



# GPP

**UN-HABITAT Policy and Plan for  
Gender Equality and the Rights of  
Women in Urban Development and  
Human Settlements**

**2020-2023**



**UN HABITAT**  
FOR A BETTER URBAN FUTURE

من الشعب الياباني  
From the People of Japan

**UN HABITAT**  
FOR A BETTER URBAN FUTURE



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Bike train 2019 - Photo © UN-Habitat

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# Acronyms

AGGI	The UN-Habitat Executive Director's Advisory Group on Gender Issues
AOC	Advocacy, Outreach and Communication Branch
CEB	Chief Executives Board for Coordination
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
DED	Deputy Executive Director
ECOSOC	Economic and Social Council
ED	Executive Director
ePerformance	Electronic Performance Appraisal System
ERSKI	External Relations, Strategy, Knowledge and Innovation Division
ESSS	Environmental Social Safeguards System
GEAP	Gender Equality Action Plan
GCSU	Gender Coordination and Support Unit
GFP	Gender Focal Point
GCSU	Gender Coordination and Support Unit
GTF	Gender Task Force
GTT	Gender Task Team (of the UNCT)
GPP	Gender Policy and Plan
HRSI	Human Rights and Social Inclusion Unit
IANWGE	Inter-Agency Network on Women and Gender Equality
ILO	International Labour Organization
OER	Office for External Relations
MTSIP	Medium-Term Strategic and Institutional Plan
PAAS	Project Accrual and Accountability System
PFA	Platform for Action
ROAF	Regional Office for Africa
ROAP	Regional Office Asia and Pacific
ROAS	Regional Office for Arab States
ROLAC	Regional Office for Latin America and the Caribbean
RBM	Results-based Management
SDG	Sustainable Development Goal
SP	Strategic Plan
SWAP	System-Wide Action Plan for Gender Equality and the Empowerment of Women
UN-Habitat	United Nations Human Settlements Programme
UNCT	United Nations Country Team
UNEG	United Nations Evaluation Group
UNDESA	United Nations Department for Economic and Social Affairs
UN-Habitat	United Nations Human Settlements Programme
UN-OIOS	United Nations Office for Internal Oversight Services
UNON	United Nations Office at Nairobi
UN-Women	United Nations Entity for Gender Equality and the Empowerment of Women
VAW	Violence Against Women

# Introduction

The [Gender Policy and Plan \(GPP\) 2020-2023](#) is UN-Habitat's roadmap for promoting gender equality throughout its work. It is aligned with the organizational Strategic Plan (2020-2023) and supports the [New Urban Agenda \(NUA\)](#) and the [Sustainable Development Goals \(SDGs\)](#) through its contribution to their implementation. The GPP elaborates the gender dimensions of the programmatic results and the relevant indicators for measuring success, as well as steps to strengthen gender equality across UN-Habitat systems and processes. It builds on the evaluation results, lessons learned and recommendations from the independent external evaluation of UN-Habitat's Policy and Plan for Gender Equality and Empowerment of Women in Urban Development and Human Settlements, 2014-2019 that was conducted in 2020.

# Policy Statement

- I. We, the Executive Director, Senior Managers and Staff of the United Nations Human Settlements Programme (UN-Habitat), commit ourselves to the goals of gender equality and women's empowerment in urban and human settlement development, and to accelerating our progress towards these goals, through careful monitoring, as described in this Policy and Plan.
- II. We state our intention and reaffirm our commitment to play a strong normative, operational and leadership role in global and national policy dialogue on urban development by demonstrating our determination to contribute to both men's and women's specific rights and freedoms in all our interventions, and supporting our national and local partners and other stakeholders in their incorporation of these perspectives in their governance, planning, budgetary, economic and service-provision frameworks and actions.
- III. We state our intention and commitment to implement our *Strategic Plan of UN-Habitat for 2020-2023* in a manner that fully advances these goals, in accordance with the principles and approaches set out in more detail in this document, which is an adjunct of the Strategic Plan, and will be implemented and monitored jointly with it.
- IV. We state these intentions and commitments in the understanding that the full and complete realization of the human rights and fundamental freedoms of all people, towards which we strive through the UN-Habitat Agenda and Strategic Plan, and by other means, includes the specific rights of women and girls as an inalienable, integral and indivisible part of these human rights and fundamental freedoms, including the right to freedom from discrimination in all its forms, as described in the Convention on the Elimination of all Forms of Discrimination Against Women. This understanding is a pillar of our work toward more just, inclusive, equal and prosperous urban development and human settlements.
- V. We also do this in the understanding that the knowledge, experience, insight and skill of women have particular salience in the context of urban policy and development, and constitute a rich pool of resources and talent often overlooked by the development community, at the cost of overall sustainability and impact.
- VI. We further understand that, for a range of cultural, social, economic and historical reasons, special measures may be needed in some situations to tap fully into the knowledge, experience, insight and skill of women as well as men, and we state our commitment and intention to take these special measures wherever needed, to ensure that no women and girls are left behind.



# Preamble

## A. Context

1. This UN-Habitat Gender Policy and Plan (GPP) reinforces UN-Habitat's commitments to achieve defined standards in its work for gender equality, in alignment with the Beijing Platform for Action (1995) and its several quinquennial reviews. The most recent review of 2019 addressed concerns very similar to the Domains of Change in the UN-Habitat Strategic Plan 2020-23, including, *inter alia*, that:

- local communities, the urban poor and women and girls tend to be the most land and resource insecure (paragraph 270);
- poor women and girls, especially in underserved urban communities and along the urban-rural continuum, are at the greatest risk of being left behind (paragraph 307);
- spending on social protection and public services should be seen as investment rather than consumption, generating employment including for women and funding safe, green urban transport systems that enhance the mobility of women and girls and their access to markets and schools, or services that support the care needs of families, which are mainly provided by women.

Such investment is particularly critical for accelerating gender equality in post conflict and post crisis situations, thereby fostering preparedness and resilience to environmental and other disasters. (Paragraphs 81 and 326).<sup>1</sup>

2. This GPP is also aligned with United Nations 2030 Agenda (2015), which underlines the importance of addressing gender-based inequality in all areas as a basis for overall global progress. Agenda 2030 includes seventeen Sustainable Development Goals, in most of which gender equality features prominently as a contributory factor, both as a stand-alone goal (Goal 5: Gender Equality and women's empowerment) and in targets and/or indicators across all other 16 goals, including Goal 11 (Make cities and human settlements inclusive, safe, resilient, and sustainable).

3. Furthermore, the GPP operationalizes gender aspects of the Quito Declaration, which states the commitment of Heads of State and Government, Ministers and High Representatives to "achieve gender equality and the empowerment of all women and girls in order to fully harness their vital contribution to sustainable development", and the New Urban Agenda, which adopts sustainable, people-centred, age- and gender-integrated approaches to urban and territorial development by implementing policies, strategies, capacity development and actions at all levels, based on fundamental drivers of change and commitment to ensure the full participation of women in urban governance and leadership.<sup>2</sup>
4. Each of the above reflect or articulate agreements reached by the Chief Executives Board for Coordination (CEB) which were fully developed as the System-Wide Action Plan for Gender Equality and the Empowerment of Women (SWAP), which came into force in 2013.<sup>3</sup>
5. The gender-mainstreaming standards established by the CEB have recently been reinforced by the Quadrennial Comprehensive Policy Review (2020) (A/75/233), which emphasizes that gender equality and empowerment of women and girls is crucial to progress across all the goals and targets of the 2030 Agenda, and calls on the UN system to promote gender equality and empowerment of all women and girls, accelerating gender mainstreaming through the full implementation of the UN-SWAP and the country-level UNCT-SWAP. In particular, the resolution emphasizes the need for gender-responsive performance management and strategic planning, sex-disaggregated data, reporting and resource tracking, while drawing on gender expertise to mainstream gender equality in the preparation of the Cooperation Framework.<sup>4</sup>
6. The revised GPP continues to be organized around the requirements of the UN-SWAP, which have now been tested for over a decade as a solid framework to shape organizational gender-mainstreaming capacity and ensure gender-responsive results, with a focus on resetting organizational capacity, as described below.

