

MINISTRY OF FOREIGN AFFAIRS OF DENMARK

DANIDA | INTERNATIONAL
DEVELOPMENT COOPERATION



STRATEGIC FRAMEWORK FOR GENDER EQUALITY, RIGHTS AND DIVERSITY IN DANISH DEVELOPMENT COOPERATION

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CONTENTS

FOREWORD	3
INTRODUCTION	4
VISION AND STRATEGIC CHOICES	6
INTERNATIONAL FRAMEWORK	8
EXPERIENCE AND RESULTS	10
APPROACH	12
PRIORITY AREAS	17
1. HUMAN RIGHTS AND DEMOCRACY	18
2. INCLUSIVE GREEN GROWTH	21
3. SOCIAL PROGRESS	24
4. STABILITY AND PROTECTION	27

FOREWORD

All human beings are born free and equal in dignity and rights. No one should be discriminated on the basis of gender. Women and men should have equal access and equal opportunities in the political, economic, social, cultural, civil or any other field. These are the basic tenets of the Danish approach to gender equality, rights and diversity in development cooperation, which I am proud to present with this strategic framework. I have high expectations to the changes we will contribute to.

Danish development cooperation aims to reduce poverty and promote human rights. And I believe these two objectives are linked and mutually reinforcing. This is abundantly clear when we look at gender equality.

Over the years we have witnessed important progress. The world is close to achieving equality in primary education between girls and boys, but only 2 out of 130 countries have reached that target at all levels of education. Women are increasingly participating in the economy, and 40 out of every 100 wage-earning jobs in the non-agricultural sector are today held by women. But huge challenges remain. Around the world, millions of women are deprived of their rights and discriminated against. This has enormous consequences for individuals, families and the societies at large. Every day women still die in their hundreds from pregnancy or child birth. Gender-based violence continues at epidemic proportions, and in many countries discriminatory legislation denies women the right to resources such as land, loans or skills. This is fundamentally unjust, and it is economically unwise.

Achieving gender equality and ending poverty must go hand in hand. Danish development cooperation supports efforts to increase women's participation in decision-making at all levels. We will assist women and girls to access resources and seize opportunities that enable them to take control over their own lives. And we will support efforts to fight discrimination and allow all citizens to play an active role in forming the societies they live in.

The title of this strategic framework is "Gender Equality, Rights and Diversity in Danish Development Cooperation". Women and girls remain the focus of the strategy, because they are disproportionately affected by poverty, discrimination and marginalization. But the involvement of men and boys is crucial if we are to achieve real change. The title is also an acknowledgment that gender stereotypes can result in limited tolerance of diversity. Denmark is a strong advocate for equal rights for all, and through this strategic framework, we seek to address human rights violations and discrimination based on sexual orientation and gender identity.

I strongly believe that there are many opportunities to promote gender equality. The Strategic Framework for Gender Equality, Rights and Diversity in Danish Development Cooperation identifies some of them and establishes the overall vision and strategic choices that will guide our future work. I hope it will serve both as an inspiration and a practical guide and that it will contribute to improve equality and human rights.



A handwritten signature in blue ink, consisting of a series of loops and a long horizontal stroke at the end.

Mogens Jensen
Minister for Trade and Development Cooperation

INTRODUCTION

Gender equality is a core value for Denmark. Gender equality is at the heart of democratic, equal and prosperous societies. It is evident that women and men should enjoy the same rights and opportunities. The international framework – from the Universal Declaration of Human Rights to the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) – spells it out clearly: That all human beings are born free and equal in dignity and rights, that no one must be discriminated on the basis of sex, and that women and men should have equal access and equal opportunities in the political, economic, social cultural, civil or any other field.

Progress on gender equality and women's rights is **a goal in its own right** but it also remains **a critical factor in achieving poverty reduction and sustainable development**.

Promoting gender equality and women's rights has been an integral part of Danish development cooperation for many years. With the adoption of the Strategy for Danish development cooperation – *The Right to a Better Life* – Denmark adopted a human rights-based approach which firmly bases Danish development cooperation on human rights standards and on the principles of non-discrimination, participation, accountability and transparency.

The Human Rights Based Approach is the point of departure for the Strategic Framework for Gender Equality, Rights and Diversity. Focus is increased on the root causes of inequality and discrimination, and on the achievement of women's basic rights. Women and girls still have particular difficulties achieving their full and equal rights and remain disproportionately affected by poverty, discrimination and marginalization.

Gender should be understood as a cultural and social construction associated with specific expectations and norms which construct certain stereotypes that may result in limited tolerance of diversity in identity, appearance and behaviour. Denmark will remain a strong advocate for equal rights for all and will seek opportunities for addressing human rights violations and discrimination based on sexual orientation and gender identity.

Danish development cooperation can promote gender equality, rights and diversity in many ways. Analysis outlining the status of gender equality in the given context and built on the local context and priorities will support the identification of areas which can bring about the most significant results.

The four priority areas for Danish development cooperation: (i) Human Rights and Democracy, (ii) Inclusive Green Growth, (iii) Social Progress and (iv) Stability and Protection each provide a significant platform for the promotion of gender equality, rights and diversity.

HUMAN RIGHTS AND DEMOCRACY

Promoting gender equality, rights and diversity is essentially a political issue and should be addressed through political responses. Exclusion from decision-making remains a critical issue and tackling discrimination and upholding women's rights require stronger participation in politics.

Denmark will support legal reforms aimed at ensuring women's participation and rights, including through support to women's rights and human rights groups and networks. Denmark will continue to support key multilateral partners, such as UN Women to ensure the full implementation of CEDAW and engage actively in international negotiations with the aim to promote gender equality, rights and diversity.

INCLUSIVE GREEN GROWTH

Women's economic empowerment is first and foremost a right's issue – but it is also “smart economics” as ensuring women's equal access to resources increases overall productivity and growth as well as improved access to nutrition, health care and education for her family. The effects of climate change increases the pressure on resources and may thus increase the vulnerability especially of poor women dependent on access to natural resources not least access to water.

Denmark will support legislation promoting equal rights to ownership and inheritance of productive resources, support equal access to land, water and ecosystems as well as to resources and jobs, including finance, training and equal opportunities in the labour market.

SOCIAL PROGRESS

Access to social services is essential for poverty reduction and sustainable development. Focus has traditionally been on improving access to services for women and girls. This remains an important objective but interventions should aim to identify how empowerment – the ability of women, girls and vulnerable groups to claim the services they are entitled to receive – can be strengthened. Access to sexual and reproductive health and rights – the right of women to decide freely over her own body – will remain a focus area.

Denmark will support empowerment of women and girls to claim their right to quality education and health care services and work to ensure equal access to services and address the stigma and discrimination that prevent sexual minorities and vulnerable groups access to their rights. Denmark will continue to be a strong and vocal advocate, including in international negotiations, for sexual and reproductive health and rights.

STABILITY AND PROTECTION

Women and girls still remain disproportionately affected by instability and conflict and the ensuing consequences often imply a significant change in gender roles and relations. Protection, including from sexual and gender-based violence in conflict situations, and the support for women's full and equal participation in prevention and resolution of conflicts will remain important elements.

Denmark will continue its support to women's full and equal participation in prevention and resolution of conflicts, including all stages of peace negotiations and peace keeping, actively contribute to combatting sexual and gender based violence in conflict situations and work to ensure that international operations and humanitarian efforts include a clear gender perspective.

VISION AND STRATEGIC CHOICES

“Denmark will work to promote all human rights – economic, social, cultural, civil and political – with a special focus on women’s rights and equal access to decision-making, resources and opportunities.”

The Right to a Better Life

With the Strategy for Denmark’s Development Cooperation “The Right to a Better Life”, Denmark has adopted a Human Rights-Based Approach to Danish development cooperation (HRBA). The human rights-based approach implies that the realisation of human rights is a goal for Danish development cooperation and that human rights standards and principles should inform planning and implementation of activities. Denmark has identified four key HRBA principles: non-discrimination, participation, accountability and transparency. These principles place gender equality and the realisation of fundamental human rights for women and girls squarely at the centre of Danish development cooperation. Promoting gender equality taking a human rights-based approach involves a strategic focus on:

- Enabling rights holders – women, men, boys and girls – to claim their basic and fundamental human rights and thereby enhance their opportunities to contribute to the development of their societies and to make individual life choices regarding their gender roles and identity, sexuality, education and profession.

