes which aim at ensuring that women and youth are represented in decision-making, planning and implementation processes”.

126. In 2012 the global community met again in Rio de Janeiro to review progress – the Rio+20 Conference. The discussion focused on two main themes: how to build a green economy to achieve sustainable development and lift people out of poverty, and how to improve international coordination for sustainable development. The conference sparked an intensive global debate on the intersections of its various themes, and in particular on equitable growth, which has been a major current in discussions on the post-15 agenda.

127. The outcome document of Rio+20 – The Future we Want – included 26 thematic sections, several of which have implications for the Cities Alliance, including the sections on sustainable cities and human settlements, sustainable transport, economic development and decent work for all, and gender equality and the empowerment of women, providing opportunity for the SDGs to reflect these concerns specifically.<sup>50</sup>

## **Aid Effectiveness (Paris, Accra and Busan)**

128. The global development community has now convened four High Level Forums on Aid Effectiveness. The second and the third of these, in Paris (2005) and Accra (2008) committed to align aid more closely and coherently with the needs and budgetary procedures of member states, and enhance the transparency of the process.<sup>51</sup> They did not make any commitments regarding either cities or gender equality.

129. The Fourth High Level Forum on Aid Effectiveness in Busan, South Korea (2011), had the mandate to set up a new and /or broaden existing framework to capture the increasingly complex reality of development cooperation. The Busan outcome document noted that local governments play critical roles in linking citizens with government, and in ensuring broad-based and democratic ownership of countries’ development agendas. They agreed to: “further support local governments to enable them to assume more fully their roles above and beyond service delivery, (by) enhancing participation and accountability at the sub-national levels.”<sup>52</sup>

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<sup>49</sup> The Rio Declaration on Environment and Development 1992

<sup>50</sup> United Nations 2012. *The Future We Want*. A/CONF.216/L.1

<sup>51</sup> The Paris Declaration on Aid Effectiveness, 2005, and the Accra Agenda for Action in 2008

<sup>52</sup> Busan Partnership Agreement, 2011, Clause 20

130. Delegates also noted:<sup>53</sup> “We must accelerate our efforts to achieve gender equality and the empowerment of women through development programmes grounded in country priorities, recognising that gender equality and women’s empowerment are critical to achieving development results. Reducing gender inequality is both an end in its own right, and a prerequisite for sustainable and inclusive growth. As we redouble our efforts to implement existing commitments we will:

- Accelerate and deepen efforts to collect, disseminate, harmonise and make full use of data disaggregated by sex to inform policy decisions and guide investments, ensuring in turn that public expenditures are targeted appropriately to benefit both women and men.
- Integrate targets for gender equality and women’s empowerment in accountability mechanisms, grounded in international and regional commitments.
- Address gender equality and women’s empowerment in all aspects of our development efforts, including peacebuilding and statebuilding.”

### **Beijing and Beijing +20 (2015)**

131. Member States agreed unanimously at the Fourth World Conference on Women, held at Beijing in 1995, that it was essential to design, implement and monitor, with the full participation of women, effective, efficient and mutually reinforcing gender-responsive policies and programmes, including development policies and programmes at all levels, to foster the empowerment and advancement of women<sup>54</sup>.

132. Many of these commitments are salient to sustainable and inclusive urban development, including in the areas of women and poverty, education and training of women, violence against women, women and the economy, institutional mechanism for the advancement of women, and women and the environment.

133. In order to ensure effective implementation of the strategic objectives of the Beijing Platform for Action, Member States also agreed to promote an active and visible policy of mainstreaming a gender perspective into all its policies and programmes, and support partners in the same endeavour, so that, before decisions are taken, an analysis is made of the effects on women and men, respectively.<sup>55</sup>

134. Beijing +20 will take place in 2015, and provide the Cities Alliance with an opportunity to engage in dialogue with the global community working for gender equality and women’s empowerment, bringing sustainable urban development perspectives to that discourse.

