



GENDER EQUALITY STRATEGY: UNDP RWANDA (2014-2017)



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FOREWORD

Gender equality and the empowerment of women are at the heart of UNDP's development mandate. First and foremost, gender equality is a matter of human rights. It is also a driver of development progress. Unless women and girls are able to fully realize their rights in all spheres of life, human development will not be advanced. In the words of the UN Secretary-General, Ban Ki-moon, equality is not just a fundamental human right, but also "a force for the benefit of all." We should be aware of the reality that "the energy, talent and strength of women and girls represent humankind's most valuable untapped natural resource."

Within this Gender Equality and Women's Empowerment Strategy 2013-2018, UNDP Rwanda is well placed to ensure that gender equality and the empowerment of women are integrated into every aspect of our work to support Rwanda to become a Middle-Income country and to reduce poverty and inequalities.

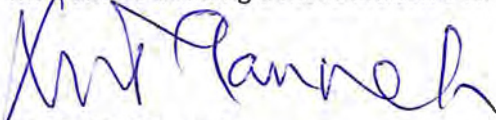
In particular, the strategy provides detailed guidance for the UNDP Rwanda Country Office on how to mainstream gender and empower women as part of the operationalization of UNDP's Strategic Plan 2014-2017 on the ground. This includes identifying strategic entry points for advancing gender equality and women's empowerment within all of UNDP and the One UN's programmes under the UNDAP 2013-2018.

The strategy also highlights the institutional mechanisms UNDP Rwanda will put in place to ensure that staff at all levels are held accountable for delivering gender equality results, and for creating and maintaining a workplace where women and men have equal opportunities to contribute to our mission and advance within our organization. These include commitments on staffing for gender parity, the achievement of the Gender Equality Seal, and continued support to the One UN efforts on gender equity and empowerment as well as working with others within civil society and the private sector.

In Rwanda, Gender Equality is one of the most important pillars of development and an area where notable achievements have been registered. The Constitution ensures equal rights for men and women and Rwanda has the world's highest percentage of female parliamentarians, occupying 64% of the seats in the Lower Chamber.

President Paul Kagame's message to the global platform on MDGs, is testimony to the government's strong commitment and leadership in this area: "We have always regarded the equal participation of women in all aspects of national life, including the liberation struggle, as an indispensable contribution to the socio-economic transformation of our country".

With gender equality in the spotlight as a global priority, we must do all that we can to eliminate the gender-based discrimination which prevents many women from living the productive, fulfilling lives they deserve, and which hinders overall development progress. I encourage everyone at UNDP Rwanda to join me in embracing this groundbreaking new Gender Equality and Women's Empowerment Strategy, and in ensuring its full implementation. By doing so, we will move closer to fulfilling the rights of all women and men and to building a more inclusive and sustainable Rwanda.



Lamin M. Manneh
UN Resident Coordinator
UNDP Resident Representative

I. INTRODUCTION

The promotion of gender equality and the empowerment of women is central to the mandate of UNDP and intrinsic to its development approach. This effort includes advocating for women's and girls' equal rights, combatting discriminatory practices and challenging the roles and stereotypes that propagate inequalities and exclusion.

The corporate UNDP gender equality strategy 2014-2017, was presented at a pivotal time in global policy development. As of 2016, we have reached 21 years since the Beijing Platform for Action on Gender Equality, Development and Peace. ^[1] World leaders affirmed at Rio+20 that gender equality and women's participation "are important for effective action on all aspects of sustainable development," as reflected in General Assembly resolution 66/288.

Since 2000, UNDP together with partners and the rest of the global community has made gender equality central to its work, resulting in important advances. For example, more girls are now in school compared to 15 years ago, and many regions have reached gender parity in primary education. Similarly, women now make up approximately 41 percent of paid workers outside of agriculture, compared to 35 percent in 1990. However, there are still gross inequalities in access to paid employment in some regions, and significant gaps between men and women in the labor market. Sexual violence and exploitation, the unequal division of unpaid care and domestic work, and discrimination in public decision making, are also examples of other huge barriers.

The Sustainable Development Goals (SDGs) aim to build on the achievements of the past few decades while addressing the unfinished agenda of bringing an end to discrimination against women and girls everywhere. Gender equality is increasingly recognized both as an essential development goal on its own and as vital to accelerating sustainable development overall. As such, gender equality is not only one of 17 Global Goals that make up the 2030 Agenda for Sustainable Development, but it is also a cross-cutting principle, recognizing that an integrated approach to gender mainstreaming is crucial for progress across all the SDGs.

Given that UNDP operates within a country that has ratified the CEDAW human rights treaty, and as part of the One UN Rwanda which is committed to integrate gender and human rights into every aspect of its work, the Country Office must take steps to ensure the full mainstreaming of gender and human rights into all its programs, operations and partnerships, and must invest in building the capacities of both its staff and implementing partners on these issues.

Therefore, the UNDP in Rwanda has developed 5 Objectives for its office-wide gender equality strategy:

- ***Objective 1: Assure Gender Mainstreaming for Inclusive Development (at the programming level)***

- **Objective 2: Build Institutional Effectiveness and Capacities for Gender Equality**
- **Objective 3: Mobilize Resources for Gender Mainstreaming**
- **Objective 4: Initiate and Strengthen Partnerships and Collaboration with key stakeholders to enable gender equality and women’s empowerment**
- **Objective 5: Establish Accountability Mechanisms for Implementing and Monitoring the Achievements of the Gender Equality Strategy**

For UNDP Rwanda, as part of the One UN, gender equality is grounded in international human rights, norms and standards. The fulfilment of both women’s and men’s civil, cultural, economic, political and social rights is central to the UNDAF 2013-2018 which has a strong emphasis on the five programming principles. UNDP Rwanda prioritizes gender mainstreaming as the main strategy to achieve gender equality, and will work closely with all UN agencies, particularly UNWOMEN, in pursuit of this objective.