- Strengthening the capacity of duty bearers to fulfil their human rights obligations and put an end to discrimination based on sex and gender through legislative reform processes, social and political initiatives.

The human rights-based approach to development cooperation replaces the more traditional needs-based approach and implies a focus on empowering people to realize their right to a better life. Therefore, priority will be given to the most marginalised and vulnerable groups. Specifically, to their possibilities to contribute to the development process by gaining the capacity to voice their concerns and claim their legitimate rights from governments, state institutions, local authorities and other duty bearers. Focus will also be on enabling duty bearers to fulfil their human rights obligations as outlined in both national legislation (i.e. the constitution) and in the international human rights framework. In the context of gender equality, the obligation of non-discrimination on the basis of sex is delineated in the International Covenant on Political and Civil Rights, which most countries have ratified, and specified in key international conventions

on the rights of women, particularly the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW), but also in regional conventions on the rights of women.

In adopting the human rights-based approach to development, Denmark aims to assist and empower partners to shift power relations in a more democratic direction. Gender equality is at the heart of democratic, prosperous and equal societies. It can only be achieved by addressing the underlying power relations, which are often gendered, and the fundamental causes of discrimination and poverty. The point of departure will therefore be to address the root causes of inequality and discrimination. This means that the issue of redistribution will be at the core of Denmark’s efforts to promote gender equality. Traditionally, such efforts have focused on addressing barriers to women’s participation and access to resources, and on addressing specific problems such as sexual and gender-based violence. Initiatives evolving around representation and recognition remain important, but future focus will emphasize redistributive initiatives deemed to have the potential for bringing about the most significant gender equality outcomes.

Women and girls have particular difficulties achieving their full and equal human rights in societies across the world. While men and boys also have specific gendered problems, women and

girls remain disproportionately affected by poverty, discrimination and marginalization. Therefore, Denmark will emphasise women's rights and equal access to decision-making, resources and opportunities. "The Right to a Better Life" states: "Women's rights will feature prominently in the approach. We will assess partners on their ability to gradually and continuously bring about noticeable progress for the rights and equal opportunities of women and children – particularly girls – to realize their full potential, and thus their ability to contribute to the development of society."

Women, men, girls and boys should have equal opportunities to shape their own lives and contribute to the development of society. Civil society organisations and women's rights activists are often at the forefront of the fight for gender equality and women's rights but men and boys are indispensable partners in bringing about change. Cultural practices and social norms sustaining inequality are in many cases held and reproduced by men and women alike and buy-in from both are crucial for bringing about substantive gender equality outcomes. Local solutions, adapted to the national context, are often best suited for this purpose.

Denmark's efforts to promote gender equality are based on the understanding that gender is a cultural and social construction. This means that it is the social and cultural expectations, as well

GENDER EQUALITY – DEFINING A MULTIDIMENSIONAL CONCEPT

Gender equality refers to the equal rights, opportunities and influence of women and men, girls and boys in all aspects of life – political, civil, social, cultural and economic. It goes beyond parity in numbers, and while equality under law is a precondition, it contains a combination of quantitative and qualitative aspects. Firstly, it refers to equal representation and access to political influence, financial resources, land rights, legal aid and education. Secondly, gender equality involves recognition of gender specific challenges and barriers faced by women, men, girls and boys. Thirdly, it involves redistribution of power and control over political and economic resources. In order to bring about transformational change and real gender equality outcomes, the human rights-based approach places strong emphasis on development engagements that contribute to bring about redistribution.

Gender equality is not an issue of exclusive concern to women and girls but must equally involve men and boys if ingrained inequalities and discriminatory systems are to be effectively addressed.

Categories of women and men, girls and boys are made up of complexities of power, class, age, religion, ethnicity, caste, gender identity and sexual orientation – in combination constituting individual human beings. Individuals are often restricted by stereotyped gender perceptions and expectations.

as social institutions and norms that define the opportunities, roles, responsibilities and capabilities of women, men, girls and boys. Such expectations often build on gender stereotypes, which pose limits to opportunities and rights and thereby sustain structural inequalities.

Women's, as well as men's, situations are also defined by the intersection between different forms of identity (i.e. gender, class, caste, ethnicity, sexual orientation and age). Women, men, boys and girls are diverse groups ranging from the very privileged to the most destitute. Denmark will focus attention on the most vulnerable and those with least access to power and resources. The human rights-based approach, and its focus on the most vulnerable, directs focus towards such multiple disadvantages in order to capture and address all forms of inequality.

Gender stereotypes also result in limited tolerance of diversity in identity, appearance and behaviour and therefore has repercussions for the human rights of lesbians, gays, bisexual, transsexual and intersex persons (LGBTI). In all regions of the world, people are exposed to violence and discrimination because of their sexual orientation and gender identity. Denmark will remain a strong advocate for equal rights for all. Strategic opportunities for addressing human rights violations of LGBTI people and effective promotion of their rights will be pursued where relevant, including in development cooperation and in the dialogue and negotiations in international fora.

INTERNATIONAL FRAMEWORK

Global calls to fight poverty and discrimination are based on a nearly universal commitment by United Nations Member States to gender equality and the advancement of women's rights and empowerment. These commitments are enshrined in global treaties such as the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW), and reflected in policy commitments such as the 1995 Beijing Platform for Action, the outcome of the International Conference on Population and Development in 1994, the United Nations Conference on Sustainable Development (Rio+20), as well as in relevant outcomes of the UN General Assembly, including the Millennium Declaration, in ECOSOC and Security Council resolutions and in agreed conclusions of the Commission on the Status of Women (CSW). In recent years the international framework concerning sexual orientation and gender identity has been strengthened most notably with the passing of a resolution in the UN Human Rights Council in June 2011 on sexual orientation and gender identity and in 2013 the EU approved their first guidelines to promote and protect the enjoyment of all human rights by LGBTI persons.

THE CONVENTION ON THE ELIMINATION OF ALL FORMS OF DISCRIMINATION AGAINST WOMEN (CEDAW)

The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), adopted in 1979 by the United Nations General Assembly, is often described as the international bill of rights for women. The Convention defines discrimination against women as "...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."

The human rights-based approach introduces a strengthened focus on the underlying power relations and fundamental causes of discrimination and poverty, on ensuring equal opportunities for all and on redistribution of resources in society. This focus on social justice entails a stronger focus on women's human rights – not merely as an end in itself but as a means to achieve better outcomes in terms of poverty reduction. CEDAW and regional women's rights conventions therefore become more central to Danish development engagements.

Although the entire body of human rights conventions in principle address both women and men, women's human rights instruments provide a specific legal framework in which gender equality and non-discrimination on the grounds of sex are explicitly applied to all categories of rights (civil, political, economic, social, and cultural). By ratifying or acceding to the CEDAW Convention, States commit themselves to undertake a series of measures to end discrimination against women in all forms, including through the implementation of CEDAW in national legislation, by repealing discriminatory legislation that is incompatible with CEDAW and/or undertaking legislative reform accordingly. Parties to CEDAW are legally bound to put its provisions into practice and to submit national reports to the UN, at least every four years, on measures they have taken to comply with their treaty obligations.

Despite the advancement in global commitments, the pressure on the gender equality agenda has increased in recent years. This attack on fundamental rights mainly come from conservative groups that seek to undermine progress on gender equality and women's rights, notably results pertaining to women's sexual and reproductive health and rights and non-discrimination of persons based on their sexual orientation and gender identity.

Disagreements in this domain often emanate from religious, cultural and traditional beliefs and practices. The best way forward in handling such discords has proven to be the use of evidence-based factual arguments. Unfortunately, providing such a basis for discussions often proves difficult given the general lack of data, especially gender disaggregated data. Relevant UN agencies such as UN WOMEN, UNFPA, WHO and UNDP play a crucial role in providing factual and impartial evidence for guaranteeing basic human rights and non-discrimination for all.