<sup>1</sup> United Nations (2020). *Review and appraisal of the implementation of the Beijing Declaration and Platform for Action and the outcomes of the 23rd special session of the General Assembly: report of the Secretary-General*. E/CN.6/2020/3

<sup>2</sup> United Nations (2016). *New Urban Agenda*. pp 3 and

<sup>3</sup> Described more fully in Annex

<sup>4</sup> United Nations QCPR Resolution 2020 A/RES/75/233. Paragraph 12

## B. An Organizational Reset

7. UN-Habitat has a long track record of promoting gender equality and women's empowerment in its work, and in many cases actual programming for gender equality.<sup>5</sup> One outstanding example is the gender programme established by the Afghanistan office that was commended by the recent evaluation of the Gender Policy and Plan (2014-19) which was completed in March 2021 (henceforth the Gender Evaluation).<sup>6</sup>
8. This revised GPP benefits from two recent UN-Habitat knowledge products and a new monitoring tool. The knowledge products suggest in particular a need to strengthen information and communication flows within the organization, as pre-conditions not only for gender-mainstreaming and achieving results for women and girls, but also as a stronger foundation for the ongoing effort to improve performance in addressing all aspects of poverty and inequality, as required under the 2030 Agenda.<sup>7</sup> The newly introduced Environmental and Social Safeguards System (ESSS), which was prepared in consultation with internal and external gender experts, among others, provides a large part of the solution to this challenge, so that UN-Habitat can understand where risks to gender equality lie and undertake managed remedial actions.<sup>8</sup>
9. The first knowledge product is the output of an Expert Group Meeting on Gender Equality in Urbanization (May 2020).<sup>9</sup> Participants noted, in particular, the inter-related character of the UN-Habitat Domains of Change, and acknowledged the challenge of finding a development pathway among the "macro" issues of urban governance in the context of globalization, on the one hand, and the "micro" issues of grassroots women and men struggling to survive in urban settlements, on the other. An important solution, the meeting suggested, is to bridge the macro human rights framework into the "paradigm of everyday life"

<sup>5</sup> Starting with the first Gender Policy and Plan in 2002 which emphasized programming for gender equality and women's empowerment across all UN-Habitat's areas of work.

<sup>6</sup> Evaluation of UN-Habitat's Policy and Plan for Gender Equality and Empowerment of Women in Urban Development and Human Settlements, 2014-2019. UN-Habitat March 2021.

<sup>7</sup> See Annex 2

<sup>8</sup> UN-Habitat, 2021, The Environmental and Social Safeguards System (ESSS).

<sup>9</sup> UN-Habitat Expert Group Meeting on Gender Responsive Cities May 27/28 2020, Consolidated Report. Part of the "Inclusive Cities for All" Expert Group Meeting Series 2020. See box on page 13

in which women, in particular, are finding solutions, even in the context of rampant inequality and imminent disaster. The meeting called for knowledge-based approaches to urbanization that can leverage these layered interactions into genuinely inclusive and gender-responsive programming, demonstrably responsive to actual need.<sup>10</sup>

10. The second knowledge product from which this revision benefits is the Gender Evaluation. A central finding of this Evaluation is that the structures needed to foster the integrative programming called for by the Expert Group are not strong enough in UN-Habitat. The evaluation noted in particular a "silo'ed way of working" and lack of any structure or person with responsibility and capacity to deliver an inclusive vision and coordinated action for gender equality across branches and regions. There is a need for stronger vertical and horizontal communication flows to improve understanding, lesson-learning, and focus, and above all to address the "void" in the area of gender programme monitoring: an absence of information to improve content and focus and assess the usefulness of tools and support.<sup>11</sup>
11. This revision of the GPP provides the road map by which UN-Habitat aims to put in place the needed structures and processes, with a strengthened Strategic Plan and the newly introduced ESSS providing the key foundations.
12. This GPP aspires to establish the basis for the development of a fully rights-based, gender-responsive and socially inclusive Strategic Plan in the next cycle, based on which more coherent progress in gender-mainstreaming across the house can be achieved in the ensuing cycle and to 2030 and beyond. This will strengthen not only results for women, but more generally all work to address the root causes of inequality.

<sup>10</sup> Background papers from the Expert Group Meeting.

<sup>11</sup> Gender Evaluation. p 15.

### C. Responsibilities of Each Category of Personnel

13. All categories of personnel across the house have complementary responsibilities under the GPP. Each contributes individually and collectively to the gender equality dimensions of UN-Habitat's Strategic Plan 2020-2023.

- » The ED, DED and senior managers have responsibility for ensuring that the necessary organizational structures and processes are in place, for championing internally and externally, gender equality and women's inclusion and empowerment as key factors in the development of vibrant and dynamic cities, and for raising UN-Habitat's profile as an organization committed to improving its gender equality results. They have the responsibility for insisting upon and ensuring higher gender-mainstreaming performance throughout the entity, and ensuring that the necessary individual and organizational capacities are in place. Past assessments of UN-Habitat indicate clearly that where managers and supervisors are actively engaged in gender-mainstreaming, progress is clear. The correlation between result and management engagement is robust and evident.<sup>12</sup>
- » Supervisors also have the responsibility for translating those aspects of the GPP relevant to their own regional or thematic goals into planned activities and results for their office, branch or unit, and to guide their staff in achieving these results, which are recorded and tracked through the ePerformance mechanism. They may call upon their Gender Focal Points (GFPs) and/or the HRSI Unit to assist in this task.
- » All personnel, including project and programme teams, have the responsibility, in consultation with their supervisors, for selecting those strategic priorities in the GPP that have salience for their own work, and for identifying a personal goal or goals that will contribute to the attainment of these priorities, to be recorded and tracked through ePerformance. The GFP(s) in their unit and/or the HRSI Unit may assist in this task where needed.
- » The Human Rights and Social Inclusion Unit and Gender Focal Points (GFPs) in all parts of the house have the responsibility for supporting both managers and personnel in their respective gender-mainstreaming responsibilities, in particular "how to" guidance in the design, implementation and monitoring of robust results-based projects that contribute to the advancement of equality and non-discrimination, and in the sharing of gender-related knowledge and information.

<sup>12</sup> Evaluation of Gender-mainstreaming in UN-HABITAT 2011; Gender Audit Report of UN-HABITAT 2012; Implementation Review of the UN-HABITAT Gender Equality Action Plan 2012. Evaluation of the GTT 2021.