The UNDP Rwanda’s approach to gender mainstreaming is dualistic: UNDP supports the empowerment of women and girls through its gender-specific One UN flagship programmes and also addresses gender concerns in the developing, planning, implementing and evaluating of all policies and programmes.

In line with the vision in the UNDP strategic plan, 2014- 2017, the mission of the UNDP Rwanda gender equality and women’s empowerment strategy is to contribute to the **eradication of poverty and the significant reduction of gender inequalities by empowering women and promoting and protecting their rights. By advancing gender equality and empowering women as agents of change and leaders in the development processes that shape their lives, UNDP envisages a more inclusive, sustainable and resilient Rwanda.**

Context of Gender Equality and Women’s Empowerment in Rwanda

Strong political commitment in Rwanda has resulted in significant positive strides in the promotion of gender equality and women’s empowerment. Rwanda is currently the world leader in terms of women in Parliament (64% after the 2013 Parliamentary elections), although women still remain under-represented in politics at the local and sub-regional level. Conducive policy and legal frameworks for mainstreaming gender in socio-economic sectors are in place at all levels (inclusive of a National Gender Policy, gender sensitive laws such as the Gender Based Violence Law, Inheritance Law, Land Law etc.). Pro-poor and gender friendly programmes such as Girinka have been initiated as well as gender mainstreaming approaches such as the Gender Responsive Budgeting Initiative. Gender parity at

primary level is commendable, with girls' net enrolment rate of 98 per cent, which is higher than for boys (95%).

Notwithstanding all of this, women in Rwanda still face several challenges: more female-headed households live in poverty than those headed by males (47% as against 44.3%). Women's literacy rates are lower than men's (60% as against 70%) which further constrains already limited opportunities in terms of accessing resources, creating and managing small businesses and participating in decision-making processes in the household and society. Gender-based violence among women and girls remains an area of serious concern – in 2010 at least 56% of women aged 15-49 years reported experiencing physical or sexual violence. Gender-based violence remains widely tolerated and under-reported.

Furthermore, Rwanda remains a highly patriarchal society, where power relations between men and women, boys and girls undermine and diminish the social, economic and political contributions of girls and women to their own development, that of their families, communities and the nation. Overall, there is limited awareness of existing gender sensitive laws among poor women and men which is exacerbated by the high illiteracy rates amongst both genders. Limited access to economic opportunities also remains a major barrier to women's economic empowerment in spite of commendable measures that have been undertaken to remedy the situation.

An analysis of the gender mainstreaming process in the Economic Development and Poverty Reduction Strategy (EDPRS) I sectors identified the following additional bottlenecks that require particular attention:

- Inadequate sector gender strategies to guide gender mainstreaming processes in specific sectors
- Inconsistency in systematically collecting sex disaggregated data
- Weak capacity in conducting gender analysis and low gender mainstreaming skills
- Insufficient resource allocation to gender equality initiatives and unsystematic tracking of investments in gender equality
- Inadequate coordination between the National Gender Machinery Institutions in implementing gender mainstreaming in sector strategies and district development plans.

Gender Equality and Women's Empowerment within the Country Office

At the UNDP office level, there has been an achievement of 47% representation of women, including at the level of management. Sixty seven percent of the P4-P5 staff are women. However gender inequities still exist at some levels, particularly among drivers. Also, while significant strides have been made in deepening staff awareness of issues relating to gender and women's empowerment, including through the Gender Seal Programme, more efforts are needed to deepen awareness and understanding of this issue. In addition, staff capacity to apply gender analysis methods and adopt programme and operational approaches and tools that promote gender equality and women's empowerment is still limited.

UNDP Rwanda Comparative Advantages for achieving Gender Equality

The UNDP Rwanda Gender Equality and Women's Empowerment strategy, 2013-2018, builds on the achievements and lessons learned from the UNDP Rwanda Gender Mainstreaming Strategy and Plan of Action 2007-2012.

UNDP Rwanda comparative advantages in achieving gender equality results include:

(a) Status as the United Nations development organization with the broadest development mandate. UNDP is also a strong supporter of the One UN, manager of the Resident Coordinator system, manager of the One UN Fund for Rwanda, and co-chair of several One UN Development Results Groups;

(b) The ability to leverage partnerships with Ministries and other governing institutions to promote legal and policy reforms that eliminate structural barriers to gender equality and put in place policies to empower women and girls; and

(c) Recognition as a thought leader, including through its annual Human Development Report and other publications, which provide opportunities to advocate for policy reforms and changes in social norms and behaviors.

UNDP can also count on the commitment of H.E. the president, as a global HeforShe champion in promoting gender equality within the nation.

UNDP Rwanda Challenges for achieving Gender Equality

With the adoption of the UNDP Rwanda gender equality strategy, 2013-2018, and the Gender Seal Initiative the Country Office committed to fully mainstream gender by March 2017. Challenges in achieving this are as follows:

(a) Being part of the ONE UN in Rwanda, where UN Women take the lead in Gender Equality and Women's Empowerment, UNDP's contributions to gender results may not always be visible

(b) UNDP has few programmes/projects with Gender Equality and Women's Empowerment being the primary objective

(c) Systems are not fully in place to track operational expenditures on gender equality and women's empowerment

(d) There is no dedicated staff position for gender in the country office (the office relies on Junior Professional Consultants under the UNDP-Canada JPC programme)

(e) There is uneven ownership of the gender equality process across units within the country office

- (f) Some implementing partners have limited capacity for mainstreaming gender in programmes/projects
- (g) Gender results are not well documented

The structure of the gender equality strategy

The UNDP Rwanda gender equality strategy, 2013-2018, provides strategic guidance to the Country Office to mainstream gender as it operationalizes the UNDAP and CCPD 2013-2018. Both the UNDAP and CCPD provide outputs and indicators relating to gender equality for each of the 4 results areas, including outcome 2.2 on Gender equality, Human Rights and Justice.

