PRIMERS IN GENDER AND DEMOCRATIC GOVERNANCE #1

Quick Entry Points to Women's Empowerment and Gender Equality in Democratic Governance Clusters

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1. QUICK ENTRY POINTS TO WOMEN'S EMPOWERMENT AND GENDER EQUALITY IN DEMOCRATIC GOVERNANCE CLUSTERS

This paper explores some of most common questions on gender, recalls basic obligations for UNDP staff, and develops a human rights-based approach to practical tools for democratic governance practitioners in terms of gender programming per Cluster.

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The other four resources are primers on:

- Electoral Financing to Advance Women's Political Participation: A Guide for UNDP Support
- Gender Equality and Justice Programming: Equitable Access to Justice for Women
- Gender Responsive E-Governance: Exploring the Transformative Potential
- Corruption and Gender Relations: Five Dimensions for Democratic Governance

UNDP hopes that these materials will make a modest contribution to the empowerment of women and the advancement of gender equality through democratic governance. We encourage colleagues to continue to share their experience and ideas through dgp-net@groups.undp.org, the electronic discussion network serving UNDP democratic governance practitioners.

Acronyms and Definitions

Gender

The social attributes associated with being male and female and the relationships between women, men, girls and boys, as well as the relations between women and those between men. These attributes and relationships are socially constructed and are learned through socialization. They are context- and time-specific and changeable. 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 (UN/OSAGI, n.d.). The concept of gender also includes the expectations about the characteristics, aptitudes and likely behaviours of both women and men (femininity and masculinity). The concept of gender, applied to social analysis, reveals how women's subordination (or men's domination) is socially constructed. As such, the subordination can be changed or ended. It is not biologically predetermined nor is it fixed forever (UNESCO, 2003).

Gender relations

The social relationships between men, women, girls and boys, which shape how power is distributed between women, men, girls and boys and how that power translates into different positions in society. Gender relations vary depending on other social relations, such as class, race, ethnicity, etc. They will greatly impact how an individual man or woman experiences processes and institutions such as trials and courts and how they interact with other individuals within those institutions.

Gender mainstreaming

"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 perpetrated. The ultimate goal of this strategy is to achieve gender equality" (UN/ECOSOC, 1997).

Gender equality

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

ACRONYMS

BCPR	Bureau for Crisis Prevention and Recovery
BDP	Bureau for Development Policy
CEDAW	The Convention on the Elimination of All Forms of Discrimination Against Women
DEVAW	Declaration on the Elimination of Violence Against Women
DGG	Democratic Governance Group
GBV	Gender-Based Violence
HRBA	Human Rights-Based Approach (to development)
ICT	Information and Communications Technology
MDGs	The Millennium Development Goals
NGO	Non-Governmental Organization
UNDP	United Nations Development Programme
UNIFEM	United Nations Development Fund for Women

of both women and men are taken into consideration, recognizing the diversity of different groups of women and men (UN/OSAGI n.d.).

Gender equity

The process of being fair to men and women. To ensure fairness, measures must often be put in place to compensate for the historical and social disadvantages that prevent women and men from operating on a level playing field. Equity is a means—equality is the result (UNESCO, 2003).

Gender analysis

The collection and analysis of sex-disaggregated information. Men and women perform different roles in societies and within institutions, such as police forces and courts. These differing roles lead to women and men having different experiences, knowledge, talents and needs. Gender analysis explores these differences so that policies, programmes and projects can identify and meet the different needs of men and women. Gender analysis also facilitates the strategic use of the distinct knowledge and skills possessed by women and men, which can greatly improve the long-term sustainability of interventions (UNESCO, 2003).

Gender neutrality

An assumption that development interventions will benefit men and women equally, leading to a failure to analyse and plan for the social relationships between men and women and how those relationships will impact programming.

Gender justice

"The protection and promotion of civil, political, economic and social rights on the basis of gender equality. It necessitates taking a gender perspective on the rights themselves, as well as the assessment of access and obstacles to the enjoyment of these rights for women, men, girls and boys and adopting gender-sensitive strategies for protecting and promoting them" (Spees, 2004). Much of the broader gender justice agenda falls outside the scope of UNDP Access to Justice programming. However, increasing women's access to justice, be it formal or informal, hinges on removing economic, political and social barriers to participation, as articulated by the gender justice agenda (UNIFEM & ILAC, 2004).

Gender-based violence (GBV)

A generic term used to describe any harmful act perpetrated against an individual against his or her will based on his or her socially defined identity as male or female (UN, 2005). The UN General Assembly defined violence against women in the 1993 Declaration on the Elimination of Violence Against Women as "any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private" (UN, 1993).

> "Gender is defined as the social attributes associated with being male and female and the relationships between women, men, girls and boys, as well as the relations between women and those between men."

Introduction

During the second part of 2005, the UNDP Bureau for Development Policy Democratic Governance Group (DGG) undertook a gender capacity development exercise for its headquarters and field staff to strengthen their ability to provide gender-sensitive policy and programme advice. The exercise included a desk review of DGG materials in August, an electronic discussion amongst the 1,300-strong democratic governance network in October, a learning day on gender at the annual DGG retreat in November, and a gender session at a pilot course on democratic governance for UNDP Resident Representatives and Deputies in December.

This resource aims to provide something more substantial than a checklist but less demanding than a programme manual. It is produced for the busy democratic governance practitioner who will—one day—read up on the subject or sign up for a workshop, but who needs to know, right now, some of the main gender issues that s/he should factor into his/her advisory services.

Section 1 of this primer explicitly draws the link between work on gender, human rights and work in the area of governance. Section 2 outlines the responsibilities of UNDP staff to integrate gender equality into their work. The final sections 3, 4 and 5, provide summaries of entry points for mainstreaming gender equality in each cluster within the governance group. This document has been designed so that the section on each Cluster can be used independently without reference to the rest of the publication.

> Gender-sensitive governance gets the numbers right while also ensuring that governments provide services in a way that promotes the human rights of women and men.

To ensure that this document is easy to use, a few general points have been repeated in the different sections. The document also avoids acronyms and references to the extent possible for ease of access.

The integration of a gender perspective and subsequent gender analysis is a powerful tool which enables governance practitioners to understand and respond to social norms, culture, beliefs, and other factors that are normally removed from technical discussions. However, substantial knowledge and expertise in these areas is still lacking. It is hoped that this primer will further understanding in the following areas:

- How to increase the number of women in politics;
- How to promote women's active participation in the civil service;
- How to ensure gender equity in the workplace;
- How to ensure that government programmes and services respond to the gendered experiences of women and men;
- How to engage men and women to hold governments accountable;
- How to mobilize interest groups and civil society to monitor the work of government;
- How to assess the different impacts and experiences that policies, programmes and initiatives have on men, women, boys and girls; and
- How to collect and manage the right information and data.