Despite the pressure on the gender equality agenda from certain groups, gender equality is better embedded in the international development agenda and

UN WOMEN

In June 2010, the UN General Assembly decided to establish a new United Nations Entity for Gender Equality and Empowerment of Women. UN Women was created with the purpose of accelerating overall UN efforts to promote gender equality and the empowerment of women.

UN Women has a triple mandate: (i) To promote gender equality at the normative level through advocacy efforts and by assisting governments with formulation of policies, global standards and norms; (ii) to provide technical and financial support to UN member states requesting it and (iii) to ensure that the UN system is held to account for its own commitments to gender equality and report on system-wide progress and results.

Denmark has been a strong supporter of UN Women from the creation of the organisation and maintains a close dialogue on key strategic and policy issues. Denmark emphasizes the key elements of UN Women's mandate: At the normative level as the guarantor for promoting the gender equality agenda at international and country level, and as the key actor in ensuring system-wide coordination on gender equality. Furthermore, Denmark seeks an active dialogue with UN Women to ensure a human rights-based approach in UN Women strategies, policies and operational programmes.

human rights framework than ever before. The Millennium Development Goals placed gender equality on the global agenda as one of the most important development goals, and the report of the High Level Panel on the Post-2015 Development Agenda recognized gender equality and women's empowerment as essential elements for achieving sustainable

economic, environmental and social development. The same is true for the process regarding the establishment of a new international framework for sustainable development post-2015, where gender equality in a rights-perspective is identified as a key issue.

EXPERIENCE AND RESULTS

A thematic review of gender equality in Danish development aid was undertaken in 2008. Conclusions and recommendations from the review found that Denmark generally supported national policies and commitments formulated and enforced at national and international levels. However, while significant gains had been made through gender mainstreaming at the level of sector programmes, results were not systematically documented. The review found a recurring lack of specific objectives and indicators for gender equality and progress was therefore not monitored consistently during programme implementation and was poorly documented. There was also a tendency that gender mainstreaming led to gender evaporation.

The review further found that the Danida Gender Rolling Plans, which were to ensure mainstreaming of gender concerns in sector programmes, to a certain extent served their purpose, however, were not applied correctly in all cases. Another useful tool mentioned was the annual performance report from embassies, where numbers of male and female beneficiaries were accounted for. While this was important, a focus on more strategic issues of gender mainstreaming within the programmes was found to have been more effective.

Demystifying gender mainstreaming for staff and partners was seen as essential for effective mainstreaming and priority setting, hence clearer guidance and a more comprehensive approach was needed to ensure better results. Finally, the review addressed the challenges of the evolving new aid architecture of joint assistance modalities and general budget support, where some of the existing bilateral approaches to gender mainstreaming were becoming increasingly less effective. In this respect, it was suggested that Danida should explore options for development of new guidelines for gender mainstreaming in view of the new aid landscape, including the most effective ways of addressing gender mainstreaming in general budget and sector budget support.

In the UN WIDER Working paper from 2012, an analysis of gender mainstreaming in three Nordic Development Agencies, Denmark (Danida), Sweden (Sida) and Finland (Ministry for Foreign Affairs), found that in general, integration of gender concerns into policy and programme cycles, and targeted initiatives and political dialogue were all seen as complementary to gender mainstreaming. However, targeted interventions were seen as more successful in bringing about visibility and results. This confirmed the findings of a Danida review of Special

Interventions carried out in 2008. Furthermore, the UN WIDER report suggested that the commitment to gender mainstreaming often evaporated when it came to implementation, either due to lack of trained staff or lack of direction from management and headquarters level. This challenge had been addressed by Danida through the development of an e-learning course and a gender tool box for embassy staff, and by continuous follow-up on Gender Rolling Plans prepared by embassies and representations as part of programme preparation.

In order to further analyse Danida experience and results on gender equality, a study compiling key lessons-learned from Danida evaluations, evaluation studies and other relevant publications was commissioned in 2013. The study concluded that there had been uneven levels of integration of gender equality and insufficient monitoring of programming experiences and results. Furthermore, the study found that there was a tendency to use multiple interpretations of gender-related concepts and a tendency to refer to women and gender equality synonymously. In addition, the study revealed a tendency to treat gender equality as a women's issue often limited to women's participation.

DANIDA E-LEARNING & TOOLBOX ON GENDER EQUALITY

Danida's e-learning course on gender equality is recognised for its high quality and relevance. The purpose of the course is to enable staff to effectively promote gender equality in development cooperation. The course is mandatory for all staff working with development cooperation as well as for Danida advisors and consultants contracted for development cooperation activities. The course is also open to partners in development cooperation and can be accessed through the Ministry of Foreign Affairs website. Key learning elements include: the international legal and policy context of gender equality, the impact of culture, norms and traditions on gender equality, understanding why and how to apply a gender analysis at country and sector levels, how to promote gender equality in global agendas and through multilateral organisations and finally, how to foster synergy around gender issues between multilateral and bilateral cooperation. The course was updated in 2013 with a section on fragile states.

The Danida Gender Equality Toolbox consolidates decades of experiences on promoting gender equality in development cooperation by offering practical guidance on programming. The toolbox is an operational tool intended to make it easier for Danida staff and partners to integrate gender equality into the various stages of the programme cycle – from identification to evaluation. It also works as a monitoring tool for managers to be able to track progress on implementation.

The toolbox includes the following booklets:

- i. Welcome to the Gender Equality Toolbox
- ii. Gender Equality in context; Challenges and Opportunities
- iii. Gender Equality in the Aid Effectiveness Framework
- iv. Country Gender Analysis
- v. Gender Equality Programming
- vi. Set of booklets describing the process of integrating gender equality into sector programmes (Agriculture, Education, Health, Private Sector and Good Governance).

APPROACH

Danida’s approach to promoting gender equality, rights and diversity in Danish development cooperation is based on documented results and experiences. Evaluations and reviews demonstrate that while pursuing gender mainstreaming have resulted in some gains, the approach has demonstrated weaknesses in terms of the frequent lack of clear objectives, indicators, identification of results, and a too narrow focus on women’s representation rather than the broader context of improving women’s rights, opportunities and influence.

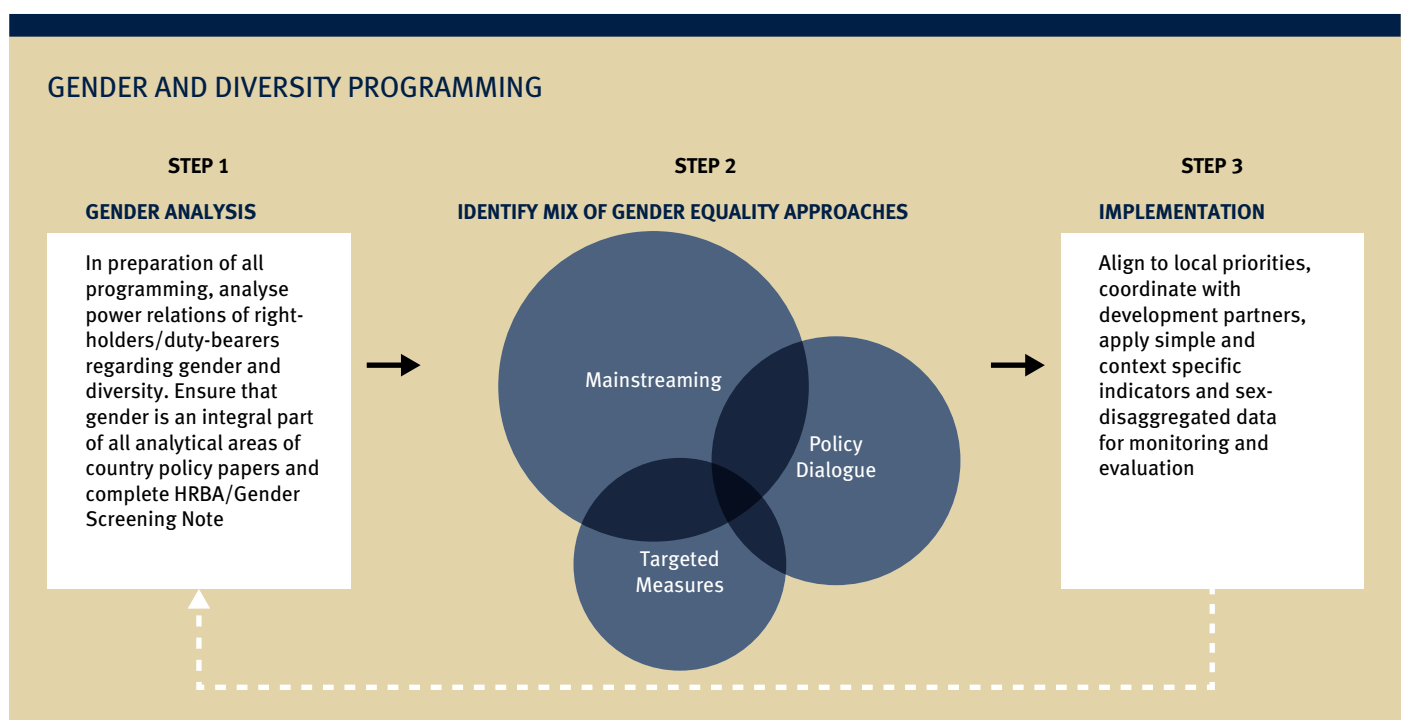
In view of this a more strategic approach is now introduced according to which opportunities for promoting gender equality, rights and diversity will be identified early in the programming