Joint UN agency water project in Ghana 2021- Photo © UN-Habitat

# Background



## A. Gender Equality and Urban Development

14. The world is becoming increasingly urbanized. In 1990, 43% (2.3 billion) of the world's population lived in urban areas; twenty-five years later, in 2015, this had grown to 54% (4 billion). The pace of urbanization continues to accelerate: assuming constant fertility levels, the percentage living in urban areas will reach nearly two-thirds (60.4%) by 2030. Here the role and status of women in urban settings is crucial, because fertility is directly related to the extent of their empowerment. However, deliberate policy and planning decisions are needed to reverse the gender inequality that is endemic to urbanization, with systemic gender discrimination, inequality and exclusion evident in cities.
15. According to the World Cities Report 2020, women are at the bottom of the economic ladder. They provide 12.5 billion hours of unpaid care work every day, which is three times more than men do. Worldwide, men own 50% more wealth than women, and income inequality has increased since 1980. It is widely argued that achieving gender equality and the empowerment of women and girls (SDG 5) requires more vigorous efforts, including the implementation of legal frameworks, 'to counter deeply rooted gender-based discrimination that often results from patriarchal attitudes and related social norms.' Human development cannot be achieved without gender equality and women's and girls' empowerment, and yet relatively few local governments have put in place the robust processes needed to make the transformative structural changes necessary.
16. The COVID-19 pandemic has had a profound effect upon urban development, and will continue to impact the remainder of the current cycle to 2023, and beyond. It has revealed the fundamental social and economic centrality to urban life of the so-called "Care Economy", and how seriously under-resourced this dimension has been in almost all urban settings. Women are overwhelmingly responsible for the health care, childcare, elder care, disability care, education, food production, food processing, basic service and social service provision that comprise the Care Economy, whether in (low) paid or unpaid capacities, and are also heavily clustered in the low-paid sectors of tourism and hospitality that are closely related to the Care Economy. These three "sectors" have been particularly hard-hit by the COVID response strategies of lock-down and social distancing, resulting in significant loss of jobs, principally for women.
17. The Care Economy is important because it is the means through which a community reproduces the capacity of its members to work and generate prosperity. This constant and essential regeneration is achieved in two principal ways. First by the daily reproduction of adult workers' ability to work, through provision of rest, recreation and food in clean and healthy surroundings, with healthcare if needed, and secondly by the birthing, care and long-term socialization of children, i.e. future workers. As the pandemic has shown, where this critical sub-structure of all communities is over-stretched and crumbles, the effects are devastating. Above all, the pandemic has demonstrated that long-term maldistribution of resources to this sector, very often caused or rationalized by discriminatory attitudes towards women, creates social and economic inefficiencies that distort development and growth, and undermine resilience.
18. This is why women are uniquely central to urban development. They not only constitute half the population, with a distinct set of rights that, if fully implemented, would protect them from disadvantage; in addition, they have unique capabilities and responsibilities that drive social cohesion and productivity, and must be supported if cities are to thrive.
19. Urban contexts that support a well-functioning care economy (and therefore women), such as walkable neighborhoods, short distances, pedestrian and bicycle access, public transport, decent jobs, local provision of services, public safety, protection of local food exchanges and micro-agriculture, and of natural open spaces, are also major contributors to all forms of social inclusion, poverty reduction, energy conservation, environmental concerns and general urban well-being.
20. Building stronger resilience to public health and other disasters is contingent upon adequate resourcing of the sectors in which women predominate, which in turn presupposes an end to gender discrimination. It enables a community to amplify the solutions that (mainly) women themselves are already developing and practicing. This is a critical point: women have been central to community-based organization in response to the pandemic, as in other areas, compensating for investment shortfalls. Investment in all aspects of the Care Economy would greatly strengthen community resilience, as well as benefiting women and their families directly.
21. Gender-responsive urban development therefore places cities and urban settlements on a fast track to resilient and sustainable development and achievement of the 2030 Agenda. While the GPP addresses organizational and programme priorities for gender quality, the methods and approaches proposed will also advance all forms of rights-based social inclusion. Only the specific thematic goals have to be inserted, and their corresponding normative frameworks.

## B. Drivers of Gender-responsive Change in Urbanization

22. The New Urban Agenda identifies four fundamental drivers of change that shape results in urbanization: policy and legislation; urban planning and design; governance; and financing mechanisms. Each of these shapes the UN-Habitat Strategic Plan 2020-23. The sections below illustrate how gender-mainstreaming can be ensured within each of these drivers of change.

### Policy and Legislation Fully Reflect Global Norms and Standards on all Forms of Social Inclusion

23. UN-Habitat will support its national and sub-national partners to reflect global gender norms and treaties in its urban policy making, fostering a primary commitment and capacity to consult with all involved communities, and with all sub-groups within communities such as women, youth and those with disabilities.
24. In this way policy-makers can be more certain that urban development responds to the known needs of communities, and draws on growing collective capacity, including the capacity of women and women's organizations, to consult, develop solutions and share knowledge and good practice.
25. These norms and standards include CEDAW and all other human rights conventions and treaties that govern social inclusion of all kinds, ensuring that no one is left behind in urban development. It is critical that all legislation and regulation recognize that in each community left behind by development, women are likely to be left furthest behind. Law and regulation based on gender-responsive policy frameworks can identify and require remedial action for shortfall in response to women's needs, and support municipalities to ensure inclusion of women, youth, the disabled, and excluded, migrant and displaced populations in all urban planning, policymaking, implementation, review and evaluation.
26. On the other hand, where there is shortfall at the level of national policy, UN-Habitat will encourage local authorities to adopt these norms and standards nevertheless in their own planning, implementation and regulation, based on the potential of these instruments to generate inclusion, equality and overall urban stability.

### Urban Planning and Design are Rights-based and Socially Inclusive

27. UN-Habitat will continue to promote spatial planning and design of cities that contribute to urban sustainability, social inclusion and gender equality. It will support partners in urban development and human settlements to develop and adjust their own mainstreaming strategies, so that they embody increasingly egalitarian, inclusive and rights-based values, and promote choice and opportunity for all, including women and girls.
28. Based on the transformative commitment of the New Urban Agenda, urban planning and design should: support women and girls to participate meaningfully and effectively in decision-making; guarantee tenure security and adequate housing for women and girls; ensure access to basic services that are responsive to the needs and rights of women and girls; promote well-designed and safe public spaces that are accessible to all and free from crime and violence, including sexual harassment and gender-based violence.
29. Historically, women have been excluded from urban planning decisions and land ownership and management. City designs and planning often fails to recognize the complex and unequal relations between men and women. A gender-sensitive approach to urban planning and design is central to creating inclusive cities while respecting the human rights of women and men of all ages and diverse backgrounds.

### Urban Governance is Rights-based and Socially Inclusive

30. UN-Habitat is at the forefront of promoting consultative and inclusive forms of urban governance, so that all communities and their representatives are actively involved in urban renewal, regulation, planning, administration and service provision. It will aim to find pathways through competing interests to advance coherent application of global standards of sound, gender-equitable local governance.
31. All urban institutions and governance structures must be regarded as inadequate if they are unable to take account of gender differences. Ignoring the differing needs of men and women across all urban communities results in poor overall results and waste of resources, and, at worst, in generalized disadvantage and higher levels of instability and violence. Active commitment to gender equality is a marker for more livable cities in general.

32. Thus, urban governance is a powerful instrument for achievement of the SDGs, including SDG 5 and the gender targets of other SDGs, when it fosters the participation of, and is accountable to, all communities: such governance is likely to be environmentally friendly, transparent, efficient, equitable and inclusive when all communities are involved in urban governance.

#### **Financing Mechanisms are Rights based and Socially Inclusive**

33. UN-Habitat will support urban partners to ensure that both locally-derived and external financial flows advance gender equality, and the 2030 Agenda.
34. Urban authorities will be encouraged to ensure that investments and finance flows are not conditional on limitations of legal frameworks, regulations or services that protect the rights of women and all disadvantaged or excluded groups. Such protections may include: labour laws, environmental regulations, usufruct rights to natural resources and other commons, or access to legal advice or public services.
35. UN-Habitat will also support urban authorities to consult with women's groups about the economic and social impacts of proposed investments, and to advance gender budgeting in the management of their own finances so that disbursements that benefit women can be tracked and reported upon.