Gender-sensitive governance gets the numbers right while also ensuring that governments provide services in a way that promotes the human rights of women and men. Fundamental to this approach is the recognition that most women still start from a different, less privileged place than men.

This resource is framed by the Human Rights-Based Approach to Development, which is now informing the work of the UN development system. By adopting this approach, work on women's empowerment and gender equality can contribute to the fulfilment of human rights and human development of all people.

1 Gender Mainstreaming and the Human Rights-Based Approach to Development

What are human rights?

Human rights are set out in the Universal Declaration of Human Rights of 1948. They have been codified in international conventions that establish minimum standards to fulfil human dignity, drawing on values found in diverse religions and philosophies. Most governments have agreed that these conventions constitute objective standards by which they can be judged. Governments effectively give these instruments the force of law at the national level once they have signed and ratified them. In other words, human rights are not just a good thing: in many countries, they are the law.

What are human rights standards and principles?

Experts have further elaborated the content of the human rights standards that are set out in the international conventions. The experts serve on the committees that monitor state implementation of the seven core conventions. These committees draw on experience to issue General Comments on the content of specific rights, such as the right to vote, to adequate food, and to adequate housing. The General Comments are very useful for development practitioners because the information can be used to design indicators for monitoring and evaluation, for

BOX 1. HUMAN RIGHTS PRINCIPLES

- **Universality and inalienability:** All human beings have all human rights and these rights are inalienable, without exceptions.
- **Indivisibility:** All human rights have equal status and are not ranked in hierarchical order.
- **Inter-dependence and inter-relatedness:** For instance, the realization of the right to health may depend on the realization of the right to education or to information. This is echoed in UNDP's own work as a multi-sectoral agency.
- **Equality and non-discrimination:** All individuals are equal and are entitled to their human rights without discrimination. As development practitioners know, achieving equality sometimes requires not just non-discrimination, but also positive discrimination or affirmative action, for example, investing in the capacity of and access to resources by women and men that have been marginalized due to gender, race, religion, or other forms of discrimination.
- **Participation and inclusion:** Every person and all peoples are entitled to active, free and meaningful participation in development. For participation to be meaningful, there must be investment in the capacity of women and men to participate so that their voice is both heard and heeded.
- **Accountability and rule of law:** States and other duty-bearers must comply with the standards enshrined in human rights instruments. When states and/or other duty-bearers fail to so comply, rights-holders are entitled to institute proceedings for appropriate redress.

example, to understand what the standard is for the right to adequate housing and then to identify how far a country or community is from the standard. As for human rights principles, participants in the 2003 meeting, which issued the UN Common Understanding, agreed that six sets of human rights principles were of particular significance for development programming (see Box 1).

What is the human rights-based approach to development?

In May 2003, representatives of UN development agencies came together with the Office of the High Commissioner for Human Rights and independent human rights experts to discuss what it means to 'do' development from a human rights perspective. They adopted the Common Understanding on the Human Rights-Based Approach (HRBA) to Development Cooperation (see Resources for the link to the full text). The three main points can be summarized as follows:

1. All development programmes should further the realization of human rights—economic, social, civil, political and cultural.
2. Human rights standards and principles must guide all development programmes during all stages, i.e., during design, implementation, monitoring, and evaluation.
3. Programmes should help develop the capacity of duty-bearers to fulfil their obligations and of rights-holders to claim their rights. Duty-bearers are most often the government but also include corporations, civil society organizations, and individuals, e.g., parents' obligations to their children. Rights-holders—i.e., people striving for their rights—include individuals, communities, and nations. Indigenous peoples, for example, have won recognition of communal rights in many countries.

What does the human rights-based approach mean for gender equality?

The human rights-based approach provides a coherent framework for women's empowerment and gender equality. Its application entails, among other things:

- Disaggregating data and analysis to identify immediate as well as underlying causes of discrimination against women and men, including discrimination based on gender, ethnicity, religion, location, disability, and age, and addressing these causes in development programmes.

- Identifying the rights to which the most vulnerable and excluded groups of women and men are entitled, and targeting these in programme interventions.
- Developing the capacity of excluded groups to claim their rights, as well as the capacity of those whose duty it is to meet these obligations to do so, in states that have ratified CEDAW (the Convention on the Elimination of All Forms of Discrimination Against Women) and other conventions.
- Accounting for the capacity developed to fulfil, as well as to claim human rights in the measurement of processes and results.

The human rights-based approach encompasses women's empowerment and gender equality. However, a more deliberate effort is needed to use gender analysis as part of the approach, to better understand this pervasive form of discrimination. In the absence of such an effort, governance practitioners will be more likely to overlook the backlog of discrimination against women and fail to apply the measures needed to ensure that planned development interventions do not perpetuate discrimination against either women or men.

Which is it: gender equality or women's empowerment?

Both. UNDP is committed to two distinct but inter-related objectives:

- **Women's empowerment** strengthens women's capacity to equally access resources and opportunities and addresses the backlog of discrimination against women. The global commitment is grounded in the action agendas of the four world conferences on women (1975 Mexico, 1980 Copenhagen, 1985 Nairobi, 1995 Beijing), and CEDAW, adopted in 1979 and since signed or ratified by 182 states.
- **Gender Equality** ensures that both women and men have equal access to opportunities and resources in all fields, so that development work neither creates nor perpetuates discrimination. To achieve this, when we are conducting gender mainstreaming we need to recognize, analyse, and address the different impact that programmes have on women and men as a product of their gender roles. These roles are socially constructed and can change over time.

Why does UNDP pursue these objectives?

As part of the UN system, UNDP is committed to promoting the realization of human rights as set out in the Universal Declaration of Human Rights and the UN Charter. This UN mandate has been reaffirmed in the Secretary General's reforms since 1996. UNDP is also assigned to be the champion of the MDGs. UNDP began to consciously work toward women's empowerment in the late 1980s, and toward gender equality in the 1990s, recognizing that gender equality is both a means and an end. Gender equality is the third of the eight Millennium Development Goals (MDGs) and UNDP views Goal 3 as both a means and an end in achieving all the goals. Gender equality has intrinsic development value in itself, but will also contribute to achieving the other MDGs.

> "Human rights are not just a good thing: In many countries, they are the law."