process. Such opportunities will be translated into specific development engagements to promote gender equality with clearly defined goals, indicators and outcomes. The strategic approach does not replace gender mainstreaming, i.e. all country programmes, thematic programmes and programmes and projects will continue to be screened (using the HRBA/Gender Screening Note) for their contributions to or implications for gender equality, rights and diversity.

The development of a country programme for a Danida priority country is based on the development of a country policy paper, which identifies the overarching strategy and priorities for Danish support. The development of country policy papers builds on a total of thirteen analytical

areas of which gender analysis constitutes one. The gender analysis outlines the status of gender equality in the country, including the rights of women and men, access to resources and political influence. Relevant aspects of gender equality must also be addressed in the other 12 analyses, for example the dimension is indispensable in the political economy and human rights analysis. In countries which are not priority countries, and where country policy papers are thus not developed, a gender analysis remains an important part of the preparation of programmes and projects, based e.g. on national policies and strategies.

The model below illustrates the process of gender programming, from gender analysis to the implementation stage.



A gender analysis in the country policy paper (Step 1) ensures early and up-front identification of fundamental issues that are key for the redistribution of power and resources and of concrete, context-specific windows of opportunity for promoting gender equality. Based on this, it should be identified how gender equality can be addressed most effectively in the country programme and other programs and projects. A mix of mainstreaming, targeted measures and policy dialogue on gender equality with national governments should be applied, and should include identification of measurable indicators for gender equality in policy dialogue and in monitoring mechanisms of the programme (Step 2). The strategic approach to mainstreaming implies that while all programmes are screened for their contribution to gender equality, there is a stronger focus on identifying opportunities for gender equality through policy dialogue and targeted measures.

The selected mix of approaches, leads to implementation (Step 3). Targeted measures can focus on a specific area (e.g. involving men and boys in achieving gender equality, supporting legal reform, promoting sexual and reproductive health and rights, enhancing women's political participation), relate to a specific issue

(e.g., combatting female genital mutilation and gender-based violence, reintegration of ex-combatants (often male) in society and family life, or promoting better representation of women in parliaments) or target discrimination of a specific group (e.g. persons with a certain sexual orientation or gender identity, or people living in a specifically vulnerable community). Gender equality goals and indicators must be integrated from the outset in country- and other programmes within the overall results framework, as well as in specific development engagements, in order to ensure adequate monitoring of results and feedback of experiences into future programming.

An important element in the effort to promote gender equality and women's rights is to raise the issue during policy dialogue with governments in partner countries (related to annual consultations, budget support or sector budget support) or with multilateral organisations. In order to ensure a strategic and results-oriented approach, focus should be on a few elements deemed critical to improving gender equality, rights and diversity in the specific context. Such key elements will be identified in the gender analysis. The point of departure for policy dialogue should be the local context, or the

mandate of the multilateral organization, its documented results and reflections on what is relevant and feasible. Due to the political sensitivity that often surrounds gender equality, women's rights and diversity (LGBTI) references to national constitutions and legislative frameworks are important in order to establish common ground. The dialogue can also draw on relevant recommendations from the United Nations Universal Periodic Review (UPR) process which has been accepted by the partner country, on national CEDAW reports and on recommendations to the country from the CEDAW Committee. The section on Policy Dialogue in the Danida HRBA Guidance Note has more details on this process.

Denmark will seek coherence and synergy between normative efforts to advance gender equality and women's rights at the multilateral level and concrete activities at country-level, carried out by bilateral and multilateral development partners as well as civil society. Ensuring coherence with other development partners is also vital. This can be done by forging alliances with like-minded partners as well as through the budget support dialogue, EU joint programming etc.

Cooperation with multilateral partners is anchored in the development of organisational strategies for each organisation, supplemented by a high-level dialogue. The organisational strategies identify how the organisation in question, based on its mandate and comparative advantage, contributes to promoting gender equality and women's rights. Issues in line with Denmark's priorities, will be highlighted during high-level dialogues.

Denmark will continue its close cooperation with key strategic partners such as UN WOMEN, the World Bank, The EU, UNFPA, UNICEF, WFP, IFAD, WHO, UNAIDS and The Global Fund to promote a human rights-based approach to gender equality, rights and diversity in their strategic frameworks and operations, and to increase coordination with bilaterally funded programs and initiatives at country level. This will be complemented by cooperation at country level, through joint efforts, dialogue and implementation of gender equality activities.

Civil society organisations (CSO) often represent the most poor and excluded groups of rights-holders. Denmark considers cooperation with civil society actors essential to improve gender equality and protect girls' and women's

POTENTIAL FOR SMARTER GENDER EQUALITY INDICATORS – ENSURING DOCUMENTATION OF LESSONS LEARNED

The development of smart indicators is highlighted by Danida evaluations as a key challenge for achieving viable development results and real gender equality outcomes. Even when thought into early programming stages, gender indicators are not always followed up and reported against during monitoring and evaluation exercises, resulting in many positive gender equality results remaining invisible.

These findings echo international evidence from other development partners. They point to the critical importance of measuring gender equality results as key to keeping gender equality high on the agenda. What is not measured tends not to get done – or receive the attention required in policy discussions and programming and organisational learning.

Example: In Mozambique the national health monitoring system has been revised with support from Danida to include progress in equal access to health services for men, women, boys and girls. The system is undergoing testing with a view to national roll-out by 2014.

Danida country programming involves the following gender equality indicator requirements:

- One overall gender equality indicator per country programme/thematic programmes
- One gender equality indicator for development engagements that are identified to target windows of opportunity for promoting gender equality
- All other indicators should to the largest extent possible be gender-disaggregated.

rights. Denmark works in partnership with Danish CSO through strategic partnership agreements and on this basis, Danish organisations enter into partnerships with CSO in developing countries. Their programmes and projects will be guided by the principles of the present strategic framework, and efforts to promote gender equality, rights and diversity rights will be an inherent part of their development work.

In order to ensure that policy ambitions on gender equality, rights and diversity are translated into action and results on the ground, Danida has established two organisational mechanisms:

- A. **Team gender** – operating at the Ministry of Foreign Affairs in Copenhagen
- B. **Gender focal points** – a global network at embassies and representations

The role of team gender is to continuously improve integration of gender equality in Danish bilateral and multilateral development cooperation. Improvements are achieved through various types of motivational support reinforcing joint responsibility on gender equality, rights and diversity through a mix of methodologies including mainstreaming, targeted measures and policy dialogue determined by analysis of context and partnership opportunities.

Gender focal points operate in the context of a country programme or multilateral organisation through a mix of methodologies including mainstreaming, targeted measures and policy dialogue determined by gender analysis at country or organisational level and partnership opportunities.

More specifically, the role involves communication of policies, guidelines and instruments on gender equality to management and programme officers responsible for mainstreaming gender in their respective areas of responsibility, including policy dialogue and programmatic advice.

Team gender and gender focal points from embassies and representations meet regularly for experience exchange at technical seminars.