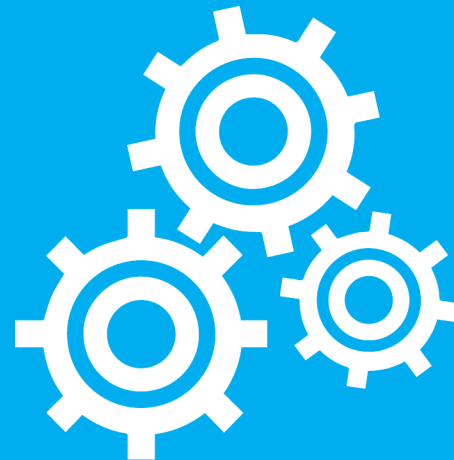
36. There is a growing "ecology" of funders committed to ensuring that a larger proportion of the bilateral and multi-lateral funding of gender equality programmes actually reaches women and women's organizations. According to the Association for Women in Development (AWID), only 1% of the \$US 1 billion official development assistance allocated to gender equality between 2017 and 2019 reached grassroots or feminist women's organizations. The rest either went to mainstream global organizations and governments or stayed within development organizations themselves.<sup>13</sup> UN-Habitat is committed to understanding the current landscape of funding for gender equality and strengthening the capacity of urban administrations to adopt more inclusive funding modalities.

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<sup>13</sup> Association for Women in Development (AWID), *Mama Cash and Count Me In Consortium (2020), Moving More Money to the Drivers of Change: How Bilateral and Multilateral Funders Can Resource Feminist Movements*. Accessed on 13 July 2021 at: [https://www.mamacash.org/media/publications/movingmoremoney\\_mama\\_cash\\_awid\\_cmi.pdf](https://www.mamacash.org/media/publications/movingmoremoney_mama_cash_awid_cmi.pdf)



# Theory of Change



## Goal

37. By 2023, gender equality considerations are mainstreamed across UN Habitat's work.

## Outcomes (Expected Accomplishments):

38. Outcome 1: Gender programming and results are demonstrated in all urban development work supported by UN-Habitat, solidly based upon and fully expressing of the global human rights framework, including all the human rights of women and girls.
39. Outcome 2: Gender equality is expressed in UN-Habitat organization systems, structures and processes with emphasis on a fully rights-based and inclusive approach to urban development, resources, capacity and accountability.

## Social Inclusion: The Principal Driver of Change in Urbanization that Leaves No One Behind

40. UN-Habitat will harness the following drivers of change (fully described in Section 1) to achieve its dual outcomes (Expected Accomplishments):
- Policy and legislation that fully reflect global norms and standards on all forms of social inclusion;
  - Rights-based and socially inclusive urban planning and design;
  - Rights-based and socially inclusive urban governance; and
  - Rights based and socially inclusive financing mechanisms.

## Assumptions/Preconditions:

41. Achievement of these two outcomes is contingent upon five critical preconditions:
- Strong leadership and commitment of Senior Management across the house to actively champion the GPP, provide personnel with the needed gender-mainstreaming capacity and hold themselves and their staff accountable for the inclusion of women's rights and gender equality considerations in their work;
  - Senior Management address the organizational constraints

to gender-mainstreaming identified by the Gender Evaluation and summarized in paragraph 44, with particular attention to improved communication flows, including development of a functioning monitoring and reporting system capable of tracking gender indicators and disbursements, and reporting them through its formal channels;

- All personnel are well-informed of the gender equality dimensions of their work through effective capacity development and knowledge-sharing;
- The Executive Board and Senior Management mobilize sufficient resources to address the limited financing for gender equality at present; and
- There are extra efforts to address limited gender-mainstreaming data and capacity in UN-Habitat.

## Hypothesis/The Theory

42. If resources are mobilized and the UN-Habitat governing bodies, including its Executive Board and Senior Management, ensure application of policies, resolutions and the global norms on gender equality, then UN-Habitat will undertake all the institutional actions described in Section 3, fully informed by the rights-based and socially inclusive drivers of change described in Section 1 and the expertise of a range of partners, including urban women themselves. UN-Habitat will thus be able to achieve its designated outcomes of integrating gender throughout the programmatic work of UN-Habitat and in organizational systems, which will ultimately result in gender equality considerations being mainstreamed across UN-Habitat's work.

## The Human Rights Based Approach to Gender Equality Results in Urbanization

Contradictions between planning regulations and human rights provisions can result in violations such as illegal evictions, attacking the very foundation of care work (the home). Here UN-Habitat's insistence on rights-based planning processes, including training curriculae, can be critical.

It is important that all UN-Habitat programmes and policies are based upon, and promote, a strengthened role for women's human rights in urbanization. The global human rights framework is the departure point for gender-responsive urbanization, providing pathways to integrate gender concerns, in all their complexity, in development planning and administration.

These pathways, identified through consultation under the Human Rights-based Approach, can ensure that women's lived experience, and especially their central role in all community and domestic systems and processes, shape UN-Habitat's interventions.

In leveraging this framework, UN-Habitat can importantly draw on the work of UN Treaty Bodies, such as the Committee on CEDAW, and UN Special Rapporteurs such as the Special Rapporteur on Adequate Housing and the Special Rapporteur on Human Rights and the Environment. Where countries have not acceded to any specific measure, city authorities may nevertheless choose to do so, and UN-Habitat will promote this.

As the principal route to "leaving no one behind", this human rights and normative framework facilitates the balance that must be struck between 'macro' issues of political economy and globalization and the 'micro' level daily struggle against poverty, inequality, insecurity and vulnerability by women at the grassroots. The human rights and normative framework must be seen as both the preventative bridge and the antidote to people being left behind.<sup>14</sup> There is need for knowledge-based approaches to urbanization that can transform rights-based interactions into genuinely inclusive and gender-responsive programming, demonstrably responsive to actual need. Women's absolutely critical unpaid or low-paid work in the "care economy" is the principal mediating factor between the "macro"

issues of urban development and the "micro" dimensions of family and community life. It is a major determinant of the collective experience of entire communities, not just the women themselves, and therefore determines the outcomes of development interventions. It must be central to all urban development planning and implementation.

These linkages between human rights and care work are key to the questions of equality and poverty addressed under the UN-Habitat Strategic Plan 2020-23 Domains of Change 1 and 3. They become even more central in the situations of climate and civil upheaval, conflict and disaster, addressed under Domains of Change 3 and 4. Not only are women at the forefront of delivering emergency response and care during environmental and climate related emergencies, pandemics, conflicts and other disasters, their relative insecurity and vulnerability undermines community resilience to all such crises.

Thus, climate action and crisis prevention must include women at the decision-making table. UN-Habitat must support cities in developing gendered analysis and strategies identifying the needs, interests and roles of women, as well as men. It is no longer appropriate, even in the heat of emergency, to assume that emergency response needs are the same for women and men: planning must take account of specific gender concerns, and in particular acknowledge that addressing women's needs is the single most effective means of protecting the sustainability of the care work that continues to be essential, in fact even more essential, during emergencies.

There is great need for stronger collaboration by UN-Habitat along the humanitarian-development-peace (HDP) Nexus, and strong working partnerships with sister entities working on the gendered dimensions of crisis, resilience and sustainability, such as UN Women, OHCHR and UNEP.

A further need is for partnership in the area of new technologies and data inclusion. Here UN-Habitat's Cities for Digital Rights is critical. There is need to connect the dots across all such movements, and not reinvent the wheel as we enter these emerging development arenas.

Finally, there is need to apply a rights-based approach to collecting and disseminating data, and support efforts to institutionalize citywide databases in ways that promotes equitable and consultative relationships between local governments and communities. There are many examples of communities collecting data for negotiations with

<sup>14</sup> Elson, D, 2018. *Push No-One Behind*. UNDESA Committee for Development Policy (CDP)

local government on developments such as slum upgrading, land and housing rights. These could be leveraged. Both sex-disaggregated data and gender specific statistics are needed to reflect realities and thus shape adequate policy response. The SDGs and the New Urban Agenda offer many opportunities to invest in the generation of such data. We cannot afford to miss this opportunity: UN-Habitat must ensure the generation of data and statistics to inform gender-responsive planning and policy decisions.