> Both male and female practitioners are supporting important initiatives to increase the number of women in elections, parliament and the public service.

Why was there a shift from women to gender?

In the early 1970s, the women in the development movement called for social justice and political equality for women, radically changing the way the development community viewed women and leading to legislation such as CEDAW, to safeguard women's rights. However, this approach often separated women's programming from the mainstream programming that involved men, and increased women's marginalization. More importantly, it left out the critical issues of power, conflict and relationships that are at the root of women's subordination. The need to address such factors and to examine the status of women in relation to the status of men led to the 'gender in development' approach in the early 1990s.

Are men and women both responsible for working towards gender equality?

Yes. Work towards gender equality begins by asking this question in all areas of development: "What different impacts will this development initiative have on the situation of women, men, girls, and boys?" The next step is to seek answers by drawing on in-house or external gender expertise. Thereafter, the findings must be factored into programme objectives and processes, and in monitoring and evaluation of interventions. The 2005 review of the UNDP Democratic Governance Group's work found that both male and female practitioners are supporting important initiatives to increase the number of women in elections, parliament and the public service. It also reported that there are a growing number of examples of strategies that have successfully challenged gender-based discrimination, including through the analysis of budgets from a gender perspective, reviewing unequal citizenship and property rights, and removing barriers to equal access to justice. However, the report found that if gender was not specified in the request for advice, neither male nor female practitioners addressed gender equality considerations when discussing technical issues like aid coordination, employment, regional planning, budget oversight, and minorities.

How do we deal with resistance to taking action for gender equality?

Resistance is natural. UNDP staff members, men and women, are—and must be held—accountable for ensuring that development programmes advance the human rights of women and men. There is still insufficient understanding of, and resistance to the need for gender analysis and for targeting programmes based on the findings. There is also resistance to the use of affirmative action policies and quotas. This can be partly addressed by:

- Producing solid evidence of discrimination (whether against women or men) that is founded on disaggregated data and analysis, from which UNDP can then devise programme goals and interventions.
- Elaborating the distinction between equality and equity. Giving equal amounts of money to a group of people when there is a backlog of discrimination against either sex due to their gender roles is likely to help those who are better equipped to take advantage of the funds and continue to exclude those who are not.

Equity would mean giving more funding to women or men who need it to overcome illiteracy, lack of skills or credit, among other factors that contribute to poverty, thus taking the impact of past discrimination into account.

- Sharing experience from different countries, regions, and organizations on the way that affirmative action policies and quotas have promoted gender balance and equity; if quotas are used, it is important to invest in public awareness campaigns to avoid backlash.
- Underscoring that UNDP is an equal opportunity employer that has steadfastly pursued gender balance in the organization, having adopted a policy on gender balance in management in 1995 and reflecting the results of this in updated policies.
- Using the terms correctly: 'gender', when referring to the way the socially constructed roles of women and men translate into differing access to power and resources; and 'women's empowerment', when focusing on women's capacities to claim human rights.
- Recognizing men's roles in and need for gender equality.
- Providing gender analysis that is specific to the Democratic Governance practice area.

What if there is still resistance or even tension and conflict?

Promoting human rights, including women's human rights, challenges power relations and questions who has control over resources and who enjoys the benefits from resource allocations. Gender equality is a radical agenda which transforms the mainstream rather than placing 'mainstream' women and men into situations of discrimination. Work on gender equality further challenges assumptions about gender roles that we have as individuals and as societies. Together all of these factors increase the potential for resistance and conflict. However, at the same time, progress towards human rights and gender equality actually helps to prevent or mitigate conflict. There is a need to invest in the capacity of UNDP staff to better foresee and manage tensions and conflicts stemming from all forms of gender (in)equalities.

What about project staff and consultants?

No degree of gender sensitivity on the part of UNDP staff will be sufficient for the organization's work if consultants and project personnel themselves are not gender-sensitive. UNDP staff has a responsibility to ensure that gender equality considerations are included in Terms of Reference and job descriptions. Further, project staff and consultants should also be requested to study one of the UNDP learning packages on gender equality.

Is it OK to formulate projects for women?

Yes, definitely—if gender analysis has determined that women need special investment in their capacity in order to exercise or claim their human rights, or to contribute to human development.

2

Obligations and Capacity of UNDP Staff Towards Gender Equality

As United Nations civil servants, UNDP staff members are duty-bearers with a special responsibility to support states and civil society in their efforts to respect, protect, promote, and fulfil human rights. UNDP staff members are all responsible for promoting gender equality and women's empowerment. To make this a reality, your management should provide adequate support and opportunities to build your capacity in this area. It is also the responsibility of your management to hold you accountable for fulfilling this obligation. Practical ways to fulfil your obligations towards gender equality include:

- **Becoming familiar with the human rights-based approach (HRBA) to development cooperation.** Attend training courses and read information available related to implementing the HRBA.
- **Acquiring practical skills in gender mainstreaming to better manage results in the area of gender equality.** Initial steps you can take include learning how

to analyse projects and programmes from a gender perspective and how to write a gender responsive TOR for consultants. Once you have these skills you will be better able to hold consultants accountable for outputs on gender equality and women's empowerment.

- **Utilizing available tools and resources for gender mainstreaming.** Invest in your own capacity, as well as that of project personnel, by making use of available gender mainstreaming tools and resources in governance programming, such as gender-sensitive and pro-poor indicators.
- **Encouraging project personnel and consultants to gain skills in gender analysis and HRBA.** Make it a requirement for all project personnel and long-term consultants to become certified through virtual UNDP courses on gender equality and women's empowerment.
- **Using empirical evidence on gender equality in your work.** Draw on sex-disaggregated data and gender studies in the research you commission and when providing advisory services. This will allow you to better respond to the actual economic, social, cultural, civil, political, and environmental situation in a country.
- **Drawing on gender experts or making gender expertise available for projects and project activities.** Ensure that consultant profiles include gender expertise, or if this is not feasible, share documentation and materials on gender equality with the team to enhance their capacity to consider gender equality issues or conduct gender analysis.
- **Networking and building contacts with women's interest groups, gender experts and government organizations working on gender equality.** When planning a mission ensure that meetings are scheduled with groups and individuals working on gender equality. These people are well placed to provide you, or a consultant, with a comprehensive understanding of the status of women and gender relations in that country.
- **Improving conflict management skills as they relate to gender equality and human rights debates.** Strengthen your own capacity and that of project staff and consultants to manage tensions and conflict that may arise as a result of efforts to promote human rights, including women's human rights. Recognize that progress towards human rights and redress for marginalized groups can also assist in preventing or mitigating further conflict.
- **Participating in policy discussions and internal operations at UNDP.** Demonstrate the internal accountability and transparency of UNDP as it relates to gender equality and women's empowerment, by raising gender equality considerations in policy discussions or revisions and in other areas such as recruitment, promotion and work-life balance.