### **United Nations Policy on Gender Equality and the Advancement of Women**

135. In 2006 the United Nations Chief Executives Board for Coordination (CEB) promulgated its System-wide Policy on Gender Equality and the Empowerment of Women, drawing on the findings of repeated evaluations and reports over the period since the Beijing Conference.<sup>56</sup>

136. This policy identifies six key factors, or “elements”, of gender mainstreaming that the various entities of the United Nations system are required to put in place in order to contribute to improved overall gender equality results for the entire system. These elements are: accountability of staff for gender equality results; results-based management for gender equality; oversight through monitoring, evaluation, audit and reporting; human and financial resources, including better utilisation of current resources, joint programming, and tracking the utilisation of resources; capacity development; and coherence, coordination and knowledge and information management.

137. In 2012 the CEB rolled out its System-wide Action Plan (SWAP) for the implementation of this policy. All entities of the United Nations system are now required to operationalise this action plan in the context of their own structures

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<sup>53</sup> *Ibid*, Clause 19

<sup>54</sup> United Nations. *Beijing Declaration and Platform for Action*, 1995,

<sup>55</sup> This paragraph was repeated for each thematic area, or Critical Area of Concern, except “women and poverty”, which appears to be an anomaly. The women and poverty critical area of concern does not refer specifically to gender mainstreaming, but instead describes the actions that must be taken to integrate the analysis into policy, and can be taken as an early definition of the gender mainstreaming process (paragraph 57).

<sup>56</sup> The Chief Executives Board for Coordination. 2006. *United Nations System-wide Policy on Gender Equality and the Empowerment of Women: focusing on results and impact*. CEB/2006/2



and mandates, and to report regularly on progress in approaching, meeting or exceeding the designated performance standards. The goal is that all entities will at least meet the standards by 2017.

138. In view of its hosting by UNOPS, the Cities Alliance Secretariat is part of the United Nations system, so it seems sensible to adopt an amended version of the SWAP, especially as it addresses issues that have also been identified as priorities by Cities Alliance Members (see Annex II). The SWAP reporting requirements are not binding on Cities Alliance but harmonised approaches can only be beneficial, facilitating comparability and shared learning.

## Annex V: Gender Mainstreaming<sup>57</sup>

The term “gender mainstreaming” is not self-explanatory. This has created challenges in its implementation as some people find the concept hard to apply to the everyday work that is on their desks. However, when the “mainstream” is clarified as being that body of attitudes, institutions, behaviours and processes that determine and provide a rationale for the distribution of resources and opportunities, many people find that the task becomes clearer. The core activity of gender mainstreaming is to influence the mainstream so that resources are re-directed to women and girls, and to the achievement of gender equality. This takes place in large part through discussion and policy dialogue at all levels.

The key focus is to influence decisions about the distribution of resources, including in the context of grants and projects, making sure that these decisions take account of the relevant gender analysis.

### Definition

The United Nations system definition of gender mainstreaming states that it is: *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 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*<sup>58</sup>. The EU and other international bodies have adopted similar definitions.<sup>59</sup>

This definition established a distinction between “targeted, women-specific interventions” and gender mainstreaming, understood to apply to integrated activities. This distinction was re-asserted by several United Nations instruments, standards and resolutions, most notably the outcome document of the 23rd Special Session of the General Assembly in 2000 (Beijing +5).<sup>60</sup> However, in practice all programme action to address gender-specific gaps (including affirmative action and interventions in which women and girls are the sole or main beneficiaries) are also part of the gender mainstreaming approach provided that they are identified as a result of gender analysis and are part of a broader process promoting gender equality. In practice even the decision to undertake a women-specific activity requires quite extensive prior mainstreaming activity to influence that decision.

The foundation of gender mainstreaming is gender-based research and analysis, which brings three-fold benefits: it identifies the gender equality dimensions of development challenges; it establishes clear benchmarks against which progress can be measured; and it enables decision regarding the most holistic, strategic and effective responses to these challenges, including whether to adopt targeted, women-specific approaches, or action to integrate gender equality considerations within broader programming activities.