GENDER ANALYSIS – WHAT IT IS AND HOW IT CAN BE DONE

A gender analysis is a mandatory step in drafting a country policy paper. It constitutes one of the thirteen mandatory analytical areas. The dimension of gender equality must also be reflected in the other twelve areas, as gender relations are at the heart of e.g. the political economy and the human rights situation of a country. The preparation of a gender analysis is also a mandatory part of the development of other programmes and projects.

The purpose of the gender analysis is to assess the gender equality situation in the country with respect to women's and men's rights, access to resources and political influence. Based on this, the country programme (or other programmes and projects) identifies critical issues as well as opportunities for the promotion of gender equality, which are in line with national plans, Danish priorities and the human rights-based approach. Following from this, the recommended combination of mainstreaming, targeted measures and policy dialogue is outlined (see the model on gender equality programming). The gender analysis can be based on existing documentation developed by the national government, CSOs, or other development partners, and should draw on CEDAW reports and recommendations, the recommendations generated through the United Nations Universal Periodic Review process etc. Recommendations accepted by the country in question are often a good starting point for constructive cooperation. Where possible, the gender analysis should be carried out jointly with local stakeholders and development partners.

Discriminatory legislation, social structures and cultural practices that have an impact on rights and diversity, and the gendered distribution of power and resources, are important focus areas for the analysis. Outcomes of the analysis include understanding of gender roles and relations as well as opportunities of women and men, girls and boys to contribute to the development of their society and make independent life choices.

The gender analysis should include essential information on the situation of:

- Equal rights (political, civil, economic, cultural, and social rights including sexual and reproductive rights) for women and men.
- Equal access to and control of resources for women and men.
- Equal access to quality services in education and health, including sexual and reproductive health and rights.
- Equal opportunities to achieve political and economic influence for women and men.

More detailed instructions can be found in the 'Country Gender Analysis' booklet of the Danida Gender Equality Toolbox.

TOOL FOR HUMAN RIGHTS BASED APPROACH (HRBA) AND GENDER EQUALITY SCREENING

The Tool for Human Rights-Based Approach (HRBA) and Gender Equality Screening (in short, the HRBA and Gender Screening Note) is part of Danida's Aid Management Guidelines and is a mandatory part of the development of country programmes and other programmes and projects. It is reviewed by the Danida Programme Committee and Grant Committee. The note replaces the Gender Rolling Plan template. The Note is attached to the country programme concept note, and the questions raised should be reflected in the country programme document. Appraisal of country programmes includes a specific focus on HRBA and Gender Equality.

The purpose of the HRBA and Gender Screening Note is to facilitate and strengthen the application of the human rights-based approach and the mainstreaming of gender equality. The information in the Note draws on the prepared gender analysis (see separate box) and refer to relevant CEDAW-reporting, UPR recommendations and regional women's rights conventions.

PRIORITY AREAS

“The Right to a Better Life” identifies four priority areas for Danish development cooperation. The following presentation outlines the direction for gender equality, rights and diversity programming within the four priority areas, including best practice examples of mainstreaming and suggestions for possible intervention types.

1. HUMAN RIGHTS AND DEMOCRACY

DENMARK WILL:

- Support men and women’s full and equal participation in political decision-making, including in election, parliamentary and local governance processes.
- Ensure that gender equality, rights and diversity are an integral part of rule of law programmes, and support specific legal reform processes aiming to implement CEDAW in national legislation and repeal discriminatory legislation.
- Build the capacity of women’s rights groups to advocate for equal access to all human rights.
- Support LGBTI groups to fight discrimination, in order for them to play an active role in holding governments accountable.
- Promote to the creation of free, responsible and critical media sensitive to gender and diversity issues.

Gender equality and the promotion of women’s rights, as well as the right to freely decide one’s sexual orientation and gender identity, are at the heart of Denmark’s promotion of human rights, democracy and good governance. The priority area provides strategic opportunities for addressing the structural reasons for inequality embedded in legislation, and social and cultural practices. Efforts will aim to fight discrimination and inequality and ensure that women and other discriminated groups are fully represented in political decision-making.

Development engagements can address women’s access to political decision-making processes, establishment of and access to effective legal systems and complaints mechanisms, access to information, gender stereotypes and misrepresentation in the media, the capacity of civil society to effectively advocate and demand accountability from governments, government and local institutions that are not sensitive to gender issues, balanced inclusion of women in decentralisation processes, and the lack of gender-disaggregated data, which is crucial for documenting and understanding discrimination.

Because women are often excluded from decision-making, their participation in governance is an important end in itself and a means to social transformation. Governance institutions shape perceptions of the roles that women and men play in society and determine their access to rights and resources. Involving women in policy-making, and in shaping institutions, makes it more likely that both policies and institutions are responsive to the different needs and situations of both women and men, and contribute to bringing about gender equality.

In line with the human rights-based approach, a baseline on the legal situation of women’s rights in each partner country (or in the relevant context) should be an integral part of the gender analysis. The most relevant human rights standards are those defined by the CEDAW Committee, which apart from setting standards also issues specific recommendations in follow-up to the country reporting process. Many recommendations generated through the Universal Periodic Review will also concern women’s rights in relation to issues of human rights, democracy and good governance. Development cooperation should also build on the four human rights principles, participation, non-discrimination, transparency and accountability by including them in the development of programmes. Concerned stakeholders should be consulted early in the process.

GENDER RIGHTS IN PRACTICE – THE GOVERNANCE CASES OF BOLIVIA, BURKINA FASO AND KENYA

In **Burkina Faso**, the country programme for 2016-2020 will draw on the second Universal Periodic Review (UPR) of the country, completed in 2013. A very significant part of the recommendations concern the conditions for women and children, including women's legal, economic and social situation. Ownership as regards the process and the recommendations is high at government level. The governance programme will therefore build on key UPR recommendations, with dedicated gender equality interventions designed to address the issues raised.

In **Bolivia**, the governance component of the new country programme addresses several issues regarding the rights of women. Bolivia's legislative and normative framework promotes equality between men and women, and the country boasts strong political representation of women (30% of seats in the Parliament). However, fulfilment of fundamental rights of women – and other vulnerable groups – is hampered by cultural barriers, traditions or simply because many women do not hold an ID card. A key challenge is the high rate of violence against women. Recent studies by the UN system suggest that more than half of Bolivian women are subject to domestic or sexual violence. Denmark's country programme in Bolivia includes support to institutional changes addressing these problems as well as support to the National Police's new Special Force against Violence (FELCV), which is responsible for combating violence against women. The support will include capacity development, equipment, IT systems, and operations of the FELCV. Capacity development will be coordinated closely with other donors, in particular UN WOMEN.

In **Kenya** Danida has supported the Gender and Governance Programme (GGP) coordinated by UN Women. The GGP has contributed to the drafting of several legislative frameworks, including the affirmative action articles in the 2010 Constitution, and the articles on no more than 2/3's of any one gender in elected and appointed positions. The GGP trained and supported women aspirants in the 2013 General Election, where 1168 women ran for office. The election saw an increase in women's representation in the National Assembly to 21,7% (from 9,8% in 2007), largely due to the creation of Women's country representative seats. Prior to the election the GGP developed gender sensitive voter and civic education material and contributed to increased voter awareness of the value of women's political leadership.

In policy dialogue with partner countries, CEDAW should be used as a point of reference for how state institutions should prioritize efforts to fulfil their obligations as duty bearers. Periodic CEDAW-reports are valuable vehicles for this endeavour, although a number of countries have ratified the Convention subject to certain declarations, reservations and objections.

Denmark will encourage multilateral organisations, – notably UN WOMEN – that are well placed for initiating dialogue with governments that have not yet fulfilled their CEDAW-obligations, to do so. Multilateral organisations should also provide expert advice and technical assistance to governments that wish to fulfil their obligations. Regional instruments such as the African Union Maputo Protocol from 2003 and Addis Ababa Declaration of the Africa Ministerial Preparatory Meeting for the 57th session of the CSW in 2013, offer useful points of references in dialogue with partner countries. The Maputo Protocol guarantees comprehensive rights to women, including the right to take part in the political process, to social and political equality with men, to control their reproductive health, and end female genital mutilation.