> "UNDP staff members are all responsible for promoting gender equality and women's empowerment and are held accountable for fulfilling this obligation."

3

Cluster I: Fostering Inclusive Participation and Gender Equity

BOX 2. STRENGTHENING ELECTORAL SYSTEMS AND PROCESSES

Elections are a means for people to choose their representatives and government, and a way of conferring legitimacy on the political system. Development cooperation should strengthen the capacity of:

A. Electoral bodies, political parties and other duty-bearers to understand the causes of discrimination, including gender, poverty, race, ethnicity, age, and disability, so as to empower women and promote gender equality through electoral processes; and

B. Excluded and vulnerable women and men voters and candidates so that they can understand the causes of discrimination, including gender-based discrimination, to better advocate human rights, women's empowerment, and gender equality.

Electoral systems and processes

A. STRENGTHEN THE CAPACITY OF ELECTORAL BODIES, POLITICAL PARTIES AND OTHER DUTY-BEARERS

Electoral commissions, committees, and other bodies

- Provide knowledge and information to electoral bodies on the human rights framework, including CEDAW. Outline how these commitments are translated into domestic legislation and the MDGs.
- Train members and staff of electoral bodies in gender analysis as a way of helping them to understand how gender roles shape the degree to which men and

women participate in and enjoy socio-economic life and politics.

- Integrate gender equality considerations and gender training into the training programmes of short-term election workers.
- Conduct research or disseminate data on gender equality issues. Some initial ideas for useful research projects are:
  - A study of the factors impacting on men's and women's ability to stand for election or vote in a particular country. This type of study would include a description of factors impacting on women's participation such as time burdens, restrictions on physical access, illiteracy, migration, and traditional or stereotypical views of appropriate gender roles. However, the study may also suggest similar or different factors which impact on men's experiences. For example, army service or unemployment may be discussed as factors that shape the nature of men's participation in elections or as voters.
  - A study on the ways in which local elections provide increased opportunities for men and women to mobilize around issues directly relevant to their daily lives, including the provision of health, education, housing or other key public services.
  - An analysis of the numbers and levels of female and male staff in electoral bodies to ensure a gender balance in appointments, management, and staff. Recognize that gender sensitivity is not automatically guaranteed by increasing the numbers of women. If necessary, train relevant staff in gender analysis.

Electoral systems

- Ensure that gender equality is considered in debates regarding electoral reform. For example, power, dynamics, class, gender-based discrimination, poverty, ethnicity, and the elite's capture of resources, all have gender dimensions that should not be overlooked.
- Promote electoral systems that uphold principles of pluralism and inclusiveness. It is important for electoral systems to represent the range of groups that comprise each constituency, such as women, but also youth and other marginalized groups.

Political parties

- Provide opportunities for parties to improve their understanding of the human rights and international law frameworks, including the human rights commitments in their own country.
- Develop political parties' capacity to analyse issues from a gender perspective. This will involve teaching them how gender roles shape the ways in which men and women engage in socio-economic life and participate in politics.
- Support and promote the use of positive measures such as quotas, as one strategy to address discrimination against women. Provide examples of the ways that positive measures have been used in other countries.
- Encourage political party leaders to provide support to female staff and members at all levels of their organizations. This may include providing women with opportunities to develop their skills or to attend training courses targeted at women.

“It is important for electoral systems to represent the range of groups that comprise each constituency, such as women, but also youth and other marginalized groups.”

B. STRENGTHEN CITIZENS' CAPACITY TO PARTICIPATE IN ELECTIONS AND ELECTORAL REFORM

- Develop and support programmes for civic and voter education for women, men, girls, and boys as a way to promote understanding of:
  - International human rights legislation and the country-level obligations, such as those under CEDAW and through the MDGs;
  - The ways in which gender roles create or perpetuate discrimination against females and males; and
  - The way the electoral system works and its potential to change people's lives.
- Build the capacity of civil society organizations, professional associations, academic institutions, human rights groups, the media, and women's organizations to keep gender equality and women's empowerment issues on the agenda and to better understand gender equality issues which may arise during electoral processes.
- Strengthen the capacity of women's groups, human rights groups and other organizations to monitor government commitments on gender equality and women's empowerment, such as those outlined in international declarations and conventions, including CEDAW and the MDGs.
- Provide appropriate support to women in general, as well as women and men from marginalized groups, to run for election.
- Inform women, and women and men from marginalized groups, on how to effectively lobby their representatives on a range of human rights and gender equality issues.
- Network with women's groups and allies in the political arena as a way to draw on and share experiences across countries on topics such as the use of quotas.

BOX 3. STRENGTHENING E-GOVERNANCE AND ACCESS TO INFORMATION

E-governance encompasses the use of information and communication technologies (ICT) to enhance government efficiency, transparency, and accountability, as well as citizen engagement and participation in democratic governance. Access to information promotes the right to information as well as communication mechanisms that enable people, particularly poor and disadvantaged groups, to voice views and participate in democratic processes. Development cooperation should:

A. Strengthen the capacity of government, corporations, and other duty-bearers to provide efficient, effective and equitable services that respond to people's gendered experiences, empowering women and promoting gender equality; and

B. Ensure that rights-holders, particularly the poorest and most marginalized women and men, have the skills necessary to hold governments accountable for equal access to health, education, housing, and other services, and to actively participate in policy dialogue and decisions on issues that affect them.

E-governance and access to information

A. STRENGTHEN GOVERNMENT, CORPORATION AND OTHER DUTY-BEARERS' CAPACITY

Connectivity and access

- Provide knowledge and information to leaders within government and the private sector on the human rights framework, including CEDAW. Outline how these commitments are translated into domestic legislation and the MDGs.
- Train government bodies and corporations working on ICT in gender analysis to help them understand how connectivity and access to ICT have the potential to empower some, but discriminate against others. For example, illiteracy, age, economic status, work burdens and access to electricity service coverage all

influence which men and women will have access to which particular ICTs.