An early and influential paper identified gender mainstreaming strategies as being relevant in three linked arenas or “spheres”: 1) in an organisation’s structures, policies, procedures and culture – its institutional arrangements; 2) in the substantive activity that it undertakes - its programme; and 3) in the impact of this work on increased gender equality and women’s empowerment in the broader community.<sup>61</sup> It is important not to conflate these three spheres, as different strategies and indicators of change apply to each. However, “at times strategies and assessments have tended to blur these three arenas, and have often lost sight of the fact that change in the third level is the final goal”.<sup>62</sup> Although some other perspectives have also been suggested<sup>63</sup>, this triple framework for gender mainstreaming interventions remains a powerful description of the gender mainstreaming method that fits very well with the SWAP framework.

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<sup>57</sup> Adapted from the UN-Habitat Policy and Plan for Gender Equality 2012-2017

<sup>58</sup>Report of the Economic and Social Council for 1997 (A/52/3, 18 September 1997, pages 27-34.). Section 1: concepts and principles.

<sup>59</sup> See for example *The EU Plan of Action on Gender Equality and Women's Empowerment in Development 2010-2015*

<sup>60</sup> A/RES/65/191. Paragraph 65.

<sup>61</sup> Sida Department for Policy and Legal Services 1996. *Mainstreaming: A strategy for the Achievement of Equality between Women and Men. A Think Piece*. Page 4.

<sup>62</sup> Ibid. page 4

<sup>63</sup> RAO and Kelleher (2002), quoted in ICRW (2006). *Gender Mainstreaming: Making it Happen*. UNDP (2005). A Conceptual Framework for Gender Mainstreaming”. Unpublished.

### **What is the mainstream?**

The “mainstream” in a given society, community, organisation or project is the body of attitudes, institutions, behaviours and processes that govern and provide a rationale for the distribution of resources and opportunities in that society, community, organisation or project.<sup>64</sup> To the extent that this body of perception and action creates, sustains and perpetuates discrimination and inequality between women and men<sup>65</sup> it constrains implementation of national and local commitments to gender equality, and so obstructs the achievement of the inclusive, equitable, sustainable, human-centred development goals defined by the international community. It is likely also to generate the significant costs and inefficiencies noted elsewhere in this document. Where this is the case, United Nations Member States and United Nations System entities have committed to changing the mainstream, so that sustainable and inclusive development can be achieved.<sup>66</sup>

### **What is gender mainstreaming in sustainable urban development?**

In this context, and taking account of the system-wide definition quoted above, the gender mainstreaming task of the Cities Alliance is to support partners in urban development to adjust their own mainstream(s) so that they embody increasingly egalitarian, inclusive and rights-based values, and promote choice and opportunity for all, including women and girls. The Cities Alliance seeks to achieve this through the identification, formulation, implementation, monitoring and evaluation of grants and results-based projects and programmes, and in the normative policy dialogue that accompanies these activities.

Such an approach can advance the concerns and interests of all disadvantaged and excluded groups, including in combination with each other.

### **How is it done?**

A gender mainstreaming approach (like all mainstreaming approaches) therefore emphasises reshaping the attitudes, institutions, behaviours and processes that make up the mainstream<sup>67</sup>. This is done through analysis, advocacy, networking, results-based project management and high quality information management and communication. It requires that gender equality considerations be integrated into projects in all themes and sectors related to inclusive urban development, and where appropriate targeted to women or men specifically, provided that the intention is also to change mainstream thinking and action so that gender equality is achieved.

The Beijing Platform for Action states that the purpose of gender mainstreaming is to ensure that before decisions are taken, an analysis is made of the effects on women and men, respectively. Mainstream resources, opportunities and influence are distributed on the basis of decisions taken by powerful people, so a central strategy of gender mainstreaming is to identify the key decision-making processes relating to a given policy or project, and within them the key decision-makers, and work with them and their networks to ensure understanding and corresponding action. The purpose is to change the distribution of resources of all kinds so that women are included and empowered and gender equality is achieved.