INTERNATIONAL FRAMEWORK CONTRIBUTES TO IMPROVE NATIONAL LEGISLATION IN MOROCCO AND TUNISIA

Through the Danish Centre for Gender, Equality and Ethnicity (KVINFO) Denmark has, as part of the Danish Arab Partnership Programme, since 2008 funded the Arab regional network of women's organisations "Equality without reservations" in their efforts to remove the reservations of different Arab governments have to CEDAW (the UN Convention on the Elimination of all forms of Discrimination against Women). The "Equality without reservations" network carries out advocacy and campaigning activities to lobby for the implementation of CEDAW in national legislation and the abolishment of existing discriminatory laws.

In Morocco, the network contributed to the reservations against CEDAW being lifted by King Mohammed VI in December 2008. In Tunisia, all reservations were lifted in 2011. However, the CEDAW ratification subsequently came under pressure. KVINFO's local partner organisation LET (Ligue des Electriciennes Tunisiennes) lobbied during the entire formulation process of the new Tunisian constitution. LET repeatedly emphasised that the constitution should observe already signed conventions, including specifically CEDAW. The result was that the draft constitution was changed from letting Islamic law take precedence over international conventions. The final version of the Constitution now has universal human rights principles of equality and ratified international conventions taking precedence over national law. The new constitution in Tunisia establishes the principle of equality of opportunity between men and women, for example with regards to access to positions at all levels of responsibility in all domains. The constitution also includes a commitment to achieve parity between women and men in elected assemblies and obliges the state to take all necessary measures to eliminate violence against women.

POSSIBLE INTERVENTIONS:

- Identify specific constraints and obstacles to equal political participation at all levels and formulate interventions to address these constraints, in dialogue with relevant stakeholders. Examples include campaigns for universal suffrage, information campaigns aimed at women voters, security for women at polling stations and capacity development of women candidates.
- Select specific elements of discriminatory legislation and practices to be addressed in legal reform and rule of law programmes. Support civil society groups that campaign for gender equality, rights and diversity, and in cooperation with multilateral partners actively support governments that are prepared to implement the CEDAW Convention.
- Support media to contribute to changing attitudes and social norms and include gender-sensitization in programmes that build the capacity of journalists, media regulatory bodies and media watch dogs.
- In close consultation with LGBTI and other civil society groups advocating for diversity, identify activities that can help widen the scope of liberty and tolerance in the given context.

2. INCLUSIVE GREEN GROWTH

DENMARK WILL:

- Support legislative and administrative changes promoting equal rights to ownership and inheritance of productive resources.
- Support equal access to land, water and ecosystems including through support to advocacy, capacity development and specific interventions.
- Support equal access to resources and jobs, including financing, training, information and equal opportunities in the labour market.
- Promote women’s entrepreneurship and sustainable business opportunities.

Women’s economic empowerment is first and foremost associated with women’s rights. Inclusive green growth needs to address the specific needs of women to claim their rights and create an enabling environment where women participate and benefit from greener growth. Gender equality in greener growth is contingent upon women’s and men’s equal access to key resources such as land, water and energy.

UGANDA “U-GROWTH”

In Uganda, the “farming as a family business” approach is an integrated part of the private sector programme “U-Growth”, which promotes gender equality mainstreaming in the sub-components of the programme. The purpose is to pilot innovative gender equality approaches in agriculture that increase women’s competitiveness through enhancement of their share in the means of production, land, capital, credit and technology. The approach comprises promoting fairer gender relations at household level by bringing household members closer together to plan, work and share benefits and by bringing on board more men to understand gender issues, and hence support women better. Through “farming as a family business”, couples are trained in gender and human rights and this has among other things contributed to resources within households being utilized more efficiently and has brought down levels of domestic violence.

The promotion of fairer gender relations at household level has been identified as a critical and key intervention to increase productivity in value chains. The household approach works within a “Common good” framework that gives all household members a stake in resources, production and income. The programme has resulted in changing attitudes so that partners now generally promote farming as a family business. Women’s access to, and control over, resources and household incomes has improved. Relationships between women and men are strengthened and their workloads shared to a greater extent. Men are now coming in to help women with household chores and women have increased their participation in the value chain activities. Women’s self-esteem and confidence has also increased, as they have become entrepreneurs and leaders in their home as well as the broader community.

LAND RIGHTS INCREASE PRODUCTIVITY AND GENDER EQUALITY IN VIETNAM

In Vietnam, a World Bank supported agriculture project included legal reform of land ownership rights with the double objective of promoting gender equality and increasing productivity. The reform meant that both husband and wife or single women can hold the ownership title deed to land. Consequently, husband, wife or single landholding women can now access agricultural loans using land title deeds as collateral. Results in the Mekong Delta region of Vietnam show an increase in agricultural productivity.

Experience shows that women's economic empowerment is increasingly recognized as "smart economics" as women's rights and equal access to resources increases overall productivity and growth. Provided there is economic potential it is estimated that agricultural production could increase by as much as 20 % if men and women were given equal access to resources and inputs. At the same time it is well established that increases in women's income benefit the whole family through increased access to nutrition, health care and education to children.

During the past 30 years more than half a billion women have joined the global labour force. Although this number continues to rise there are still many obstacles hindering women's economic empowerment. Given the competition for women's time and social norms restricting women's lives, women's economic activities are more likely to be home-based, small scale and in the traditional/informal sector with limited scope for profit and expansion. While girl's access

to primary and secondary education has improved women often lack the vocational and technical skills as well as work experience to engage in higher remuneration business opportunities.

A key obstacle for women's economic empowerment is limited access to finance. Constraints in family and inheritance laws often hinder women's access to assets that can be used as collateral for business loans. Women seeking finance to establish or expand a business therefore often have to rely on own savings or small, and often short-term, loans. Denmark will support equal access to finance through credit schemes and by supporting legislative reforms giving women equal rights to inherit and own land.

The majority of women in developing countries still depend on agriculture for their livelihood. The sector has untapped potential for growth and poverty reduction. Ensuring that women and men engaged in agriculture can access financing, technology, training and

education on an equal basis will considerably improve women's economic empowerment. In country programmes Denmark will support gender equality in greener agricultural production, related businesses and value chains. Women are critical agents of change and their involvement in decision-making, training and access to information will enhance their access to finance, land and other natural resources.

With increased economic growth in developing countries the demand for women to enter the labour market increases. While this involves significant opportunities women's entry into the labour market is often hampered by taboos and prejudices. Sometimes these specific obstacles can be overcome by small and inexpensive changes in the workplace or by offering transport services and flexible time schedules that take into account the specific needs of women. At the same time, the increased involvement of women in the labour market also carries risks of exploitation and low salaries as witnessed by incidents e.g. in the textile industry which is a candidate for both better women's rights and greener production.

The use of information and communication technology has a significant potential for increasing economic growth not least in developing countries. Generally women are less likely to have access to ICT while the technology at the same time has a significant potential in overcoming some of the obstacles to women's economic empowerment.

GENDER-INCLUSIVE ENERGY EFFICIENCY EDUCATION IN BANGLADESH, POWER SYSTEM EFFICIENCY IMPROVEMENT PROJECT

In Bangladesh the Asian Development Bank has piloted a gender-inclusive user education programme and module, to promote household energy efficiency, with the view to developing a resource for industry-wide use in the energy sector. A key project output is the reduction of carbon dioxide emissions by 300,000 tons annually. This will be partly enabled through renewable energy power generation based on solar and solar-wind-diesel hybrid systems. The project will also install 33,000 solar street lighting systems in several project sites, thus contributing to the increased safety and security of women and their communities. The project gender action plan and design and monitoring framework include the following key design features:

- gender-sensitive user education materials and modules developed and awareness-raising activities and methodologies identified for implementing the user education program on the energy efficiency and conservation at the household level – pilot target group of 1,000 women in selected project sites;
- capacity development activities to sensitize the executing agency in gender-inclusive community engagement; and,
- technical training provided for women in the operation and maintenance of grid-connected solar power plant and solar-wind-diesel hybrid off-grid plant-target 25% women's participation in all training activities.