- Design programmes with the knowledge that men and women access information through ICTs differently. While making ICTs available in the public sphere may reach men, women who are still primarily responsible for the domestic economy may not benefit. It is necessary to make ICTs available in areas where women already gather, including schools, health centres, and through community groups, and to conduct training on ICTs at flexible times. It is also important to promote ICTs that are appropriate. For example, choosing ICTs that do not require a high degree of literacy, such as mobile phones, is one strategy to best meet the needs of many of the world's poorer women.
- Include women in policy discussions related to the ICT sector. There are still too few women involved in policy-making and strategizing in the area of ICT.
- Encourage women to study ICT. There are still very few women studying ICT at tertiary levels.
- Collect and use sex-disaggregated data on the use, access and production of ICT content to underpin ICT policies and to demonstrate its different impacts on women and men.
- Support governments to achieve gender equality in human resources at all levels within the ministries of information, telecommunications and other related departments. Support efforts to increase numbers of women but also investments to make the workplace gender responsive.

Access to information

- Support the development and implementation of national legislation and policies on the right to information, with special provisions to facilitate access by women and those living in poverty. Some measures may include fee waivers or assistance for illiterate women and men.
- Support governments to enforce this legislation on the right to information, as a means to making sure women, people living in poverty and other marginalized groups have access to government information.
- Support governments to be more responsive to requests for information from civil society, including groups working for human rights and women's human rights.

E-government

- Train civil servants in gender analysis to better enable them to understand the

> "Illiteracy, age, economic status, work burdens and access to electricity service coverage all influence which men and women will have access to which particular ICTs."

> E-government is an advocacy tool that can provide access to information about women's legal rights, facilitate access to credit and support ongoing learning.

different impacts of e-governance initiatives on men and women. For example, a gender analysis might show that women generally have less access to markets, credit, technology, and business networks than men, or that poor women and men have different needs to access and communicate information.

- Ensure that governments have the data and skills necessary to monitor e-government services from a gender perspective as a means of addressing the impacts of literacy, cost, distance, and restrictions on movement that may limit men's or women's access to such services.

B. STRENGTHEN CITIZEN ENGAGEMENT, PARTICIPATION AND NETWORKING

- Inform civil society groups active in ICT and access to information on the country's human rights obligations, such as those under CEDAW and the MDGs.
- Strengthen the capacity of civil society groups, such as editors, journalists (particularly women journalists), professional associations, academic institutions, human rights groups and women's organizations to conduct gender analysis, so they are able to apply it to ICT and to the right to access information in a way that promotes women's empowerment and equal opportunities for women and men.
- Raise awareness among journalists on the ways in which they can give women voice, e.g., using the MDGs and Human Development Reports.
- Provide support to civil society organizations and media bodies, particularly those that use pro-poor interactive broadcasting communication, in their efforts to raise women's awareness of their right to information and their endeavours to provide accessible and credible information to women.
- Conduct media training for community-based organizations, particularly women's groups, so they can communicate their views in mainstream policy debates and promote programmes through various ICTs that address the specific needs of women and other disadvantaged groups.
- Support women's groups, human rights groups and other organizations to monitor government commitments on gender equality and women's empowerment under the international declarations and conventions, such as CEDAW and the MDGs.
- Utilize existing and emerging networks of women and men to quickly access and analyse information, communicate views to policy makers, and mobilize support for human rights. For example, ICT was used by women's networks during the 2005 Millennium Summit to promote gender equality and women's rights.
- Use e-government as an advocacy tool to provide access to information about women's legal rights, facilitate access to credit and support ongoing learning.
- Evaluate the risks associated with ICTs and the potential for ICTs to be used to abuse women's rights and human rights in general. For example, ICTs have been used to facilitate human trafficking and the spread of pornography.

4

Cluster II: Strengthening Responsive Government Institutions

Parliamentary development

A. STRENGTHEN PARLIAMENTARIANS' CAPACITY TO PROMOTE GENDER EQUALITY

Parliament's legislative function

- Provide knowledge and information to parliamentarians and their staff on the human rights framework, including CEDAW. Outline how these commitments are translated into domestic legislation and the MDGs.
- Train parliamentarians and their staff in gender analysis as a way of helping them to recognize gender discrimination and to better understand how gender roles

BOX 4. STRENGTHENING PARLIAMENTS

Parliaments enact laws, mediate the interests of different constituencies, establish political priorities and resource allocations that directly affect people's lives, and oversee the executive branch. Development cooperation should:

A. Strengthen the capacity of parliamentarians, as duty-bearers, to protect and promote human rights, including women's human rights, so that they empower women and promote gender equality when they review national legislation and make decisions on development priorities and resource allocations; and

B. Ensure that citizens and their organizations, as rights-holders, have the necessary skills to understand gender-based discrimination and to hold parliament accountable for resolving inequalities and working towards gender equality and women's empowerment.

> Legislative reform is a key to fostering gender equality, particularly in such fields as access to justice, nationality, labour, family, land rights, social security, and inheritance.

shape the degree to which men and women participate in and enjoy socio-economic life and politics.

- Provide targeted capacity-building support to parliamentary committees, based on the focus of their work. For example, provide skills training in gender budgeting for committees dealing with budgets. Do not just provide training for committees that have large numbers of women.
- Support policy development and implementation through legislative reform initiatives. Legislative reform is a key to fostering gender equality, particularly in such fields as access to justice, nationality, labour, family, land rights, social security, and inheritance.
- Ensure that gender equality considerations are a part of peace processes and transitions. Particular issues to focus on include: gender-based violence, guaranteeing women's legal rights to inheritance and property, and ensuring that special bodies such as truth commissions and special courts have been established in a gender-sensitive way.
- Provide support to parliaments and constitutional bodies enacting electoral laws which regulate political parties, campaign finance and related legislation. Provide a range of options for electoral reforms, party law and campaign finance bills, which seek to enhance women's participation in politics, such as special temporary measures which promote gender parity.

Parliament's oversight function

- Support the gender analysis of budgets to better enable parliamentarians and their staff to identify the needs of men and women, boys and girls, and to determine whether the causes of discrimination are adequately addressed by social and economic allocations.
- Ensure that parliamentarians have the necessary data and skills to monitor and oversee the executive branch's implementation of legislation that is particularly relevant to gender equality.
- Support parliamentarians to conduct parliamentary oversight of the judiciary and related civil and criminal justice agencies, including the security sector, with a particular focus on understanding and addressing gender-specific barriers to justice facing poor women and men.
- Collect and analyse data on the numbers and levels of male and female staff in parliament. Use the data to track changes in the composition of parliament staff and to identify barriers to recruitment and promotion, such as gender stereotypes, or absence of gender-sensitive work environments.