There are thus three stages to gender mainstreaming, all of which involve practices and procedures that are well-established. The key ingredient is the political will to ensure gender equality and the empowerment of women and girls. The four stages are:

- a. Analysis, to identify the problem to be addressed (socio-economic and gender analysis)
- b. Decisions on the distribution of resources, based on the analysis
- c. Drafting of documentation to reflect those decisions (projects, grant proposals, laws, regulations, press releases, etc)
- d. Monitoring and follow-up

### **The impact of gender mainstreaming**

Although so far limited in its implementation at Cities Alliance, a gender mainstreaming approach is potentially transformational. As all human rights are indivisible, and all forms of discrimination and exclusion are inter-related, paying

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<sup>64</sup> Sida Department for Policy and Legal Services 1996. *Mainstreaming: A strategy for the Achievement of Equality between Women and Men. A Think Piece.* Page 6.

<sup>65</sup> Among, and interacting with, other sources of inequality such as race, ethnicity, class, etc.

<sup>66</sup> This commitment was first and most comprehensively made by all United Nations member states in the Beijing Declaration and Action Plan 1995, and has been repeated on multiple occasions since, including the promulgation of the United Nations Policy on Gender Equality and the Empowerment of Women 2006.

<sup>67</sup> United Nations Office of the Special Advisor on Gender Issues (OSAGI, now UN-Women) 2002. *Gender Mainstreaming: An Overview.* Page 1.

attention to gender mainstreaming can be a highly effective means to open up broad avenues to mutually reinforcing change processes in multiple areas, and to accelerate and intensify the pace and quality of urban development. It presents major opportunities for cross-programme synergy and dynamism.

This multiplier effect is reinforced by the fact that women themselves are more than half of urban populations, especially deprived populations, and play central roles in community cohesion, resilience and economic life. Thus, strengthening women's role in urban settings also has a powerful multiplier effect on urban development.

When this multiplier effect upon sustainable and inclusive urban development is added to the significant positive impact on national accounts and local budgets that attention to key aspects of women's empowerment has demonstrated in many areas, the overall effect of gender mainstreaming is seen to be very great, and the rationale for undertaking this approach almost irresistible.

A coherent, membership-wide gender equality strategy has the potential, therefore, to leverage significantly expanded results in multiple programme areas, often with relatively minor additional investment.

## Annex VI. SWAP Performance Indicators

As defined by the United Nations System-Wide Action Plan for Gender Equality and the Advancement of Women

CEB POLICY AREA	SWAP ELEMENT	PERFORMANCE INDICATORS						
		Missing or n/a	Approaches Requirements	✓	Meets Requirements	✓	Exceeds Requirements	✓
<b>A. Accountability</b>	<b>1. Policy and Plan</b>		1.a. Gender Equality and women's empowerment, including gender mainstreaming and the equal representation of women, policies and plans in the process of being developed <sup>68</sup>		1.b. Gender Equality and women's empowerment, including gender mainstreaming and the equal representation of women, policies and plans implemented		1.c.i. Gender Equality and women's empowerment, including gender mainstreaming and the equal representation of women, policies and plans implemented  <b>And</b> 1.c.ii. Specific senior level mechanism in place for ensuring accountability for promotion of gender quality and the empowerment of women.	
	<b>2. Gender responsive performance management</b>		2.a. Core values and/or competencies being revised to include assessment of gender equality and the empowerment of women		2.b. Assessment of gender equality and the empowerment of women integrated into core values and/or competencies for all staff, with a particular focus on levels P4 or equivalent and above.		2.c.i. Assessment of gender equality and the empowerment of women integrated into core values and/or competencies for all staff, with a particular focus on levels P4 or equivalent and above, including decision-making positions in all committees, missions and advisory bodies  <b>And</b> 2.c.ii. System of recognition in place for excellent work promoting gender equality and women's empowerment	
<b>B. Results</b>	<b>3. Strategic Planning</b>		3.a.i Gender Analysis in the central strategic planning document and main Country Programme documents  <b>Or</b> 3.a. ii The central strategic planning document includes at least one specific outcome/expected accomplishment and one specific		3.b.i Gender Analysis in the central strategic planning document and main Country Programme documents  <b>And</b> 3.b.ii The central strategic planning document includes at least one specific outcome/expected accomplishment and one specific		3.c.i. Gender Analysis in the central strategic planning document and main Country Programme documents  <b>And</b> 3.c.ii. The central strategic planning document includes more than one specific outcome/expected accomplishment and more than one specific indicator on gender equality and women's empowerment	