This gender equality and women's empowerment strategy goes a step further than the UNDAP by providing detailed strategic entry points for integrating gender equality and women's empowerment into UNDP programming.

Rather than offering a one-size fits-all prescriptive approach, the strategy relies on a set of parameters for development programming, within which the Rwanda Country Office will design its gender equality action plans as part of the UNDAP implementation and in sync with the corporate strategic plan and gender equality strategy 2014-2017.

The gender equality strategy is organized as follows:

- (a) Section I provides the context, mission and approach of the strategy, UNDP comparative advantages, challenges and the document structure;
- (b) Section II presents global and United Nations system-wide commitments on gender equality;
- (c) Section III explains how gender equality will be integrated into each outcome of the UNDP Rwanda CCPD, 2013-2018;
- (d) Section IV outlines the institutional arrangements supporting integration of gender equality considerations into UNDP activities;
- (e) Section V addresses the UNDP coordination role within the United Nations system, particularly its partnership with UN Women, and its collaboration with civil society; and
- (f) Section VI describes how UNDP will report on and evaluate the gender equality strategy.

II. UNDP MANDATE: Global and System Wide Commitment to Gender Equality

Global commitments to gender equality

All major global commitments today address gender equality in the context of their thematic concerns, as have a range of international, regional and national norms, standards and commitments. The most important global commitments guiding UNDP efforts to advance gender equality include: the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW); the Beijing Platform for Action; the Sustainable Development Goals; the United Nations Declaration on the Elimination of Violence Against Women; the International Conference on Population and Development; the United Nations General Assembly resolutions addressing gender equality issues; United Nations Security Council resolutions on women, peace and security; the United Nations Framework Convention on Climate Change; the Hyogo Framework for Action; aid effectiveness commitments, and a range of regional commitments.

United Nations system-wide commitments on gender equality

Since the launch of the first UNDP gender equality strategy, 2008-2013, the United Nations has strengthened its commitments to advancing gender equality and women's empowerment in all its work. In 2010, the United Nations General Assembly established the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) to strengthen coordination and accountability for gender equality results across the organization.

United Nations system-wide action plan UN-SWAP

Under the leadership of UN Women, UN-SWAP was developed to implement the United Nations policy on gender equality and women's empowerment. Approved by the Chief Executives Board in April 2011, UN-SWAP establishes a common understanding of and standard requirements for mainstreaming gender equality and women's empowerment in the following six areas: accountability, results-based management, oversight, human and financial resources, capacity, and coherence, knowledge and information management. UNDP is in the process of ensuring that it complies with UN-SWAP requirements.

Quadrennial comprehensive policy review

In December 2012, the General Assembly passed resolution 67/226 on the quadrennial review, thereby complimenting UN-SWAP. The resolution calls for increased investments in and focus on outcomes and outputs relating to gender equality and the empowerment of women, and for the acquisition of sufficient technical expertise in gender mainstreaming to ensure coherent, accurate and effective monitoring, evaluation and reporting on gender equality results and on the tracking of gender-related resource allocation and expenditure. Resolution 67/226 also encourages United Nations organizations to

collect, analyze and disseminate comparable data, disaggregated by sex and age, to guide country programming.

III. INTEGRATION OF GENDER MAINSTREAMING IN STRATEGIC PLAN

UNDAP pillars and Gender Equality

The UNDAP, 2013-2018, outlines three main areas of work: (a) Inclusive Economic Transformation; (b) Accountable Governance; and (c) Human Development.

Inclusive Economic Transformation.

The Inclusive Economic Transformation results area provides an opportunity to address inequalities and reshape policies to empower women and girls in all their diversity, so that they can become catalytic agents of change and equal partners with men in the quest to promote growth that is inclusive, just, equitable and sustainable. With women's engagement, success in eradicating poverty, promoting sustainable consumption and production patterns and sustainable management of natural resources can be achieved. Gender equality is also critical in order to enable the full economic transformation necessary to bring Rwanda to its goal of becoming a middle income country.

Accountable governance

Ensuring women's and men's equal participation in governance processes, and their equal benefits from services, are preconditions for the achievement of inclusive and effective democratic governance. The democratic governance area of the UN/UNDP's work provides an opportunity to advance women's legal rights and empowerment, strengthen their access to justice, and ensure gender responsive and equitable service delivery, and promote their equal participation in decision making.

Human Development

Gender equality and women's empowerment are integral to human development, particularly as relates to early childhood development, nutrition, food security, education, HIV and AIDS, health, and social protection. The UNDAP outlines a range of human and social development areas that the UN will support the country to make progress. Gender equality is a vital element of the strategy for pursuing these objectives.