Parliament's representative function

- Support parliamentarians and staff to work with civil society organizations, women's groups, and the media on gender equality issues, particularly through working on gender budgeting and the passage of legislation pertaining to gender equality.

- Establish or strengthen women's or gender caucuses to help mobilize alliances within parliament and with civil society for greater gender equality.
- Conduct research and studies on gender equality to better understand the reasons for women's low political participation at national and local levels, and compare these results on a global scale. Use research findings to pilot initiatives that resolve gender inequalities, such as the introduction of quotas.
- Promote the practice of supporting political parties with greater representation of women in party hierarchies and staff. One way to do this is to allocate more airtime to parties that have quotas for women.
- Support parliamentarians to take advantage of periods of political transition following conflict or crisis, to introduce formal mechanisms that enhance women's participation, e.g., in drafting constitutions, political party legislation, and the rules governing parliament.
- Provide additional support to women representatives such as training in public speaking and leadership, and by reserving places for women to participate in events, study tours and other learning and skills development opportunities.
- Work with the institution of parliament to ensure that policies, procedures and the rules of parliament respond to the different needs of men and women and enable women members to fully participate in committee and plenary debates. Examples in this area include making sure that parliament provides equal pay for men and women, has equal facilities for male and female members, and that the scheduling of meetings does not exclude women members from participating.

B. STRENGTHEN CITIZENS' CAPACITY TO HOLD PARLIAMENT ACCOUNTABLE

- Create opportunities that support civil society groups, media and other external groups to interact with representatives, or the institution of parliament, through committee hearings.
- Disseminate information to civil society organizations on the international and regional human rights framework, such as CEDAW, and the way in which it has been translated to the national level.
- Strengthen the capacity of civil society groups such as professional associations, academic institutions, human rights groups, the media, and women's organizations to conduct gender analysis, so they can address the impact of proposed legislation in the environmental, economic, political, civil, social, or cultural spheres on gender equality outcomes.

- Train civil society groups on the functioning of the parliamentary system, and suggest ways to engage representatives so as to ensure that all legislation is gender-sensitive.
- Support civil society to acquire the skills to analyse a budget from a gender perspective. Findings from the analysis can be used to support arguments for the restatement of priorities and the reallocation of resources, in line with a government's stated commitments to gender equality.
- Support women's groups and human rights organizations to monitor how parliament oversees a government's stated commitments to gender equality and women's empowerment under international conventions and agreements.
- Equip marginalized groups and individual women and men with the knowledge and skills to lobby for their rights. This may take the form of networking across groups and issues to create forces for gender equality that will influence parliaments and candidates.

BOX 5. STRENGTHENING ACCESS TO JUSTICE

The possibility of redress when rights have been violated is a fundamental human right. Addressing the barriers faced by poor and disadvantaged groups in accessing the justice system promotes human rights and helps to reduce the potential for conflict within and among communities. Development cooperation should:

A. Strengthen the capacity of parliament, ministries of foreign affairs, law and justice, the judiciary, schools of law, bar associations, the police, human rights institutions, community leaders and mediators, and other duty-bearers to understand and address gender-based barriers to access to justice, so as to empower women and promote gender equality; and

B. Ensure that NGOs, media, and legal advocacy organizations have the skills necessary to support rights-holders, female and male, to claim their rights and work towards gender equality.

Access to justice and human rights

A. STRENGTHEN THE CAPACITY OF JUSTICE SECTOR PERSONNEL

Legal protection, awareness and counsel

- All duty-bearers should have in-depth knowledge of the international human rights system, including CEDAW and its optional protocols and the way this is reflected in domestic regulations. In addition, they should be aware of the country's commitment to the MDGs.
- Duty-bearers need to have the capacity to conduct gender analysis of laws, rules, and regulations, so as to understand their impact on women and men. For example:
  - Nationality laws may discriminate against women, effectively forcing women to give their nationality to spouses and children, or they may discriminate against women, men, and children over such basic rights as access to employment, education, and health.
  - Penal codes may provide impunity for gender-based violence, e.g., 'honour' crimes and rape.
  - When basic legal systems are re-built after conflict, abuses of women's rights must be addressed and legal personnel trained to prosecute these crimes.
  - Law reform focused on liberalizing markets through securing property rights and enforcing contracts can leave out women entrepreneurs because their businesses are in the informal sector and they lack property titles and access to credit.
- Governments should be urged to harmonize national legislation with CEDAW.
- Duty-bearers must understand the barriers to justice that face women and

> Law reform focused on liberalizing markets through securing property rights and enforcing contracts can leave out women entrepreneurs.

men living in poverty, and the way that gender, economic status, religion, geographic location, and other factors, affect the rights of different marginalized groups. For example:

- Women may especially suffer from illiteracy, lack knowledge about their legal rights, face mobility restrictions, have less access to financial resources and lack physical security.
- Men form the majority of those who face the possibility of detention without trial, torture, and forced military service.

- The difficulty in accessing the formal justice system makes individuals and communities turn to informal and traditional systems of justice, and interventions should seek to ensure that these are not detrimental to women's enjoyment of their human rights.

Adjudication and enforcement

- Investment, in both peacetime and after crisis or conflict, should be made in:
  - The capacity of the judiciary to enforce legislation on gender-based violence;
  - Gender sensitivity in the composition of truth commissions, special courts, etc.; and
  - Promoting gender equality in the application of new or revised legislation dealing with property and inheritance rights, among other areas.
- Duty-bearers must understand and address the potential for elites, male and female, and even among poor and marginalized communities, to capture resources intended for development, which leads to conflict and rights violations that call for redress.
- Institutions of law enforcement need support to mainstream gender in police reform programmes, including crime prevention, investigation, operations and prosecutions, human resources and oversight. Issues include:
  - Impunity for crimes of domestic violence, rape, and other assaults on women's physical security, including by members of the security forces;
  - The need for special services to deal with domestic abuse, such as hotlines and shelters;
  - Enforcing gender-balanced legislation in property rights and inheritance, etc.;
  - Devising ways to combat human trafficking that protect victims, be they women or men; and
  - Identifying and preventing the various ways in which the rights of migrants, male and female, may be violated.
- Collaboration should be enhanced between law enforcement agencies and other ministries, such as public works or transport, in order, for example, to make public spaces safe for women and men by providing street lighting and safe public transport.
- Review the numbers and positions of female and male staff in ministries of justice, the judiciary, the police, human rights institutions, and other duty-bearer

institutions, with a view to ensuring gender balance, while also investing in strengthening the gender sensitivity of all staff.