<sup>68</sup> Reference to gender equality and the empowerment of women in this document refer both to gender mainstreaming and the equal representation of women

CEB POLICY AREA	SWAP ELEMENT	PERFORMANCE INDICATORS						
		Missing or n/a	Approaches Requirements	✓	Meets Requirements	✓	Exceeds Requirements	✓
			indicator on gender equality and women's empowerment		indicator on gender equality and women's empowerment			
	<b>4. Monitoring &amp; Reporting</b>		4.a.i Reporting on gender equality and women's empowerment results in relation to the central strategic planning document  <b>Or</b> 4.a.ii All key entity data is sex-disaggregated, or there is a specific reason noted for not disaggregating data by sex		4.b.i Reporting on gender equality and women's empowerment results in relation to the central strategic planning document  <b>And</b> 4.b.ii All key entity data is sex-disaggregated, or there is a specific reason noted for not disaggregating data by sex		4.c.i Reporting on gender equality and women's empowerment results in relation to the central strategic planning document  <b>And</b> 4.c.ii All key entity data is sex-disaggregated, or there is a specific reason noted for not disaggregating data by sex  <b>And</b> 4.c.iii. Entity RBM guidance mainstreams gender equality and the empowerment of women	
<b>C. Oversight</b>	<b>5. Evaluation</b>		5.a. Meets some of the UNEG gender-related norms and standards		5.b. Meets the UNEG gender-related norms and standards		5.c.i. Meets some of the UNEG gender-related norms and standards  <b>And</b> 5.c.ii. Demonstrates effective use of the UNEG guidance on evaluating from a human rights and gender equality perspective	
	<b>6. Gender Responsive Auditing</b>		6.a. The risk related to the organisation's strategy and plan to achieve gender equality and the empowerment of women is considered as part of the risk-based annual planning cycle.		6.b. Consultations takes place with the gender focal point/department on risk related to gender equality and the empowerment of women, as part of the risk-based audit annual planning cycle		.6.c.i. Consultations takes place with the gender focal point/department on risk related to gender equality and the empowerment of women, as part of the risk-based audit annual planning cycle  <b>And</b> 6.c.ii. ILO Participatory Gender Audit or equivalent carried out at least every five years.	
	<b>7. Programme Review</b>		7.a. Programme quality control systems partly integrate gender analysis		7.b. Programme quality control systems fully integrate gender analysis		7.c.i. Programme quality control systems fully integrate gender analysis  <b>And</b> 139. 7.c.ii. Recognition in place for programmes that excel on gender quality and women's empowerment	