Objective 1: Assure Gender Mainstreaming for Inclusive Development (at the programming level)

For the full integration of gender in UNDP's work to be realized, and to achieve the goals identified in the UNDAF, gender mainstreaming must be implemented at the programme level. In order to realize the targets that are a part of this over-arching objective, the following must be undertaken:

- Align the gender marker with current gender seal requirements
- Allocate sufficient budget for gender equality and women's empowerment
- Mainstream gender in programmes and projects
- Enhance collaboration with UN Women to fully utilize their expertise and knowledge
- Improve UNDP programme mechanisms for collecting sex-disaggregated data (dis-aggregating existing indicators)
- Add a gender component to programme mid-term and annual reviews (all programmes should undergo gender review)
- Involve UN Women deeper into UNDP programming to assure that programmes mainstream gender from design
- Provide sufficient training to Programme Managers in gender responsive planning
- Encourage commitment of senior and middle managers, especially at the unit level. Managers must help to facilitate programme annual reviews and mid-term evaluations, and must serve as drivers of the gender mainstreaming effort
- Gender focal team to support colleagues in their efforts of gender mainstreaming. The gender focal team will create and disseminate a one-page document on gender mainstreaming guidelines

Gender Equality and Outcomes of the UNDP Rwanda Country Programme Document 2013-2018

This section of the strategy provides entry points for advancing gender equality and women's empowerment in each outcome of the Country Programme Document. All outcomes recognize that to eradicate poverty, future growth and development must be inclusive, equitable and sustainable, and that the equal participation of women is a prerequisite for achieving sustainable development.

Outcome 1: Pro-poor growth and economic transformation enhanced for inclusive economic development and poverty reduction.

Strategic entry points

(a) UNDP will work with national partners to support approaches to transform traditional gender norms and reduce or eliminate the barriers to women's economic empowerment.

(b) UNDP will support partners to integrate gender considerations and expand women's participation in the development and implementation of inclusive sustainable development strategies.

(c) UNDP will leverage its position as the United Nations lead development organization and draw upon its flagship publications to advocate for gender equality, women's empowerment and the rights of women and girls, and to demonstrate the linkages between gender equality and improved development outcomes.

(d) UNDP will strengthen capacities to collect, analyze and use a range of data relevant to gender-responsive policy-making, including sex disaggregated data, to inform policy-making.

(e) As much as possible, encourage women's education in ICT, in order to bridge the gender gap in ICT, improving women's access to information and employable skills.

Outcome 2: Rwanda has in place improved systems for sustainable management of the environment, natural resources, renewable energy sources, energy access and security, for environmental and climate change resilience

Strategic entry points

(a) UNDP will support partners to ensure gender-responsive governance of natural resource management.

(b) UNDP will support partner efforts to increase women's access to and ownership and management of ecosystem goods and services, including through climate finance.

(c) UNDP will support governments to ensure that women can access affordable and clean energy.

(d) UNDP will support the mainstreaming of gender equality and women's empowerment in disaster and climate risk reduction policies and plans, as well as in the budgetary frameworks of key sectors (such as water, agriculture, energy, health and education). This includes supporting national capacities to collect, analyze and use sex and age-disaggregated data and analyze climate and disaster risk from a gender perspective.

(e) UNDP will strengthen the participation of women in decision-making processes on climate adaptation, mitigation and disaster risk reduction. This includes building capacities of women's organizations to participate in the formulation and implementation of policies, programmes and strategies, as well as building capacities of relevant institutions to integrate gender perspectives.

(f) UNDP will ensure that disaster risk reduction, climate mitigation and adaptation programmes specifically support women in developing their resilience to disasters and climate change. Securing their rights and tenure to land, water, forests, housing and other assets is critical to this effort, as is ensuring their access to clean and green alternative livelihoods.

Outcome 3: Sustainable urbanization process transforms the quality of livelihoods and promotes skills development and decent employment opportunities in both urban and rural areas, especially for youth and women

Strategic entry points

- a) Improve women's ICT skills, as well as the gender gaps in education
- b) Engage organisations in the training and recruitment of women in order to improve their skills and employability

Outcome 4: Citizen Participation and empowerment: accountability and citizen participation in sustainable development and decision-making processes at all levels improved

Outcome 4 is about establishing or strengthening the framework for democratic governance and building resilience into the principles, rules of engagement, systems and core institutions of governance.

Strategic entry points

- (a) UNDP will support efforts to accelerate the equal participation of women, including young women and marginalized groups, in decision making.
- (b) UNDP will provide technical assistance to establish or strengthen mechanisms to advance gender equality and women's empowerment in governance processes.
- (c) UNDP will support women's networks and civil society movements to bring gender equality perspectives into policy making and legal reforms, including those related to transparency and accountability, and will leverage its partnerships with governance authorities, public administrations and other key policy making bodies to provide opportunities for their engagement.

Outcome 5: Human Rights, Justice, and Gender Equality promoted and implemented at all levels

Outcome 5 is about establishing or strengthening the framework for democratic governance and building resilience into the principles, rules of engagement, systems and core institutions of governance.

Strategic entry points

- (a) UNDP will support legal and policy reforms to accelerate women's rights in law and practice, eliminate discrimination and eradicate sexual and gender-based violence. This includes supporting national institutions in fulfilling international human rights obligations, including national implementation of CEDAW, as well as providing technical, policy and advocacy support in relation to constitutions, laws on gender equality, family, domestic violence, property, land, inheritance and

citizenship and supporting legal literacy, advocacy and training on women's rights for women, communities and religious and traditional leaders.

(b) UNDP will support national efforts to strengthen women's access to justice in formal and informal systems. This includes increasing the gender-responsiveness of the judicial, security and legal sectors through capacity building and increased representation of women in decision making; the promotion of the legal empowerment of women; and engagement of religious and traditional leaders on women's rights.

(c) As much as possible, UNDP will engage men and boys in sensitization efforts on preventing and addressing GBV, particularly in working with the national police.

IV. BUILDING INSTITUTIONAL EFFECTIVENESS FOR GENDER MAINSTREAMING

Policy and planning

The UN-SWAP recommends that the central planning documents of all United Nations organizations include at least one gender outcome with appropriate outcome indicators. This measure is addressed in the UNDAP strategic plan, 2013-2018, one of whose outcomes is dedicated to gender equality. Gender equality is also integrated throughout the UNDAP .