B. STRENGTHEN CIVIL SOCIETY AWARENESS AND OVERSIGHT

- Rights-holders should know the international human rights system, including CEDAW, and the way this is reflected in domestic regulation, as well as the MDGs.
- Many groups need strengthened skills in gender analysis, including: civil society organizations providing legal services and supporting access to justice, bar associations, schools of law, associations of women judges, human rights, and women's organizations, so their work addresses (and does not perpetuate) gender-based discrimination.

BOX 6. STRENGTHENING LOCAL GOVERNMENTS

Decentralization is the restructuring of authority between government institutions at the central, regional and local levels. Local governance refers to institutions, mechanisms and processes through which citizens and their groups can exercise their rights and obligations at the local level. Urban and rural development covers issues affecting dwellers in cities, towns and villages, such as shelter, jobs and income, and water. Development cooperation should strengthen the capacity of:

A. Central, regional, and local government institutions, community leaders, local government associations, and other duty-bearers to provide public services and promote citizen participation in a way that reaches the poorest and most disadvantaged people and communities, empowers women, and advances gender equality; and

B. Women, men, and their organizations to participate in decision-making about development priorities and representation and to hold their government accountable for meeting human rights obligations in a way that empowers women and advances gender equality.

- Legal aid and watchdog NGOs, women's groups and other organizations need support in order to make the voice of the marginalized heard, and to help excluded women as well as poor women and men. For example, by:
  - Providing people living in poverty with access to information about their rights, including providing women with information on key issues that affect their lives, such as family and nationality law;
  - Supporting the capacity of women and men to understand how the system works and how to seek redress through the formal and/or informal systems of justice; and
  - Training staff at legal aid clinics to deal with gender-based violence.
- Women's, human rights and other organizations should monitor discrimination against women in areas of citizenship, nationality, land rights and inheritance law, and hold the civil and criminal justice systems accountable.

Decentralization, local governance and urban/rural development

A. STRENGTHEN THE CAPACITY OF CENTRAL, REGIONAL, AND LOCAL GOVERNMENT, COMMUNITY LEADERS AND LOCAL GOVERNMENT ASSOCIATIONS

Decentralization

- Policy processes such as equalization formulas and policy impact assessment tools need to be engendered at the central and local levels to assess the different impact of fiscal decentralization and taxation on women and men.
- Decentralization can have a considerable impact on power relations, raising the need

to identify and manage potential and actual conflict, asking such questions as:

- Who has power over resources in the government, community, and household? What is the role of local elites, and do they capture development resources intended for the poor?
- How will decentralization of services affect women? How will it affect women and men facing discrimination due to ethnicity, religion, age, disability or other factors?
- Will decentralization increase women's political participation? Will it increase citizen's engagement with government?

- The capacity of those involved in designing fiscal decentralization programmes to include gender-disaggregated indicators on human rights standards (such as access to health and education) and principles (such as participation, transparency, and accountability) should be strengthened, to ensure that these programmes account for their different impacts on men and women.
- It is important to invest in the capacity of key stakeholders to conduct participatory budgeting, including gender budgeting, so that resource allocation is gender-sensitive at the sub-national level.

Local governance and urban/rural development

- Local government and other duty-bearers should be familiar with the human rights system and the country's obligations, including CEDAW, as well as its commitments to the MDGs.
- Local governments and community leaders need the capacity to conduct evidenced-based gender analysis, so that they understand the gender-based causes

> Gender balance in local government should be reviewed to promote equality, keeping in mind the need for all local staff to be able to perform gender analysis.

of discrimination, and take action to address such questions as:

- Who has access to natural resources, land and property rights, credit and agricultural inputs, and other economic resources?
- Is service delivery gender-sensitive?

- Local government should be able to monitor spending to see whether local public finance supports services that women need, such as ante-natal care, or over which women have primary responsibility, such as the provision of water, or that benefit both women and men, such as sanitation and street lighting.
- It would be useful to support exchanges of experience, within and across countries, about local government processes that have integrated gender concerns, including instituting quotas for women's participation in local government; this would underscore how to achieve gender equality at the local level.
- Gender balance in local government and other government bodies at the local level should be reviewed to promote equality, keeping in mind the need for all local staff to be able to perform gender analysis, so that they are able to provide equal access to services and opportunities.

B. STRENGTHEN CITIZEN CAPACITY TO ENGAGE IN POLICY FORMATION AND CLAIM RIGHTS

- Local and community groups should be familiar with the human rights system and the country's obligations, including CEDAW, and its commitments to the MDGs.
- Local civil society organizations, professional associations, academic institutions, human rights groups, and women's organizations need the capacity for gender analysis in order to understand such issues as:
  - The way decentralization and local governance policies affect women's empowerment and equality of opportunity between women and men.
  - The barriers that can be erected by stereotyped views of women's roles and limited understanding of their economic contribution; such barriers include unequal access to education, health, credit, housing, and property and other resources.
- Local organizations, e.g., rural development community boards, need a perspective on gender to assess their contribution to women's equal participation in decision-making and access to resources.
- Link the MDGs at the local level with gender equality and provide women's and human rights organizations with the tools to emphasize gender in local planning processes and budgets.
- Citizen capacity for meaningful participation—including as candidates and voters in local elections—needs to be strengthened, to better enable them to work with women's organizations, community groups, and advocacy organizations for the poor and disadvantaged. Together they can

thereby ensure greater investment in the organizational, managerial, public speaking, and networking skills of candidates, especially those of women.

- The monitoring capacity of women's, human rights and other organizations should be enhanced, so that they can hold government accountable for its stated commitments to gender equality and women's empowerment under the international conventions it has signed, including, but not limited to, CEDAW, as well as through the MDGs, e.g., through audits, gender budget initiatives, public hearings, and other methods.

Public administration

A. STRENGTHEN THE CAPACITY OF THE PUBLIC SERVICE ADMINISTRATION

Civil service reform, government machinery, revenue and expenditure

- Ministries and other duty-bearers must be familiar with the human rights system and the country's obligations, including CEDAW, as well as the MDGs.
- Public servants, be they women or men, need the capacity for gender analysis across the range of government institutions. It is important to tailor interventions so that specific bodies understand and address gender-based causes of discrimination. For example, employment commission staff (women and men) may not understand how access to land and resources affects the gender composition of work, or how men's greater access to capital keeps most women entrepreneurs in small and medium enterprises.
- Before undertaking civil service reform, it would be useful to assess different civil service models from the perspective of women's empowerment and gender equality, asking such questions as:
  - Which traditions and what incentives have proven to be more conducive and open to civil service careers for women, including faster hiring and promotions?
  - In which traditions are governments more willing to solicit citizen feedback, particularly that of women and men living in poverty, and to deal with citizens as rights holders rather than as 'subjects' or 'customers'?
  - What systems encourage civil servants to respond to civil society organizations, including over issues such as the right to information or redress for injustice?
  - Which systems, and what incentives, facilitate gender-balanced recruitment in remote and hardship areas?
- Civil service reform programmes should:
  - Promote gender balance, equal pay and promotion, and address gender stereotypes.