UN-Habitat 2020. EGM Series on Inclusive Urbanization Consolidated Report.  
Summary of Gender Meeting May 27-28 2020

43. The UN-Habitat Executive Director and Senior Management will ensure several institutional arrangements as pre-conditions for achievement of its two programme goals to:
  - Deliver its gender-mainstreaming outcomes 2020-2023 more efficiently; and
  - Develop and implement a rights-based, gender-responsive and socially inclusive strategic plan for the next cycle, and corresponding GPP, and realize its corporate vision to the full.
44. These steps are aligned with the UN SWAP, representing well-tried methods to achieve gender equality results.
45. Section 3 describes the specific steps that UN-Habitat, in particular its senior management, will take to ensure that these institutional arrangements are in place.

# Institutional Arrangements



## A. Transformative Leadership

### Lead Office: Office of the Executive Director

#### Pro-Active Championship of Gender Mainstreaming

46. Successful accomplishment of the GPP depends upon its pro-active championship by the Executive Board, the Executive Director and her office, and all senior management.
47. This will comprise active internal and external advocacy on gender in urbanization, pro-active engagement in resource mobilization for gender programming, active support to gender focal points, insistence on accountability for gender-mainstreaming in all performance appraisal processes, and establishment of an enabling organizational culture or working environment in which silos are minimized, and knowledge and information flows readily.
48. Women's rights and gender equality considerations, along with all other aspects of social inclusion, will be integrated from the outset in the process of preparing the next Strategic Plan.

#### Indicators: (SWAP 7)

- » Senior Managers actively champion gender issues internally and externally
- » Senior managers actively promote lesson-learning and course correction to fill any gaps or shortcomings identified during programme monitoring (Section 4.E), including resource allocation and disbursement (Section 4.F), or SWAP reporting.

#### An Enabling Organizational Culture

49. A positive and supporting organizational culture for all personnel has been repeatedly identified as a key enabler in the promotion of gender equality results, and its absence an obstacle. This will be demonstrated by:
  - a. The extent to which decision-making involves all personnel with relevant expertise (irrespective of rank, grade or opinion), including GFPs, so that decision-making takes account of the relevant gender analysis; and
  - b. The ways in which power and information flows around the organization through formal and mostly informal channels,

and especially how far those with responsibility for gender-mainstreaming are looped into these formal and informal networks.

50. UN-Habitat senior management will initiate a process to identify those aspects of its culture that tend to constrain inclusive approaches to development, such as gender-mainstreaming, and generate alternative ways of doing business. See also Section 4F.

#### Indicators: (SWAP 13)

- » The organizational culture fully supports the achievement of gender equality results.
- » An organizational audit, such as that developed by ILO, is undertaken to identify any shortfalls or obstacles to gender-mainstreaming in the organizational culture.

## B. Financial Resource Mobilization

### Lead offices: The Office of the Executive Director and the External Relations, Strategy, Knowledge and Innovation (ERSKI) Division

51. UN-Habitat senior management will mobilize the Executive Board, the Committee of Permanent Representatives and the UN-Habitat Assembly to give substance to the 2019 Assembly resolution on gender, confirming their commitment to making the resolution's provision a reality, globally and in their home countries.<sup>15</sup>
52. The ERSKI Division will develop a resource mobilization plan to achieve the above goal. The plan will include:
  - a. A minimum of two additional posts in the HRSI Unit, to be encumbered by people with proven track record and expertise in gender-mainstreaming;
  - b. Funding for research and consultation;
  - c. Provision of detailed "how to" support to HQ, regional and country offices;
  - d. Capacity development planning and delivery;
  - e. Development of a Gender Monitoring Dashboard to track, record and report upon gender equality results;
  - f. Development of an enhanced knowledge management platform on gender issues in sustainable urbanization;

<sup>15</sup> UNHA resolution 1/4 of 2019



Cuban women involved in urban development in Maisí, Cuba, © UN-Habitat

- g. Dedicated resources to fill gender gaps identified through programme monitoring; and
  - h. Other issues that may be identified.
53. Where possible replication of the Afghanistan country model, including funding of gender advisor post by a member state or main project donor, would be an effective option.
54. Success for the resource mobilization will be enhanced by the development of robust mechanisms to monitor and report upon overall programme results described elsewhere, and to track and report upon budget allocation and disbursement to project activities, demonstrating sound investment by donors.

#### Indicators

Resource mobilization plan operational, including the following elements:

- » Annual calculation and reporting on the actual disbursement of funds to gender equality and women's empowerment.
- » The results of financial resource tracking are used as a resource and influence the development of subsequent Strategic Plans and GPPs.

### C. Gender-responsive Performance Management.

#### Lead office: Office for Human Resources

55. Accountability for implementing the GPP cascades from senior management to all personnel via the e-Performance Assessment, or ePAS. In view of this, and to ensure the achievement of results, OHR will:
- a. Ensure that its staff values and required competencies include commitment to GEWE as a basis for recruitment and performance management;
  - b. Recruit and promote all personnel on the basis of the above values. To this end recruitment and promotion interview panels will be gender-balanced and have the ability to assess commitment to corporate GEWE values and the capacity to implement them;
  - c. Ensure through active monitoring of the ePerformance mechanism, that all personnel at the level of P4 and above include at least one gender-related output, with corresponding success criteria in their workplan;

- d. Ensure that all line managers assess this output and adherence to UN-Habitat values via the ePerformance mechanism.

#### Indicators: (SWAP 8)

- » UN-Habitat core competencies include gender-mainstreaming capacity, and staff are assessed for their contributions to GPP in ePas.

### D. A Robust and Well-funded Gender Architecture

#### Lead office: Office of the Executive Director, all branch, section and unit heads.

56. The Gender Architecture comprises the Executive Director, who is ultimately responsible, the directors of each division who are responsible for gender-mainstreaming by their staff in the context of their respective division mandates, the Human Rights and Social Inclusion Unit (HRSI) Unit, and all GFPs under the coordination of a Senior Manager, collaborating with each other as a team, sharing experience and advice.
57. As gender issues in urbanization permeate all aspects UN-Habitat's work, they must therefore be addressed by all parts of the house (including strategic direction, capacity development, external relations, resource mobilization, programming and human resources).
58. In addition, the Executive Director's Advisory Group on Gender Issues (AGGI) will advise the Executive Director on the pathways for successful accomplishment of this Policy and Plan, and other issues related to the goals of gender equality and women's empowerment in urban development and human settlements. As such it is also an external partner to the HRSI Unit, which also acts as Secretariat to AGGI (see Section 4.G).
59. The HRSI Unit will act as a coordination and support entity on gender-mainstreaming for the entire organization, providing knowledge leadership, helping to bring issues of gender equality and women's empowerment into internal and external policy dialogue on urban issues, providing technical advice and guidance to colleagues, both managers and staff, in all units of the house and advancing the organization's public profile on women's rights and gender equality in urbanization.



60. UN-Habitat will designate at least one gender focal point (GFP) at the minimum level of P4 or equivalent, in each Section, Unit or Branch that has responsibility under this GPP at Headquarters, in Regional Offices, Country, Programme and Project Offices.<sup>16</sup> Their line managers will have responsibility to set targets and deliverables in support of the GPP within their specific area of work, in collaboration with the whole Gender Team. Where appropriate, Junior Professional Officers and partial secondment from sister entities may be used to fill this function.
61. Note that the Gender Focal Point function is a support and advisory function only. Gender Focal Points cannot be assigned sole responsibility for all gender-related activity in their respective units. Nor does HRSI Unit have sole responsibility across the house. Where this happens, gender-mainstreaming is, by definition, inhibited. The ultimate responsibility for gender-mainstreaming in each unit resides with the manager of that unit, and each member of staff is responsible for contributing to organizational goals for gender equality and the empowerment of women, in ways that are appropriate to their own work. The gender focal points provide knowledge leadership and technical support.
62. The following criteria will govern the work of the GFPs:
- They will be provided with specific terms of reference for their gender-mainstreaming functions, commensurate with the available budget and the available time;
  - To the extent possible, and progressively through the programme cycle, UN-HABITAT will seek to appoint personnel at the level of P4 and above to this responsibility.
  - Where it is not possible to assign a P4 staff member to the GFP function, a member of the unit management will be appointed as "senior GFP" to actively champion and support a more junior staff member, chair meetings and generally ensure that

the GFP assignment is successful. The Strategic Plan Steering Committee will monitor this.