CEB POLICY AREA	SWAP ELEMENT	PERFORMANCE INDICATORS						
		Missing or n/a	Approaches Requirements	✓	Meets Requirements	✓	Exceeds Requirements	✓
D. Financial & Human Resources	8. Financial Resource Tracking		8.a. Working towards a financial resource tracking mechanism to quantify disbursement of funds that promote gender equality and women's empowerment		8.b. Financial resource tracking mechanism in use to quantify disbursement of funds that promote gender equality and women's empowerment		8.c.i. Financial resource tracking mechanism in use to quantify disbursement of funds that promote gender equality and women's empowerment <b>And</b> 8.d.ii. Results of financial resource tracking influences central strategic planning concerning budget allocation.	
	9. Financial Resource Allocation		9.a. Financial Benchmark is set for implementation of the gender equality and women's empowerment mandate		9.b. Financial Benchmark for implementation of the gender equality and women's empowerment mandate is met		9.c. Financial Benchmark for implementation of the gender equality and women's empowerment mandate is exceeded	
	10. Gender Architecture		10.a.i. Gender focal points or equivalent at HQ, regional and country levels are:  a. Appointed from staff level P4 & above for both mainstreaming and representation of women  b. Have written terms of reference  c. At least 20 per cent of their time is allocated to GFP functions  <b>Or</b> 10.a.ii. Plan in place to achieve the equal representation of women for general service staff and at P4 and above levels in the next five years		10.b.i. Gender focal points or equivalent at HQ, regional and country levels are:  a. Appointed from staff level P4 & above for both mainstreaming and representation of women  b. Have written terms of reference  c. At least 20 per cent of their time is allocated to GFP functions  <b>And</b> 10.b.ii. The entity has reached the equal representation of women for general service staff and also at P4 and above levels  <b>And</b> 10.b.iii. Gender department/unit is fully resource according to the entity mandate		10.c.i Gender focal points or equivalent at HQ, regional and country levels are:  a. Appointed from staff level P4 & above for both mainstreaming and representation of women  b. Have written terms of reference  c. At least 20 per cent of their time is allocated to GFP functions  d. Specific funds are allocated to support gender focal point networking  <b>And</b> 10.c.ii. The entity has reached the equal representation of women for gender service staff and also at P4 and above levels, including the senior-most levels of representation in field offices, committees and funds linked to the entity, irrespective of budgetary source  <b>And</b> 10.c.iii. Gender department/unit is fully resourced according to the entity mandate.	
	11. Organisational Culture		11.a. Organisational culture partly supports promotion of		11.b. Organisational culture fully supports promotion of gender		11.c.i. Organisational culture fully supports promotion of gender equality and the empowerment of women  <b>And</b>	

CEB POLICY AREA	SWAP ELEMENT	PERFORMANCE INDICATORS						
		Missing or n/a	Approaches Requirements	✓	Meets Requirements	✓	Exceeds Requirements	✓
			gender equality and the empowerment of women		equality and the empowerment of women		11.c.ii. Senior managers demonstrate leadership and public championing of promotion of the equal representation of women.	
E. Capacity	12. Assessment		12.a. Assessment of capacity in gender equality and women's empowerment for individuals in entity carried out		12.b.i. Assessment of capacity in gender equality and women's empowerment for individuals in entity carried out  <b>And</b> 12.b.ii. A capacity development plan is established or updated at least every five years.		12.c.i. Assessment of capacity in gender equality and women's empowerment for individuals in entity carried out  <b>And</b> 12.c.ii. A capacity development plan is established or updated at least every three years.	
	13. Development		13.a. Working towards ongoing mandatory training for all levels of staff at HQ, regional and country offices		13.b.i. Ongoing mandatory training for all levels of entity staff at HQ, regional and country offices		13.c.i. Ongoing mandatory training for all levels of entity staff at HQ, regional and country offices  <b>And</b> 13.c.ii. Senior managers receive tailored training during orientation.	
F. Coherence, Knowledge and Information Management	14. Knowledge generation and communication		14.a. Internal production and exchange of information on gender equality and women's empowerment		14.b.i. Knowledge on gender equality and women's empowerment is systematically documented and publicly shared  <b>An</b> 14.b.ii. Communication plan includes gender equality and women's empowerment as an integral component of internal and public information dissemination		14.c.i. Knowledge on gender equality and women's empowerment is systematically documented and publicly shared  <b>And</b> 14.c.ii. Communication plan includes gender equality and women's empowerment as an integral component of internal and public information dissemination  <b>And</b> 14.c.iii. Entity is actively involved in an inter-agency community of practice on gender equality and the empowerment of women	
	15. Coherence		15.a. Participates in an <i>ad hoc</i> fashion in inter-agency coordination mechanisms on gender equality and the empowerment of women		15.b. Participates systematically in inter-agency coordination mechanisms on gender equality and the empowerment of women		15.c.i. Participates systematically in inter-agency coordination mechanisms on gender equality and the empowerment of women  <b>And</b>	



CEB POLICY AREA	SWAP ELEMENT	PERFORMANCE INDICATORS						
		Missing or n/a	Approaches Requirements	✓	Meets Requirements	✓	Exceeds Requirements	✓
							15.c.ii. Participates in the UN SWAP peer review process.	