BOX 7. STRENGTHENING PUBLIC ADMINISTRATION

Public administration refers to state policies, procedures, systems, structures, staff, and other resources used to manage the affairs of the executive government and the provision of public services. Development cooperation should strengthen the capacity of:

A. Government ministries, parliament, the ombudsman office, equality commissions, women's ministries or departments, national integrity institutions, and other duty-bearers, to promote human rights standards and principles, re-affirm citizens' faith in the legitimacy of their institutions, empower women and promote gender equality; and

B. Individual women and men, civil society organizations, and the media to monitor the provision of equitable and accountable public services and mobilize women and men to claim their rights, empowering women and advancing gender equality.

- Develop institutions that provide equal access to services by women and men and target the poorest and most vulnerable women and men, families, and communities.

- It is vital to monitor the implications of public administration reform programmes for gender equality, including downsizing, pay reform, results-based management, performance measures, incentive systems, recruitment, training, promotion, reporting, and accountability systems.

- The impact that new tools for public administration, such as e-government, have on gender should be continuously monitored and evaluated.

- Investments are needed in opportunities for governments to exchange experience in women's empowerment and gender equality. For example:
  - One country now includes gender in foundation courses for all new civil servants, sending core trainers abroad for gender studies where this is not available locally.
  - Another has promoted women to senior management, sensitized job descriptions and selection criteria as to gender, and publicly championed gender equality at the highest level.

- The reform of the machinery of government—the rules, institutions, and structure of the administration—is an opportunity to:
  - Address rules and procedures that still discriminate against women—and their husbands and children—such as pensions, health benefits, and allowances.
  - Revisit regulations that are still informed by the social norm that the man is the head of the household, even though economic reality is rapidly changing the social reality in many countries.

- National machineries for women need to be strengthened in order to enhance national capacity to meet obligations on women's empowerment and gender equality.

- The ombudsman's office, national auditors, employment commissions and other accountability bodies need the capacity to monitor how public development funds are allocated and spent on efforts for gender equality and women's empowerment. They should also have the capacity to develop policies to deal with sexual harassment.

- Gender-sensitive work environments and family-friendly systems, specifically in the form of childcare facilities, parental leave and flexible working hours, all promote gender equality.

"Gender-sensitive work environments and family-friendly systems, specifically in the form of childcare facilities, parental leave and flexible working hours, all promote gender equality."

5

Cluster III: Integrating UN Principles into Democratic Governance

Anti-corruption

- The ombudsman's office, auditors, and other national integrity institutions need to be familiar with the human rights system and the country's obligations, including CEDAW, as well as their commitment to the MDGs.
- National integrity institutions need the capacity to undertake gender analysis,

BOX 8. STRENGTHENING TRANSPARENCY

Corruption is the misuse of public office or authority for private benefit, through bribery, extortion, influence peddling, nepotism, or embezzlement. Development cooperation should strengthen the capacity of the ombudsman's office, auditors, and other national integrity institutions.

> Many civil society organizations need the capacity to perform gender analysis to hold their government accountable for efficient, transparent, and equitable services.

including analysis of how corruption might impact differently on women and men. UNIFEM is studying how gender relates to corruption. For example:

- Women have fewer opportunities to engage in corruption when, for example, they do not participate in business networks.
- The impact of corruption on women and men may vary in terms of the types of resources denied, e.g., women may not know they are entitled to resources from development programmes.
- The currency of corruption may differ, e.g., women may face demands for sexual favours.

Citizen capacity to hold government accountable

- Many civil society organizations—professional associations, academic institutions, human rights groups and women's organizations—need the capacity to perform gender analysis to hold their government accountable for efficient, transparent, and equitable services. They also need gender analysis skills to support innovations in accountability such as gender budgets, participatory municipal budgeting exercises, and gender-disaggregated report cards on urban services.
- There is a need to strengthen the capacity of women's, human rights and other groups to monitor the government's stated commitments to gender equality and women's empowerment, including under CEDAW and the MDGs.

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PHOTOGRAPHS

Cover: A community gathers to vote in Angola. (Illustration from photograph by Anders Gunartz/UNDP)

Page 2. Women line up to vote in Afghanistan. (Marie Frechon/UNDP)

Page 5. Two Croatian women from the village of Drnis asking officers from the United Nations Civilian Police Force (CIVPOL) if they could help contact relatives in the port city of Split. (John Isaac/UN Photo)

Page 7. Community group in Nhanpfuine, Mozambique. (Eric Miller/World Bank)

Page 11. Man feeding child, Morocco. (Julio Etchart/World Bank)

Page 12. Participants at the Tribune, a non-governmental conference that paralleled the official, UN-sponsored World Conference of the International Women's Year in Mexico City, 1975. (B. Lane/UN Photo)

Page 14. A woman voter checks in before casting her vote in the second round of presidential and provincial elections in Bunia, Ituri, Democratic Republic of the Congo. (Martine Perret/ UN Photo)

Page 17. A Vietnamese woman with traditionally blackened teeth talks on her cell phone in Saigon. (Tran Thi Hoa/World Bank)

Page 19. Timor-Leste Parliament in session. (UNDP Timor-Leste)

Page 21. UN Burundi Mission Honours South African Peacekeepers, including Captain Angela Koesnel, a level 1 nurse with the South African peacekeeping contingent in Burundi. She was among the South African peacekeepers decorated at the end of their mission with the UN Operation in Burundi. (Martine Perret /UN Photo)

Page 25. Seminar on the role of women in society at the Women Center in Dushanbe, Tajikistan. (Gennadiy Ratushenko/World Bank)

Page 29. A tribal court near Ulundi, South Africa, deals with food shortage issues. (Trevor Samson/World Bank)

Page 30. Bolivian woman with child. (UNDP)

> Legislative reform is a key to fostering gender equality, particularly in such fields as access to justice, nationality, labour, family, land rights, social security, and inheritance.

PRIMERS IN GENDER AND DEMOCRATIC GOVERNANCE

Quick Entry Points to Women's Empowerment and Gender Equality in Democratic Governance Clusters

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