UN-SWAP requires all United Nations organizations to have strategies and plans promoting gender equality and women's empowerment and policies for ensuring equal representation of men and women within the organizations.

This UNDP Rwanda gender equality and women's empowerment strategy serves this purpose. UNDP Rwanda also has a gender parity strategy, which can be found in the annexes to this strategy.

UNDP Rwanda also has committed to mainstreaming gender in the Results Oriented Annual Report (ROAR), integrated work plans and country programme document. The UNDP country programme includes specific measures to address gender inequalities and gender (and sex) disaggregated indicators. UNDP Rwanda will ensure that at all stages of the programme/project cycle, starting from the design phase, gender concerns are integrated including also in the M&E framework.

Every appraisal (including of country programme documents and programmes/projects) will undergo gender screening.

Objective 2: Building institutional effectiveness for Gender Mainstreaming and enhancing capacities for Gender Equality

Management Accountability

UNDP Rwanda gender equality results are supported by its accountability framework, which includes regular reporting to headquarters through the ROAR and other tools, such as the gender marker.

These are discussed further below.

ROAR:

The Results Oriented Annual Report contains a specific section on gender equality results. It is a reflection of the results achieved from the various UNDP supported programmes in the country.

Gender marker:

In 2009, UNDP launched the gender marker, which requires managers to rate projects against a four-point scale indicating its contribution toward the achievement of gender equality. The gender marker enables UNDP Rwanda to track and monitor how gender-responsive each financial allocation and expenditure is. It also enables managers to analyze trends by region, outcome and focus area.

Gender equality seal:

To increase capacity and accountability for gender mainstreaming, UNDP introduced a gender equality seal in 2012-2013. The gender equality seal is a corporate certification process that recognizes good performance of UNDP offices/units to deliver gender equality results.

After the 2014 assessment, UNDP Rwanda achieved a 'Bronze' certification based on fulfilling 63% of benchmarks. The country office has updated its Gender Equality Action Plan for the Silver certification and is currently involved in the implementation phase. Another certification assessment will be conducted in 2016, where the CO strives to achieve the Gold Seal certification.

Gender architecture

As detailed in the strategic plan, 2014-2017, the organization of UNDP policy services is shifting from one based on a relatively rigid practice-based architecture to one focused on more flexible multidisciplinary, issues-based development solutions teams. The effectiveness of gender mainstreaming will depend on the ability of UNDP to create multidisciplinary task teams that include expertise in responding to the challenges of gender equality.

At headquarters level, the Gender Team will continue to be the anchor of the UNDP gender architecture and will be housed within the Bureau for Policy and Programme Support. It consists of a core team of gender policy advisors (or fixed-term equivalent capacity) posted at headquarters, global policy centres and regional service centres, who help to position the organization at the global level, develop policies and provide technical assistance to country offices.

All country offices will have to present a plan to ensure they have the necessary gender expertise for their specific programme and country context, noting that offices with a portfolio of over \$25 million would be expected to have a dedicated gender adviser in their office or equivalent dedicated capacity.

In the case of UNDP Rwanda, the Country office does not meet these criteria. Instead, in the context of the One UN, UNDP Rwanda will continue to explore with partner agencies, in particular with UN Women, opportunities to leverage their expertise.

All business units will be encouraged to bring on or build gender expertise. UNDP Rwanda established a multi-disciplinary gender focal team headed by the Country Director. The gender focal team includes programme, operations, communications and human resource staff. The UNDP Rwanda gender focal team has a written terms of reference and team members' time allocated to functions will be tracked in the annual performance management system.

The UNDP Rwanda annual action plan, Gender Equality Strategy 2014-2017 and the Gender Seal Action Plan will guide, track and communicate the work of the gender focal team.

Enabling Environment

Promoting and creating an enabling environment of equality and fairness is a priority for the CO, as a satisfied, motivated and healthy workforce is essential for productivity and social wellbeing. To that end, UNDP Rwanda strives to promote work-life balance, free and open dialogue between Senior Management and Staff, and equal opportunities for growth and mentorship to male and female staff.

Some specific measures include:

- Localization and implementation of work-life policies
- Ensuring safety and health of women at work
- Building awareness of, and implementing workplace harassment/ sexual harassment policies
- Avoiding unconscious bias

Gender Mainstreaming in the Operations functions

The UNDP Rwanda CO is committed to mainstreaming gender not only within its development programmes and projects, but also within its operations and management projects. Therefore UNDP's operations unit, including HR, procurement, finance etc. will also be prioritized to build institutional effectiveness on gender. The following activities will help in the gender mainstreaming of the operations of UNDP:

Procurement

- The Procurement Unit will mainstream gender into their business processes, especially focusing on ensuring that offers of services reflect gender balance in the consultant roster (teams must have at least 30% female representation)
- ToRs for consultants will be reviewed for gender sensitivity
- Female suppliers may be given priority
- Procurement of ramps to facilitate female access to high vehicles is encouraged

Human Resources

- Gender sensitivity in recruitment must be ensured
 - ⇒ Job announcements to be screened to avoid gender discrimination.
 - ⇒ HR Manager, staff in charge of long/short listing, interview panel members to be oriented with gender-aware interviewing guidelines and techniques
 - ⇒ Senior management and recruitment panel to be made aware of gender parity needs of position to be filled
 - ⇒ Candidates to be tested on knowledge of gender, and demonstrating gender sensitivity
 - ⇒ Orientation on UNDP's commitment to gender equality integrated into induction process for new appointees
- Achieve gender parity among staff at all levels
- Mainstream benefit and other entitlement packages.
- Work-life balance policy and workplace/ sexual harassment policy must be notified and implemented
- PMDs of all staff, especially senior management must include assessment of their contributions to achieving gender equality results.