## Annex VII: The Conduct of Meetings for Gender Equality & the Empowerment of Women

### Chairperson

Responsibilities	Gender-Aware Responsibilities
1. Set the objectives of the meeting	<ul style="list-style-type: none"> <li>a. Know whether there are any gender issues relevant to the objective(s) of the meeting. If you don't know, find out, preferably before the meeting, or at it.</li> <li>b. Refer explicitly to need to include gender dimensions of objectives in the discussions.</li> <li>c. Ensure that participants understand the relevance of gender issues to the objectives of the meeting.</li> <li>d. State your expectation that participants will raise all relevant gender issues in the discussions.</li> </ul>
2. Set the Agenda, with adequate time for each item, including gender items	<ul style="list-style-type: none"> <li>a. Consult with others on the agenda, including those who understand the gender dimensions of the issue.</li> <li>b. Be open to adjust the agenda according to requests from the participants.</li> <li>c. Include a special gender item if necessary, with adequate time for discussion.</li> <li>d. Otherwise insist that the gender aspects of each item are addressed.</li> <li>e. If there is any concern that needed gender issues cannot be addressed at the meeting, table an alternative time/meeting/group who will discuss them.</li> </ul>
3. Manage the Time	<ul style="list-style-type: none"> <li>a. Ensure that time of day does not clash with domestic responsibilities of men or women.</li> <li>b. Be aware that going overtime may be more stressful for women, given domestic responsibilities, and adjust the agenda or make other allowances.</li> <li>c. Agree with participants the time to be allocated to each agenda item, and stick to it, with flexibility if important and relevant issues are still unresolved when the time is up.</li> <li>d. If you prefer, assign a participant to monitor the time.</li> <li>e. If time is running out, check with participants whether to revise the time allocations, cut items, or go overtime.</li> </ul>
4. Maintain focus of discussion	<ul style="list-style-type: none"> <li>a. Related to time management – if time is wasted on irrelevant discussion, gender issues are among those most likely to be sacrificed.</li> <li>b. Note: this is only possible if the objectives of the meeting are already clear to all – this is the rationale for steering the conversation back on track.</li> </ul>
5. Humour	<ul style="list-style-type: none"> <li>a. Ensure that own humour is respectful of women, the disabled, and all ethnic groups.</li> <li>b. Be very clear in rejecting inappropriate humour from participants (even if the objects of the humour are not present: inappropriate humour sets an atmosphere that is not conducive to discussion of gender issues).</li> <li>c. Do not allow ribbing of men who raise gender issues.</li> </ul>
6. Ensure clarity/shared understanding	<ul style="list-style-type: none"> <li>a. Related to the meeting objective(s): having a clearly stated objective including the gender dimensions provides the framework within which to probe and steer.</li> <li>b. Probe for clarity, steer to gender issues as appropriate.</li> <li>c. Ensure that the gender dimensions are always clarified. Probe for disaggregation of information. Probe men as well as women to be clear on the gender implications of any positions that they take.</li> <li>d. If you yourself do not understand the gender implications, ask. Model good practice in seeking to understand gender relevance.</li> </ul>
7. Know who is there	<ul style="list-style-type: none"> <li>a. Ensure selection of participants so that people with relevant gender expertise are there.</li> <li>b. Draw on the full expertise of the group – ensure that people with gender expertise can also speak.</li> <li>c. Raise gender issues even if no women are present.</li> <li>d. Ensure that information about the meeting and its outcomes is shared with people interested in these issues, or who need to know about them, even if they don't attend.</li> </ul>
8. Manage group dynamics	<ul style="list-style-type: none"> <li>a. Pay special attention to traditional/cultural issues.</li> <li>b. Pay attention to any special needs of participants, or support that they might need.</li> </ul>
9. Choose the venue (especially in the field)	<ul style="list-style-type: none"> <li>a. Ensure that the meeting is conveniently located for all participants, male and female. Consider exterior lighting, transport, access etc.</li> <li>c. For field meetings, ensure that the venue has private latrines for men and women.</li> </ul>