- A minimum of 20% of GFP time will be allocated to this area of responsibility for a P4 level GFP, and a more junior person providing technical support to a senior GFP
- Whether or not the GFP function is assigned to a P4 staff member, in larger units it may be optimal to designate both senior and junior GFPs, according to the UNDP experience, which is widely regarded as good practice.<sup>17</sup>
- Where there are several GFPs in an Office, Branch or Project, they will collaborate with each other as a team, under the coordination of the most senior member, or their unit chief, as appropriate.

#### Indicators

- » GFPs are appointed at Headquarters, regional and country levels who are at the level of p3 equivalent or above, with terms of reference and 20 % of their time dedicated to gender-mainstreaming activities.
- » Specific funds are ear-marked to support the gender focal point team.
- » The HRSI Unit is fully resourced to provide adequate support to the network.

<sup>17</sup> UNDP 2006 Evaluation of Gender-mainstreaming in UNDP.

<sup>16</sup> The UN-SWAP requirement for gender focal point status is that they be appointed at the level P4 and above, so that they can participate in the key decision-making processes of the office concerned, and gender equality and women's empowerment can be pursued from the centre rather than the margins of the organization. Where staff and resource constraints prevent the appointment of a staff member of sufficient seniority, management is urged to recognize the spirit and necessity of this requirement and assign responsibility for gender-mainstreaming to a senior staff member, with technical support from a more junior staff member. See paragraph 80

## E. Cross-house Gender-mainstreaming Capacity

### Lead Office: Capacity Development and Training Unit

#### Capacity Assessment

63. The Capacity Development and Training Unit, in collaboration with the Human Resource Office, as appropriate, will undertake an organization-wide assessment of staff capacity development needs for gender mainstreaming, to be updated every three years.
64. Its purpose will be to enhance the gender-transformative capabilities of personnel, with meaningful content directly related to the work on participants' desks, and monitored for impact and result.

#### Indicators:

- » An entity-wide assessment of the gender-mainstreaming capacity of all relevant personnel at HQ, regional and country levels completed and regularly updated; and
- » A fully costed capacity development plan is established or updated every three years and funded.

#### Capacity Development

65. UN-Habitat will resource and field regular mandatory training on gender-mainstreaming for all relevant personnel, including senior management, with form and content appropriate to their role in gender-mainstreaming in urbanization processes, in accordance with the above-referenced capacity development plan.
66. This will include capacity development by the HRSI Unit through the communities of practice.
67. UN-Habitat will progressively review all its training programmes with a view to integrating guidance on the promotion of gender equality and the empowerment of women.
68. In particular, training in the development of gender-responsive result statements, outputs, expected accomplishments and corresponding indicators will be urgently developed. The outcomes of this training will be monitored to ensure that they demonstrate the necessity for gender-focused implementation in sustainable, inclusive and equitable urbanization.

#### UN SWAP Indicators

- » At least one major training event in gender-mainstreaming every three years.
- » Tailored learning on gender-mainstreaming for senior managers during orientation.

## F. Communication and Knowledge Management

### Lead Office: External Relations, Strategy, Knowledge and Innovation Division (ERSKI)

69. UN-Habitat, led by the ED with the support of the HRSI and with the active engagement, championship and advocacy of senior management, will develop a culture of intellectual engagement with the challenges of gender-mainstreaming; of dialogue and knowledge-sharing concerning its various dimensions, contradictions and challenges, through which the overall level of understanding will be raised, and capacity developed.
70. Drawing in large part on information derived from the Environment and Social Safeguards System (ESSS), and from monitoring and evaluation reports and wider access to relevant gender analysis, this knowledge culture will be advanced through:
  - a. A knowledge bank of good practices, up to date guidelines and knowledge products. Include links to global data sets to show gender-related trends in urbanization. Identify which guidelines/tools need to be updated, and plan for this through a consultation process with users.
  - b. A community of practice among internal and external gender experts and organizations that can offer implementation advice to enhance UN-Habitat's gender-mainstreaming capabilities and as part of building gender-focused sustainable urbanization in various country contexts. Ensure tight coordination and management to link requested support to relevant expertise via on-line platforms. Advertise the service and monitor use. Offer learning and dialogue spaces/platforms for people from both groups as well as those receiving support.
  - c. UN-Habitat's flagship reports, such as the World Cities Report, and those addressing thematic and sectoral priorities, will include gender analysis, and explicitly address progress towards, and challenges to, gender equality and women's empowerment.

- d. The ERSKI Division will upgrade the UN-Habitat gender-related digital presence through a regularly updated website and portal for public information on gender issues in urbanization, and active social media campaign.

#### Indicators:

- » A knowledge bank or hub is established so that knowledge on GEWE in urbanization, including lessons learned from project monitoring, is systematically documented and publicly shared,
- » The UN-Habitat Communications Plan includes attention to gender issues as an integral component of internal and external communication;
- » UN-Habitat is actively involved in an inter-agency community of practice on GEWE in urbanization.

## 6. Programme Coherence

**Responsible Offices:** ERSKI Division, Global Solutions Division (GSD), Regional Programmes Division (RPD)

#### Inter-Agency Coordination

- 71. Under the leadership of the Executive Director and the Directors of the ERSKI, GSD and RPD, UN-Habitat will participate systematically in global, regional and country level inter-agency coordination mechanisms on gender equality and the empowerment of women, including:
  - a. The Inter-Agency Network on Women and Gender Equality (IANGWE);
  - b. The Commission on the Status of Women (CSW); and
  - c. United Nations Country Teams (UNCT's – especially their Gender Task Teams – GTTs).
- 72. UN-Habitat will seek a renewed and reinvigorated relationship with UN-Women based on the organizational re-set suggested in this policy and plan and resulting revitalized gender-mainstreaming in the Strategic Plan for the next cycle. In this context UN-Habitat will approach UN Women with a proposal for collaboration.

#### Partnerships

- 73. Successful implementation of this Policy and Plan is contingent upon partnership and joint programmes with both sister entities of the UN system and civil society and community-based organizations (CSOs and CBOs).
- 74. UN-Habitat will actively seek implementation partners that have a demonstrated commitment to gender equality and women's empowerment, and the competence to pursue gender-related project outputs and outcomes actively.
- 75. In particular, UN-Habitat will seek to reinvigorate its relationship with UN Women, as described above, and with AGGI, as described below.
- 76. UN-Habitat will bring a gender equality perspective to the dialogue of the principal global bodies collaborating to advance urban development and human settlement matters,<sup>18</sup> while ensuring the inclusion of urban development and human settlement issues in policy dialogue and action on gender equality and the empowerment of women.