When promoting greener growth in programme countries a gender sensitive and gender disaggregated analysis of investment and market opportunities should be undertaken in order to ascertain the potential for promoting gender equality through greener investments. Such analysis should also include analysis of the actual potential for economic growth. Household and micro level income generating activities without growth potential should not be encouraged.

In many parts of the world adverse effects of climate change increases the pressure on resources and threatens agricultural production and food security, biodiversity, water resources, human health and human settlements. Poor women are often particularly vulnerable to the effects of climate change as they are more dependent for their livelihood on natural resources threatened by climate change not least access to water. Women face social, economic and political barriers that limit their capacity to cope with the challenges of climate change. At the same time it is important to recognize that women can also be effective actors or agents of change as entrepreneurs, workers and consumers in climate mitigation and adaptation efforts.

POSSIBLE INTERVENTIONS:

- Analyse and identify challenges and obstacles for women's economic empowerment and engagement in the private sector and identify specific means to address them.
- Support the development of partnerships run by local female entrepreneurs i.e. by supporting training, networking, partnerships with local organisations.
- Support efforts to create job opportunities for women by addressing the specific constraints to women's access to the labour market (gender sensitive design of the work place, access to transport services, flexible hours).
- Identify and support gender sensitive or women focused investment opportunities in greener growth. In addition to being gender sensitive or women specific, the investment opportunities should be green by addressing specific environmental, climate, renewable energy and energy efficiency concerns.
- Promote gender-balanced involvement in climate mitigation measures at national level.

3. SOCIAL PROGRESS

DENMARK WILL:

- Increase focus on empowerment of women and girls to claim their rights to quality education and health.
- Continue to be a strong and vocal advocate for the sexual and reproductive rights of women and girls in the political dialogue at country level, with multilateral partners as well as in international negotiations where the agenda is under pressure.
- Ensure equal access to services and address the stigma and discrimination that prevent sexual minorities and vulnerable groups from obtaining their rights.
- Cooperate with leading international partners at global and country level to promote a human rights-based approach and gender equality in social service delivery.

Access to social services such as health, education, water supply and sanitation are essential preconditions for sustainable development and poverty reduction. Improving gender equality in the social sectors has often focused on improving access to services for women and girls. Whilst still an important objective, it is important to move beyond this perspective and seek to identify how interventions – through a human rights based approach – can increase the focus on empowering women and girls. Ensuring human rights within social service sectors, including addressing stigma and discrimination remain of particular importance for women and girls, as well as other vulnerable groups such as LGBTI people, to obtain the services they are entitled to receive from social sector duty-bearers.

GENDER RESULTS IN AIDS PROGRAMMING INCLUDE IMPROVED ACCESS TO FEMALE CONDOMS

The Uganda AIDS programme addresses various aspects of HRBA, SRHR and Gender equality through support to Civil Society Organisations including LGBTI networks. The Danish support strives to contribute to addressing gaps in Uganda’s national AIDS response and the strategic issues for halting the epidemic. As part of the programme female condoms are being distributed through UNFPA and Ministry of Health. Results so far include improved capacity of health providers and easier access for key target groups to services, including female condoms. One major challenge in galvanising the potential support of civil society efforts in HIV prevention has been the political opposition to LGBTI rights and denial of main factors contributing to new infections.

Support for girls' education is a key element in empowering women and girls and remains high on Denmark's development agenda. Taking a human rights-based approach means moving beyond issues of access to include respect for girls' basic rights. Discrimination and abuse are often at the heart of problems with retention and continuation to secondary education.

Access to sexual and reproductive health and rights is equally important when working to ensure the right of all women and girls to control and decide freely over their own bodies. Gender based violence, including sexual violence and rape is the most brutal manifestation of discrimination and rooted in the structural inequalities and unequal power relations between men and women. Efforts aimed at combatting gender based violence include consistent advocacy as well as engagement with key strategic partners in international fora and partner countries.

In policy dialogue and international negotiations – at country level, in the EU and in the UN – where the issue of sexual and reproductive health and rights can be a controversial subject, Denmark will continue to consistently argue the case for the right of women and girls and men and boys to control and take responsibility of their own body. Women and girls, men and boys have the right to determine their own sexuality, if and when they want to get married, when and how to get pregnant and how many children they want to have.

EDUCATION PROGRAMMES IMPROVE PRIMARY SCHOOL ENROLMENT OF AFGHAN GIRLS

As a result of the protracted conflict in Afghanistan literacy rates are low. During Taliban rule approximately 80 % of schools were destroyed and women and girls were banned from access to education. In 2003 Denmark started supporting the education sector in Afghanistan with support to enrolment in primary school with a particular focus on enrolment of girls and employment of female teachers. As a result of concerted efforts to ensure the right to education for girls their participation have risen from below 5 % to around 40 % in primary education. But although the Afghan Government recognizes education as a fundamental right for all there are still many obstacles to girl's education among them regular attacks by insurgents who oppose women's access to education that lead to closure of girls schools and deep rooted traditions including early marriage.

IMPROVED CAPACITY TO PREVENT GENDER-BASED VIOLENCE IN KENYA

As part of the health sector program Denmark is addressing Gender Equality, Social protection and Social Justice from a health perspective in an innovative project implemented by the Gender Violence Recovery Centre (GVRC). Using a human rights-based approach the programme focuses on prevention and medical and psychosocial support to survivors of Gender based Violence. The Centre works with the Police, the Judiciary, the Ministry of Education and other institutions as well as political and community leaders using campaigns, TV and radio as well as outreach theatre to mobilize communities. Over the past years, the center has successfully interacted with the Judiciary of Kenya and conducted forums for Sexual offenders Act and the Children's Act, trained the police and juvenile courts in management of GBV and Child protection, established gender desks within the police force and established branches of the center. Activities also include actively addressing female genital Mutilation (FGM).

It can be useful to make reference to regional women's rights instruments and conventions. The Addis Ababa Declaration of the Africa Ministerial Preparatory Meeting for the 57th session of the CSW in 2013 and contains a number of positive elements regarding promotion of the right to health of women, including sexual and reproductive health, through education and service provision and implementation of the General Assembly Resolution on Female Genital Mutilation (FGM) (2012) in countries where the practice exists.

Denmark has a long standing partnership and cooperation with key international partners working to strengthen efforts in the area of education, health, sexual and reproductive health and rights and the fight against HIV/AIDS. Denmark will continue its strategic dialogue with the organisations on how their contribution to promoting gender equality can be strengthened and further develop the cooperation including through strengthening the synergy between work at international level and country level.

POSSIBLE INTERVENTIONS:

- Ensure that access to quality services in education and health, including sexual and reproductive health, is part of the overall gender analysis and that specific constraints and obstacles preventing access for vulnerable groups are identified and addressed.
- Explore opportunities for supporting strategic gender and human rights organisations at country level to engage with government in areas of advocacy
- Support reform processes, including training and awareness rising, of judiciary, policy and other relevant bodies to improve women's access to security and justice services.
- Make sure that the rights of men and women to basic services is consistently raised with key multilateral partners and that the organisations receiving Danish support have a solid framework for addressing gender equality and diversity aspects from a human rights based approach in their work.

4. STABILITY AND PROTECTION

DENMARK WILL:

- Support the full and equal participation of women in prevention and resolution of conflicts, peace negotiations, peace-building, peacekeeping, humanitarian response and in post-conflict reconstruction in accordance with SCR 1325.
- Actively promote gender aspects of the Responsibility to Protect and transitional justice programmes to end impunity for sexual and gender based violence in conflicts.
- Participate in the International Dialogue on Peacebuilding and Statebuilding and focus on implementing the New Deal and its embedded five peace- and state building goals, which requires systematic inclusion of a gender perspective.
- Focus on promoting women as peace-builders in specific country programmes in fragile and conflict-affected states with a particular focus on active involvement of multilateral actors.
- Work to ensure that international operations and humanitarian efforts include a clear gender perspective.

INVOLVING MEN AND BOYS IN COMBATTING GENDER BASED VIOLENCE.