## Participants

Responsibilities	What this means in general	What this means for gender mainstreaming
1. Share ideas	<ul style="list-style-type: none"> <li>a. Present ideas well (clear, relevant, short, interesting, simple, concise and to the point)</li> <li>b. Reflect sensitivity to others</li> <li>c. Bridge with the interests of others</li> </ul>	<ul style="list-style-type: none"> <li>a. This is particularly important when raising gender issues, which may not be very acceptable to the group.</li> <li>b. If you agree with the gender-related points made by others, always voice this support. It is particularly powerful when men voice their support for gender issues.</li> </ul>
2. Follow the discussion	<ul style="list-style-type: none"> <li>a. Be able to refer to and build upon earlier points: “following what Ms. X said earlier”</li> <li>b. Be able to interject effectively at the right moment</li> </ul>	<ul style="list-style-type: none"> <li>a. Knowing how to seize entry points is a mainstreaming skill, and important for gender mainstreaming in particular because an opportunity may not come twice.</li> <li>b. Your issues are more likely to be accepted if they come at the right moment in the discussion.</li> </ul>
3. Be prepared	<ul style="list-style-type: none"> <li>a. If not already knowledgeable on the subject, find out at least the most important issues relevant for the meeting</li> <li>b. Read background documents, aide memoire, minutes. etc.</li> <li>c. Take the time to be aware of the background and earlier discussions, so that your interventions can be meaningful</li> </ul>	<ul style="list-style-type: none"> <li>a. Even if you are not a gender expert, you probably know enough to make a meaningful contribution, or at least to ask the relevant questions. If not ask the gender focal point where to get the information needed.</li> <li>b. Mainstreaming is a cumulative, strategic process that cannot be done without an appreciation of the history of the process on which you want to build.</li> </ul>
4. Listen and hear effectively	<ul style="list-style-type: none"> <li>a. Think about how the discussion relates to your own work, and how you can contribute to the group objectives</li> </ul>	<ul style="list-style-type: none"> <li>a. Related to following Point 2 above.</li> <li>b. It is important to understand how the gender aspects of a problem relate to the concerns of others.</li> <li>c. Conversely, do not turn your attention off as soon as the gender issues are raised.</li> </ul>
5. Do not dominate	<ul style="list-style-type: none"> <li>a. Leave opportunity to others</li> </ul>	<ul style="list-style-type: none"> <li>a. It is only safe to dominate if your ideas are in the mainstream of the meeting; otherwise you will only discredit them.</li> <li>b. If others dominate, insist on equal time allocations.</li> </ul>
6. Respect for others	<ul style="list-style-type: none"> <li>a. Listen appreciatively to the ideas of others</li> <li>b. Avoid inappropriate jokes</li> <li>c. Treat everyone equally</li> </ul>	<ul style="list-style-type: none"> <li>a. If you do not support the gender-related ideas expressed by others, indicate this but in a respectful manner that does not undermine the overall importance of gender equality and women’s empowerment.</li> <li>c. Gender equality must also be observed at meetings.</li> <li>d. Do not point fun at men or women who raise gender issues in meetings, or roll your eyes to colleagues.</li> </ul>
7. Probe	<ul style="list-style-type: none"> <li>a. Part of showing respect to others</li> <li>b. Really try to understand their perspectives by asking open-ended questions</li> </ul>	<ul style="list-style-type: none"> <li>a. Respectfully ask about the gender implications of other’s comments.</li> <li>b. Effective as a means of getting them to think through these implications more deeply.</li> </ul>
8. Be time conscious	<ul style="list-style-type: none"> <li>a. Know that if you talk too much you only take away the time of others</li> <li>b. If the chair is not managing the time, volunteer to do so, and quickly get agreement on how much time to spend on each item</li> </ul>	<ul style="list-style-type: none"> <li>a. Try to ensure good time management, as the gender issues are most likely to be dropped if time runs out.</li> </ul>