#### The UN-Habitat Advisory Group on Gender Issues (AGGI)

- 77. Among the most important partners for UN-Habitat's work are the people who occupy the towns and cities it serves. In most urban settings women make major, and usually the principal, contributions to community life, and are already developing collective solutions to community problems. These need to be taken specifically into account, as do any distinct needs of men and boys.
- 78. UN-Habitat is therefore privileged to have a unique advisory group of global urban activists and professionals, academics and politicians who donate their expertise and knowledge of women's roles, experiences, challenges and needs in urbanization. UN-Habitat is greatly strengthened by this relationship.
- 79. The UN-Habitat Advisory Group on Gender Issues (AGGI) was founded in 2012 following a resolution adopted by the then Governing Council (now Habitat Assembly), initiated by the

<sup>18</sup> Such bodies might include: United Cities and Local Governments (UCLG); Metropolis, the international network of cities, (both based in Barcelona); the World Association of Cities and Local Authorities (WACLAC); the United Nations Advisory Committee of Local Authorities (UNACLA); the Council of European Municipalities and Regions (CEMR); the World Conference of Mayors; and others.

Huairou Commission and its member networks in collaboration with the governments of Ghana, Norway, Tanzania and Zambia. Following its own foundation that year UN Women also played a key supporting and advisory role. AGGI representatives are all strong professionals with excellent experience to offer.

80. Over the past decade AGGI has participated in five Expert Group Meetings on gender in urban settlements and contributed its expertise at numerous global, regional and national conferences on urban issues. It has also participated in capacity building workshops. It has been active in policy dialogue, supporting the preparation of several Advisory Board resolutions, and also the declarations resulting from all World Urban Forums.<sup>19</sup>
81. AGGI brings the following advantages to UN-Habitat:
- Experience and excellence in networking and campaigning for human rights, especially women's rights in urbanization;
  - Connection with urban communities, networks and activists that can strengthen UN-Habitat results, and help to ensure that UN-Habitat interventions are well-focused on the actual needs of grassroots communities; and
  - Authenticity and a potential credibility that is unique in the UN development system.
82. In return, UN Habitat offers AGGI:
- Opportunity to influence the direction of global urban policy;
  - A higher profile for their organizations and for women's and men's rights in urbanization, including by inclusion on the UN-Habitat website;
  - Space to participate in important global, regional and national meetings.

<sup>19</sup> For further information on AGGI activities, see AGGI (2021) *Consolidated Annual Reports 2012-2021*.

83. UN-Habitat will revitalize this critical relationship so that its AGGI's purpose is clear: to advise the Executive Director on a range of policy and programme issues, as may be decided at an annual planning meeting with the Office of the Executive Director.

**Indicators:**

- » UN-Habitat participates consistently in inter-agency coordination mechanisms on gender;
  - » UN-Habitat participates in the UN-SWAP peer review process and supports implementation of at least performance indicators in another entity;
  - » A revitalized AGGI and its consistent engagement with the Executive Director.
84. Drawing on the above-described institutional arrangements, programme managers and others will take direct steps to achieve stronger gender equality results towards its two over-arching goals.





Participants at the WUF 10 concert © UN-Habitat

# Gender-responsive Programme Results



## A. Enhanced Current Programmes

### Enhanced Flagship Programmes

#### Lead Offices: Flagship Programme Managers

85. All projects and programmes shall include at least one outcome, and its corresponding targets and indicator(s), that addresses gender equality considerations in urbanization.
86. Where possible, amendments to existing programmes will be made through a re-focusing of existing outcomes, a new articulation of gender-related activities that may already be underway, but not yet expressed as outcomes, or by inclusion of new programme outcomes.
87. All programmes and projects will take account of the provisions of ESSS Social Inclusion Issue 2 – Gender Equality.<sup>20</sup>

#### Indicator: (SWAP 7)

- » UN Programmes make a significant contribution to gender equality.

## B: Gender-responsive Strategic Plan

### Lead Offices: External Relations, Strategy, Knowledge and Innovation Division (ERSKI); Global Solutions Division (GSD)

88. By the end of preparations for the next Strategic Plan<sup>21</sup> ERSKI, in collaboration from the outset with GSD, will have led a consultative process, resulting in a fully gender-inclusive Strategic Plan that draws on:
  - The findings of the final evaluations of the SP and the GPP 2020-23 (see section 4.D);
  - Gender analysis and data collected by a Gender Monitoring Dashboard and Gender Knowledge Bank also discussed below (Sections 4.E and 3F), with particular attention to lessons learned from the ESSS process and other organizational monitoring mechanisms;

- Consultation on social inclusion with all parts of the house; and
- Consultations with AGGI and other partners with knowledge of gender issues.

#### Indicators. (SWAP 1)

- » The next Strategic Plan will include at least one gender-specific high-level outcome, expected accomplishment or Domain of Change, and at least one specific indicator on gender equality and women's empowerment.
- » All other Outcomes will have at least one gender target.

## C. Development of the GPP for the next Strategic Plan cycle<sup>22</sup>

89. By the end of the current planning cycle, ERSKI and GSD will have jointly developed the GPP for the next cycle in tandem with the Strategic Plan (SP). This GPP will elaborate in greater detail how the SPs gender equality outcomes will be achieved through the Flagship programmes and regional gender plans, measured against SDG gender targets and indicators.
90. Like the SP, it will draw directly on the Gender Monitoring Dashboard and Gender Knowledge Bank information (see Section 3E and 4F).
91. The GPP will specify the gender-mainstreaming programme outcomes and institutional arrangements required to meet the GEWE dimensions of the SP Outcomes, as these may be defined. Its outcomes will contribute to the gender equality dimensions of the SP Outputs.
92. The GPP will be monitored by the principal corporate tracking, monitoring and reporting procedures, alongside the SP, of which it is an adjunct.

#### Indicator: (SWAP 6)

- » The next cycle GPP fully aligned with the corresponding Strategic Plan.

<sup>20</sup> UN-Habitat Environmental and Social Safeguards System 3.0. 2021.

<sup>21</sup> At time of writing, the date for commencement of the next cycle had not been set.

<sup>22</sup> Ibid



## D: Gender-responsive Evaluation and Audit

### Lead Office: Independent Evaluation Office

93. All UN-Habitat evaluations will continue to be designed and conducted in accordance with United Nations norms and standards, which incorporate a gender perspective.<sup>23</sup>
94. Implementation of the UN-Habitat GPP will be evaluated at least once in the programme cycle to assess the extent to which the intended objectives have been achieved, with the intent of learning lessons, informing decision-making and improving performance.

#### Indicators: (SWAP 4)

- » All evaluations comply with UNEG gender norms and standards.
- » Terminal evaluation of the current GPP completed by 4<sup>th</sup> quarter of the year prior to the end of the current cycle.<sup>24</sup>

#### Indicator: (SWAP 5)

- » Based on risk assessments at engagement level, internal audit departments have developed tools for auditing gender equality and the empowerment of women related issues (e.g. policy compliance, quality of reporting etc.) and apply these as appropriate in all relevant audit phases.

## E. A Gender Monitoring Dashboard

### Lead Office: Strategic Planning and Monitoring Branch (SPMB)

95. Subject to the availability of resources, the SPMB will develop a Gender Monitoring Dashboard, collect and disseminate gender results linked to an appropriate UN monitoring and reporting system (such as UN-INFO).
96. SPMB, with the HRSI Unit will develop a single central bank of disaggregated, socially inclusive and gender indicators that are relevant across UN-Habitat normative and programme functions. This will be updated as necessary for accessible use in all future

<sup>23</sup> United Nations Evaluation Group (UNEG) 2005. *Standards for Evaluation in the United Nations System and Norms for Evaluation in the United Nations System*.

<sup>24</sup> At time of writing, the commencement of the next cycle was under discussion.

strategic planning and programme monitoring.

97. This dashboard will be designed to capture gender-related information from the annual UN-SWAP report, the use of the UNSDG Gender Equality Marker<sup>25</sup> and data derived from the UN-Habitat Environment and Social Safeguards System, as discussed elsewhere in this GPP.

#### Indicators:

A gender-responsive monitoring mechanism, including a single set of gender indicators that is relevant across UN-Habitat normative and programme functions, is developed and operational, resulting in:

- » All reports to the Executive Board include UN-Habitat contributions to SDG 5, and all SDG gender target.
- » Systematic use of sex-disaggregated data in all reporting on the SP.
- » Biennial report to the Executive Board on implementation of the GPP.