Each year all UN Member States meet in the UN Commission on the Status of Women in New York to discuss gender equality. In 2013 CSW discussions focused on the elimination of all forms of violence against women and girls. The discussions touched upon a wide range of issues including the involvement of men and boys in combatting gender based violence. During the negotiations Denmark was actively engaged in ensuring the adoption of a strong text regarding the importance of the involvement of men and boys in transforming those social norms that condone violence against women and girls. The outcome document from the session also encouraged men and boys to counteract attitudes by which women and girls are regarded as subordinate to men and boys or as having stereotyped roles that perpetuate practices involving violence or coercion. Further, governments are urged to engage, educate, encourage and support men and boys to take responsibility for their behaviour, to ensure that men and adolescent boys take responsibility for their sexual and reproductive behaviour, and to refrain from all forms of discrimination and violence against women and girls.

Men and women experience conflicts, instability and violence in different ways. Men are increasingly seen as perpetrators as well as victims of gender-based violence. However, women and girls remain disproportionately affected and the ensuing consequences often imply a significant change in gender roles and relations.

There can be no sustainable peace without the contribution of both women and men. It is crucial that women and girls are seen as active participants in peace-building and reconstruction, and involved at a full and equal level in all decision-making processes. Furthermore, special attention should be given to the role of men and adolescent boys (in particular ex. combatants) in post conflict reconstruction and reconciliation efforts.

INTEGRATING POLITICAL RIGHTS AND PREVENTION OF VIOLENCE IN PEACE-BUILDING

Denmark supports the UNDP Gender Equality and Women's Empowerment Programme (GEWE) in Somalia as part of the bilateral country programme. The GEWE programme supports Somaliland's National Gender Policy and Action Plan and has provided support to women candidates in local council elections. In the 2010 poll – the first since 2002 – there were 2400 candidates for 350 council seats. Preliminary results demonstrated that out of 134 female candidates, 10 were elected as local councillors. While the result did not signify a breakthrough in women accessing leadership positions, the number of women participating was significant and demonstrates the need for a long-term and sustained effort. Among the lessons learned from the GEWE programme is that the establishment for inter-ministerial gender coordinating mechanisms would have benefitted from a stronger effort to secure buy-in from top-government officials.

Sexual and gender-based violence has marked the long conflict in South Sudan. The international community has not addressed the issue systematically, but Denmark sought at an early stage to address the problem in political dialogue through an initiative framed by the UN Security Council Resolution 1325. By way of example, in 2010 the Danish ambassador to Ethiopia, Sudan and the AU gathered female ambassadors covering South Sudan and the group travelled to Juba for political consultations and meetings with stakeholders. Consequently, they issued a declaration aiming to alert the international community on the need for female participation and protection and inclusion of this aspect in concrete support programmes.

Denmark is supporting the justice sector in the areas controlled by the opposition in Syria. The support includes a training component for the police where police officers are trained in women's rights and the specific situation for women in conflict areas. The support also includes efforts to recruit women police officers. Through its membership of the 50 million EURO Syria Recovery Trust Fund Denmark will work to introduce gender mainstreaming in the programming. Denmark is furthermore supporting a civil society centre for Syrian CSO's which has a specific focus on gender equality.

The adoption by the UN Security Council of Resolution 1325 on Women, Peace and Security in 2000 was an important milestone in the work to protect and ensure women's rights during situations of conflict and instability. Denmark actively promotes the implementation of UN Security Council Resolution 1325 and its follow-on resolutions on Women, Peace and Security. Denmark puts special emphasis on women's full and equal participation and the protection of women and girls.

Active participation in the International Dialogue on the New Deal on engagement with fragile states adopted in Busan 2011 and interventions in an increasing number of states affected by conflict and fragility demonstrates the importance Denmark attaches to this engagement. Denmark will work to ensure full and equal participation of women in peace and state building processes to ensure women's empowerment and inclusion in political, economic and social aspects of reconstruction. Danish participation in international fora such as the International Dialogue will be pro-actively used as entry points at global, regional and country level. Denmark will work on ensuring that the gender perspective becomes part of the efforts towards implementing the five New Deal peace and state-building goals; legitimate politics, justice, security, economic foundations and revenues and services.

There are particular challenges in situations of conflict and fragility that affect the situation of women and girls and the ability of development cooperation to improve the situation. Often state institutions do not have the necessary geographical outreach to enforce constitutional and legislative reform processes. Communities are often governed by informal, traditional or faith-based normative systems and structures that do not apply the formal normative framework and laws. It is therefore necessary to fully understand the political context and power relations and consider how to address these issues. This often requires long-term support for transformational changes. Efforts should be made to explore windows of opportunity often associated with conflict to include and encourage women to participate in constitutional and legislative reform processes and to take up positions in the justice and security sectors.

Denmark prioritizes empowerment as a key instrument in reducing women's vulnerability. Women and girls across the world face violence every day, but in emergencies and disaster, the threat

of violence becomes even more acute. Destruction, displacement and upheaval erode the scant protections women and girls have even in times of stability, and sexual and physical violence escalate. With Danish support, humanitarian partners are working on implementing humanitarian response that include protection of women and girls from the threat of sexual and gender based violence and to provide essential services to survivors of gender based violence as part of the first stage of an emergency response. Denmark will work towards better integration of longer term humanitarian assistance and long term development also to ensure that short term intervention transit into longer term interventions with a focus on women's inclusion and gender equality.

The focus of international partners are often mainly limited to the important areas of the first phases of peace and state building with a focus on inclusion, justice and security and the immediate protection of women and girls. However, it is of key importance to include efforts that support women's opportunities for jobs and employment, particularly

within the agricultural sector but also in domains where women have taken over responsibility due to the absence of men at the time of conflict. Denmark will continue to support efforts that enable women to benefit from and take part in the creation of growth by strengthening the gender perspective of the private sector support programmes.

In reconstruction efforts, gender equality should also be promoted as part of legislative reform processes in education and in the public sector. Gender sensitive legislation, education and women in visible public sector positions in post-conflict states have proven to pave the way for more basic social transformation including positive shifts in gender equality. Denmark has supported education programmes with a particular focus on women and girls as education is often a prerequisite for women's social and political participation. Denmark will continue to support such programmes both through multilateral and bilateral support programmes.

POSSIBLE INTERVENTIONS:

- Work with women's organisations, CSO's and international partners, including the UN system, to ensure women's representation in (i) peace and state building processes at community, regional and national levels and (ii) political, democracy and civil society processes and institutions.
- Focus on achieving results at country level where the political and civil engagement of women will be crucial for obtaining social contracts between states and citizens in fragile situations.
- Support capacity development in key partner organisations – UN, AU – to ensure implementation of international commitments regarding women, peace and security.
- Integrate work to combat sexual violence in reconstruction efforts especially related to security sector reform and support to rule of law.
- Ensure that humanitarian appeals include a thorough gender analysis and make responses to such appeals conditional on gender responsiveness.
- Add value to gender analysis by including a focus on the roles of men and boys analysing drivers of conflict in fragile and in post- conflict situations.

PROMOTING FEMALE PARTICIPATION IN PARLIAMENTARY ELECTIONS IN EGYPT

Sanaa El Said from Assiut Governorate was elected as one of eight female members of parliament in the Egyptian parliamentary elections that took place from November 2011 – January 2012. Leading up to the election, Sanaa El Said together with other female parliamentary candidates received targeted training from the Egyptian organisation Nazra in a programme implemented by KVINFO The Danish Centre for Gender, Equality and Diversity as part of the Danish Arab Partnership Programme. The female parliamentary candidates, none of whom had any significant political experience at national level, were trained in election related issues and formalities such as how to get nominated and how to establish and lead an election campaign. The candidates also received individual coaching tailored to their specific constituency, their voters and their political programme. The training enabled the women to compete, based on merit and qualification, to Egypt's parliament. Denmark continues to support women's participation political life in Egypt.

KVINFO continues to work with local partners in Egypt and across the Arab region, including in Jordan, Tunisia, Morocco, Yemen, and to a certain extent in Libya and Syria, to improve the conditions for women's political participation through political mentoring programmes, training of female politicians and through the formulation and implementation of equality initiatives in national policies and strategies.

STRATEGIC FRAMEWORK
FOR GENDER EQUALITY, RIGHTS
AND DIVERSITY IN DANISH
DEVELOPMENT COOPERATION

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