Admin/Logistics

- Admin and logistics to ensure that gender sensitivity is observed in issues such as providing condoms for both women and men in the toilet, providing special trash bins for women in the toilets, etc.

Communications

- Incorporating gender in communication strategy of CO
- Dedicated focus on Gender Equality and Women's Empowerment on CO website
- Communicating UNDP gender results from programmes and operations
- Highlighting transformational changes in Gender Equality and Women's Empowerment, brought about by UNDP contributions.
- Ensure gender sensitive language in both internal and external communications
- Gender sensitive communication guidelines should be shared with all staff
- Gender seal achievement will be updated on the UNDP website

Finance/Programme Finance

- Implement Gender responsive budgeting to include the necessary financial resources to implement goals and policy commitments to gender equality objectives
For example, keeping separate budget to finance the hiring of temporary staff to cover for maternity/paternity leave.

Building capacities for Gender Mainstreaming

All staff should have basic understanding of and adequate technical capacity in gender mainstreaming.

To ensure this, UNDP HQ has developed and updated the Gender Journey Course: Thinking out of the Box, mandatory for all staff by UN-SWAP.

It is recommended that at least 10 per cent of the learning budgets of global, regional and country offices be earmarked for gender-related learning activities. Recruitment procedures must ensure that staff and consultants have gender core and functional competencies. All new personnel and consultants should possess the basic understanding, skills, experience and commitment required to work in a gender-sensitive manner. Lack of these attributes will be regarded as reason to reject a candidate for any UNDP staff or consultancy assignment.

UNDP Rwanda will continue to provide training and to allocate sufficient funding so that concrete results are achieved. The CO has earmarked 10% of its learning budget to capacity building exercises for gender mainstreaming and it is a priority area in the CO Learning Plan 2015-2016. Also, the Gender Seal Team and Learning Committee are tasked with conducting regular dialogue and learning sessions to enhance awareness and knowledge on gender mainstreaming.

In order to ensure gender-responsive staff performance management, UN-SWAP calls for the inclusion of results related to gender equality in staff work plans and appraisals. UNDP Rwanda will implement this requirement by ensuring that performance reviews of all staff include an assessment of their contributions to achieving gender equality results.

Within the framework of improving institutional effectiveness for Gender Mainstreaming, Objective 2 also proposes to improve UNDP's office-wide gender capacities.

Capacities of staff must reflect an understanding of gender in order to assure the full implementation of gender equality. There are several ways to assist in the capacity-building of staff in their understanding of gender:

- Completion of online gender-related courses (Gender Journey and UN course on Sexual Harassment)
- 10% of the office learning budget allocated to gender-related activities
- Training that will situate gender in the context of development
- Research based on the findings of the GSS and facilitation of trainings on sexual harassment

- UNDP Rwanda will assure that there is gender parity, and equal opportunities for career growth within the organization
 - UNDP Rwanda will make regular contributions to *Teamwork* as well as the UNDP gender intranet
 - UNDP Rwanda will support the creation and dissemination of at least 2 knowledge management products (gender audit as well as study in collaboration with UN Women on women’s political activities in local government).
 - UNDP will support the review and update of the Rwanda country profile for the Human Development Report
- UNDP will support advocacy initiatives such as the *HeforShe* campaign

Knowledge management and communications

The UNDP knowledge management function provides an opportunity to extract lessons learned and knowledge on what works or not and thereby helps to support countries with different typologies, in different regions and at different levels of development.

UNDP Rwanda will continue its commitment to maintain and invest in building up knowledge in the practice on gender equality. UNDP Rwanda will strengthen its involvement and contributions to global knowledge networks, in particular with International Knowledge Network of Women in Politics (iKNOW Politics) and the UN Women Knowledge Gateway for Women’s Economic Empowerment. UNDP Rwanda will also use traditional media and social media tools to advocate for gender equality and promote results achieved.

Gender parity within UNDP Rwanda

The current percentage for Gender Parity in UNDP Rwanda is 47% female to 53% male. With a target of 50/50, the overall gender parity is satisfactory. However, when considering different management levels/grades, some levels have disparity which need to be improved. For example in the P1 to P3 level there are 100% male staff, in P4 to P5 levels 67% female and 33% male and at Senior Management level there are 67% male and 33% female staff.

The UNDP gender parity strategy proposes several actions to enhance gender parity at every level. The strategy is to attract, retain and promote female staff but also maintain gender balance where necessary. Recruitment procedure ensures equal employment opportunity and non-discrimination in hiring process, with priority to merit followed by due consideration to gender parity needs.

Special policies to attract female staff include flexibility with ‘time-in-post’ policies to provide women opportunities to apply for P4/P5 positions after only two years in a duty station; special hiring measures for bureaux that fall below 45 per cent of women, including opening candidate pools only to women; a

requirement that all bureaux address gender parity through retirement options for men and report on this issue as they work on the realignment of their capability during fiscal constraints; a requirement that all managers cultivate an inclusive work culture.

Financial resources

Funds for gender mainstreaming should be clearly earmarked and tracked. There is a recognized difficulty in tracking spending on gender mainstreaming due to under-reporting, and deficiencies in internal tracking such as an absence of explicit budget lines for implementing gender policy. The use of gender markers to track financing for gender expenditures in programmes and projects is an emerging good practice.

Objective 3: Mobilize Resources for Gender Mainstreaming

In line with UN-SWAP, a financial benchmark for resource allocation for gender equality and women's empowerment will be established at 15% of the Country Office's resources for the UNDP period 2013-2018.

UNDP Rwanda will try to tap into the Flexible Trust Fund for Implementation of the Gender Equality Strategy in an effort to mobilize other (noncore) resources to support the One UN programmatic work on gender equality, recognizing that preference will be given to funding UN joint programmes on gender equality and women's empowerment.

V. COORDINATION AND PARTNERSHIPS

Coordination within the United Nations system

Under the leadership of the UN Resident Coordinator, the One UN/UNDP ensures that gender equality considerations are integrated in the coordination of all development assistance activities of the United Nations system in Rwanda. In addition, the Resident Coordinator promotes the use of system-wide tools, such as the United Nations country team gender scorecard.

At the global level, UNDP will continue to contribute to the Inter-Agency Network on Women and Gender equality, coordinated by UN Women, and the Gender Equality Task Force of UNDG. At the regional level, UNDP participates alongside UN Women and other organizations in UNDG gender thematic groups. UNDP will continue to work with United Nations organizations that have a mandate on education and gender equality, including on development planning and domestication of the SDG framework.

UNDP was actively involved in the development of the United Nations 2013 System-wide Action Plan on Youth, ensuring the inclusion of specific measures and indicators on young women's participation in

decision making and politics. It also leads on various themes, including the political inclusion-related commitment of the action plan.

Coordination and partnership between UNDP and UN Women

UNDP Rwanda envisages an effective collaboration with UN Women by: (a) scaling up gender equality programming and jointly providing gender equality services; (b) complementing each other in strengthening different national stakeholders; (c) sharing UNDP cooperation infrastructure with UN Women; (d) drawing on UN Women's expertise in policy formulation, monitoring and evaluation.

While UNDP and UN Women address similar development challenges, such as women's political participation, they do so through different entry points. For example, while UNDP, as the main provider of United Nations electoral cycle support, works with electoral authorities to ensure that elections are administered in ways that take into account the different needs of women and men, UN Women works closely with women's organizations and women candidates to ensure their participation in electoral processes.

UNDP and UN Women have collaborated on many joint initiatives at the country, regional and global levels. These include, but are not limited to:

- (a) Enhancing women's political participation especially by collaborating in the areas of electoral cycle support, advocating for increased women's access to decision making;
- (b) Supporting the UNITE to End Violence Against Women campaign of the Secretary-General and the implementation of joint programming in this area;
- (c) Ensuring gender equality and women's empowerment are addressed in the post-2015 development framework;
- (d) Strengthening national efforts to comply with international legal norms and women's access to justice, including through implementation of the United Nations Global Women's Access to Justice Programme with the Office for the High Commissioner of Human Rights (OHCHR);
- (e) Supporting the economic empowerment of women;

The UNDP country office in Rwanda works closely with UN Women on a number of joint programmes and initiatives. They are:

1. Advancing and Sustaining Gender Equality Gains Joint Programme (2013 – 2018) supporting the National Gender Machinery
2. Deepening Democracy through Strengthening Citizens Participation and Accountable Governance
3. Promoting Access to Justice, Human Rights and Peace Consolidation in Rwanda
4. Supporting Development in Education and Health for Communities, Families and Vulnerable Adolescents and Youth with Imbutu Foundation

Coordination and partnership with other UN entities

UNDP Rwanda will work closely with other organizations and arms of the United Nations on advocacy, policy work and programme implementation advancing gender equality. These include, but are not limited to UNFPA, UNICEF, OHCHR, the International Labour Organisation, the Food and Agriculture Organization of the United Nations, the International Fund for Agricultural Development, the World Bank, UNECA, the United Nations Department for Economic and Social Affairs, the Department for Peacekeeping Operations and the Department for Political Affairs, as well as the United Nations Office for South-South Cooperation and vertical funds such as Global Environment Facility.

A number of other key regional and international actors, such as parliamentary forums, human rights organizations and economic cooperation bodies, also play a critical role in the implementation of global and regional commitments on gender equality. UNDP Rwanda will exercise its convening power and expertise to engage with these actors to advance gender equality in inter-governmental initiatives, regional conferences and programmatic work.

Partnering with civil society

The 2012 quadrennial review encourages the resident coordinator system to strengthen coordination with all development stakeholders, including civil society, at the country level. The UNDP Rwanda gender equality and empowerment strategy, 2013-2018, recognizes civil society partnerships as essential to implementing the commitments to gender equality.

UNDP Rwanda will support and partner with civil society in the implementation of the strategy at global, regional and national levels. UNDP will be an active advocate for making space for civil society organizations (CSOs) at policy-making and decision-making tables, with a particular focus on engaging influential, experienced women's organizations and networks that represent grassroots and excluded groups.

UNDP Rwanda will work with other United Nations partners, particularly UN Women, to increase capacity development opportunities for women's groups and CSOs engaged in women's empowerment efforts, including them, for example, in country-based training activities around policy or service-delivery issues and supporting national and local organizations to attend regional or global gatherings.

UNDP, as part of inter-agency gender theme groups and other United Nations inter-agency initiatives, will support civil society efforts to deepen accountability for implementation of gender equality commitments, supporting their engagement, for example, in tracking performance on the MDGs, CEDAW and agreements emerging from the post-2015 agenda discussions.

Other important partners

Partnerships with three sectors of society have particular relevance to advancing gender equality and women's empowerment: academia, the media and the private sector.

Academic Institutions

UNDP Rwanda will continue to engage academic institutions to advance theory, analysis and evaluation on gender equality. UNDP Rwanda will support academic institutions in the global south to strengthen their institutional structures that support gender equality, from women's studies centers to training institutes and think-tanks in the framework of SDG and HDR reports.

Media

As the media is critical in shaping attitudes and changing practices that perpetuate gender discrimination, UNDP Rwanda will continue to partner with mainstream, social and alternative media organizations, including as a vehicle to engage younger men and women in advancing gender equality.

Private Sector

UNDP Rwanda will also work with the private sector, which is increasingly important to efforts to link gender equality with inclusive growth and sustainable development. The private sector has been a major player in extending services to economically empower women, such as through extension of credit services. UNDP Rwanda will continue working with the private sector to further gender equality through the inclusion of financial services to underserved markets and the expansion of access to markets for small enterprises.

UNDP Rwanda will partner with private sector organizations, who want to fund gender related activities using their corporate social responsibility funds. UNDP can provide expertise and technical support to private sector organizations in areas such as conducting Gender Audit of the organization.

Objective 4: Strengthen Partnerships: Initiate and Strengthen Collaboration with key stakeholders to enable gender equality and women's empowerment

To realize UNDP Rwanda's efforts to mainstream gender into its activities especially at the program level, UNDP could benefit by using the expertise of its partners and beneficiaries: GMO, UN Women and CSOs which have empowering women as a part of their mandate. UNDP could also help to strengthen partnerships within the media and academia.

Within the spirit of the One UN, UNDP must deepen collaboration with its partner UN agencies in order to improve its gender mainstreaming efforts (especially during the efforts around the ongoing "heforshe" campaign).

UNDP must also further its gender mainstreaming efforts in the spirit of South-South cooperation and also to keep in line with efforts to bring gender equality in the wider global arena.

UNDP Rwanda will also deepen cooperation with the UN Communications Group. The aim will be to work collaboratively on preparing publications and media stories on gender on a continuous basis, as opposed to focusing mainly on International Women's day. In future World Press Freedom day events that are supported by UNDP, there will be specific awards granted to recognize the contributions of female journalists.

VI. REPORTING ON AND EVALUATING THE STRATEGY

Monitoring, reporting on and evaluating gender mainstreaming is critical for building the evidence base for informed and strategic decisions related to gender equality. By assessing what works and what doesn't work, UNDP will also have the information necessary for better programme design, planning and implementation. Proper M&E will also help to hold the CO accountable for its commitments on gender equality.

This gender equality and women empowerment strategy, 2013-2018, is aligned with the UNDP strategic plan, 2014-2017. As such, progress toward achieving the development results of the gender equality strategy will be measured against the relevant outcomes, outputs and indicators of the UNDP strategic plan.

Objective 5: Accountability: Establish Mechanisms for Implementing and Monitoring the Achievements of the Gender Equality Strategy

The mandate of the gender strategy is dualistic: to promote gender equality in Rwanda through the programs supported by UNDP and also to build the capacities of all UNDP staff so that gender is fully mainstreamed at every level. Thus, the internal monitoring mechanisms for gender mainstreaming within the country office must be reflective of these efforts and ensure that staff follow-up on their gender mainstreaming obligations. There are several tools and approaches that will be used in order to achieve these objectives:

- PMDs of staff will integrate completion of gender courses, and gender equality results (for program staff). Male staff will also be encouraged to show their support by becoming "*heforshe*" champions
- Annual reports on gender achievements at the program and operations levels will be prepared
- Support will be provided to the Gender Seal Initiative
- A specific M & E framework for the Gender strategy (specific indicators and targets) will be developed
- A clear work plan for the Gender Seal Initiative will be prepared

- IWP and ROAR will be connected to the Gender Strategy M & E framework
- The CO will aim to achieve targets on the gender markers
- The GE focal team will report to staff on a regular basis
- Gender activities will be shared on *teamworks* and with the Gender seal team in NY
- CCPD (country common program document) will be gender mainstreamed

TERMINOLOGY USED IN THE GENDER EQUALITY AND WOMEN EMPOWERMENT STRATEGY

Gender

“Refers to the social attributes and opportunities associated with being male and female and the relationships between women and men and girls and boys, as well as the relations between women and between men.

These attributes, opportunities and relationships are socially constructed and are learned through socialization processes. They are context/time-specific and changeable. Gender determines what is expected, allowed and valued in a woman or a man in a given context. In most societies there are differences and inequalities between women and men in responsibilities assigned, activities undertaken, access to and control over resources, as well as decision-making opportunities. Gender is part of the broader socio-cultural context. Other important criteria for socio-cultural analysis include class, race, poverty level, ethnic group and age.”

Gender Equality

“Refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. Equality does not mean that women and men will become the same but that women’s and men’s rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration—recognizing the diversity of different groups of women and men. Gender equality is not a ‘women’s issue’ but should concern and fully engage men as well as women. Equality between women and men is seen both as a human rights issue and as a precondition for, and indicator of, sustainable people-centred development.”

Gender Mainstreaming

“Mainstreaming a gender perspective is the process of assessing the implication 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.”

Women’s Rights

“The human rights of women and of the girl child are an inalienable, integral and indivisible part of universal human rights. The full and equal participation of women in political, civil, economic, social and cultural life, at the national, regional and international levels, and the eradication of all forms of discrimination on grounds of sex are priority objectives of the international community.”⁴ “As defined in Article 1, ‘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.”

Women’s Empowerment

“Women’s empowerment has five components: Women’s sense of self-worth; their right to have and to determine choices; their right to have access to opportunities and resources; their right to have the power

to control their own lives, both within and outside the home; and their ability to influence the direction of

social change to create a more just social and economic order, nationally and internationally.”⁶

“The concept of empowerment is related to gender equality but distinct from it. The core of empowerment

lies in the ability of a woman to control her own destiny. This implies that to be empowered women must not only have equal capabilities (such as education and health) and equal access to resources and opportunities (such as land and employment), they must also have the agency to use those rights, capabilities, resources and opportunities to make strategic choices and decisions (such as are provided through leadership opportunities and participation in political institutions. And to exercise agency, women must live without the fear of coercion and violence.”

References

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