## F. A Financial Resource Allocation and Tracking Mechanism

### Lead Office: Knowledge and Innovation Branch, with HRSI

98. The annual work-planning process at all levels will include financial allocations to gender equality targets, reported to UN-INFO, using the established UNSDG Gender Marker codes. Similar reporting of end-year assessment of actual disbursements will also be undertaken and reported to UN-INFO.

#### Indicators:

- » The UNSDG GEM is systematically used to track budget allocations to gender targets.
- » Gaps and opportunities for improved budget allocation revealed by the tracking mechanism influence future allocations.
- » The annual financial benchmarks for disbursement to gender equality targets are at least met.

<sup>25</sup> Which monitors UN-Habitat project and programme resource allocations and disbursement. See Section 4F.

### Responsible Unit: Management Advisory and Compliance Service (MACS)

99. UN-Habitat will accelerate progress towards gender parity at senior management and decision-making levels not only as a matter of organizational adherence to men's and women's equal employment rights, but also as an outcome, and a clear indicator, of an organizational environment in which equal rights, non-discrimination and gender equality are practiced and facilitated.
100. MACS will prepare and monitor a Policy and Plan on Gender Parity, defining specific goals and benchmarks according to the prescribed formula, for the achievement of gender parity among all personnel, especially among personnel at the P5 and above levels, before the end of 2022.
101. MACS will review and amend its recruitment and promotion mechanisms, where necessary and in consultation with the GCSU, so that progress towards this goal can be accelerated.
102. Senior managers will demonstrate leadership and public championship of the organization's commitment to gender parity, and play an active role in implementing it through the recruitment, performance appraisal and promotion mechanisms, and implementing the policies, rules and regulations cited in paragraph 94.<sup>26</sup> They do this in recognition that gender parity cannot be achieved on the basis of numerical targets alone, but is

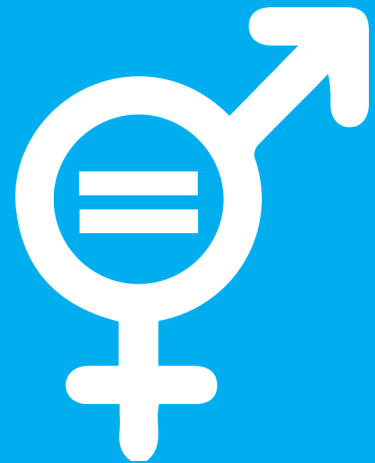
the inevitable outcome of an enabling organizational culture and environment.

#### Indicators:

- » Gender parity plan in place and operational.
- » Achievement of gender parity at all levels and all bodies associated with UN-Habitat, within the timeline indicated in the plan.

<sup>26</sup> Including through: mentoring junior personnel and preparing them for management on an equal footing with male personnel; coaching female candidates; ensuring that recruitment and promotion panels are themselves gender-balanced; actively seeking out female candidates; creating work-life balance; promoting and advocating uptake of UN-system. The UNICEF Policy on Gender Parity has extensive guidance on this issue.

# **Gender Parity within UN-Habitat**



# Annexes

## Annex I: Selected terminology

**Care work** consists of two overlapping activities: direct, personal and relational care activities, such as feeding a baby or nursing an ill partner; and indirect care activities, such as cooking and cleaning. Unpaid care work is care work provided without a monetary reward by unpaid carers. Unpaid care is considered as work and is thus a crucial dimension of the world of work. Paid care work is performed for pay or profit. Care workers comprise a wide range of personal service workers, such as nurses, teachers, doctors and personal care workers. Domestic workers, who provide both direct and indirect care in households, are also part of the care workforce.<sup>27</sup>

**Gender:** Refers to the social attributes and opportunities associated with being male and female and the relationships between women and men and girls and boys, as well as the relations between women and those between men. These attributes, opportunities and relationships are socially constructed and are learned through socialization processes. They are context/time-specific and changeable. Gender determines what is expected, allowed and valued in a woman or a man in a given context. In most societies there are differences and inequalities between women and men in responsibilities assigned, activities undertaken, access to and control over resources, as well as decision-making opportunities. Gender is part of the broader socio-cultural context. Other important criteria for socio-cultural analysis include class, race, poverty level, ethnic group and age.<sup>28</sup>

**Gender equality:** Refers to the equal rights, responsibilities and opportunities of women and men, and girls and boys. Equality does not mean that women and men will become the same but that women's and men's rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration – recognizing the diversity of different groups of women and men. Gender equality is not a “women's issue”, but should concern and fully engage men as well as women. Equality between women and men is seen both as a human rights issue and as a precondition for, and indicator of, sustainable people-centered development.<sup>29</sup>

27 ILO 2018. *Care Work and Care Jobs for the Future of Decent Jobs*

28 UN-Women, 2001. *Gender-mainstreaming: A Strategy for Promoting Gender Equality*.

29 Ibid *The goal of gender equality looks beyond the establishment of equality*

**Gender-mainstreaming:** Mainstreaming a gender perspective is the process of assessing the implication for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres, so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.<sup>30</sup>

**Women's rights:** The human rights of women and of the girl-child are an inalienable, integral and indivisible part of universal human rights. The full and equal participation of women in political, civil, economic, social and cultural life, at the national, regional and international levels, and the eradication of all forms of discrimination on grounds of sex are priority objectives of the international community.<sup>31</sup>

**Women's empowerment:** The concept of empowerment is related to gender equality, but distinct from it. The core of women's empowerment lies in their ability to plan and control their own destiny. This implies that to be empowered women must not only have equal capabilities (such as education and health) and equal access to resources and opportunities (such as land and employment), they must also have the agency to use those rights, capabilities, resources and opportunities to make strategic choices and decisions (such as are provided through leadership opportunities and participation in political institutions). And to exercise agency, women must live without the fear of coercion and violence.<sup>32</sup>

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*of opportunity, to the achievement of transformative change and full quality of outcome. Therefore UN-Habitat recognizes that “equal” treatment does not signify the “same” treatment. Tailored measures might be required for men and women to compensate for historical discrimination.*

30 ECOSOC 1997. *Report of the Economic and Social Council for 1997 chap. IV, agreed conclusions 1997/2 (A/52/3)*. 18 September 1997.

31 United Nations 1993 Declaration and Programme of Action (A/CONF.157/23) (12 July 1993), para. 18.

32 United Nations Millennium Project Task Force on Education and Gender Equality. 2005. *Taking Action: achieving Gender Equality and Empowering Women*.

## Annex 2. The Global Framework for Gender-responsive Urbanization

### CEDAW

103. UN-Habitat's commitment to ensure that urbanization takes account of these realities draws on the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) of 1979. CEDAW commits States Party to ensure: the rights of women to vote and participate in governance at all levels on an equal footing with men; the equal rights of women and men before the law and in education, healthcare, citizenship, employment, marriage and property. States Party are urged to reshape cultural norms and attitudes that discriminate against women, and to take special measures to redress the effects of historic discrimination, including disparities between urban and rural life.
104. States Party are required "to take in all fields, in particular in the political, social, economic and cultural fields, all appropriate measures, including legislation, to ensure the full development and advancement of women, for the purpose of guaranteeing them the exercise and enjoyment of human rights and fundamental freedoms on a basis of equality with men". The provisions of CEDAW operate at the sub-state level, and city governments and administrations are among the duty-bearers for its implementation.

### Beijing Platform for Action

105. These principals were elaborated in the 1995 Beijing Declaration and Platform for Action where the international community established a strategy of gender-mainstreaming to achieve gender equality results. As its title indicates, the Platform for Action (PFA) was an early contribution to greater understanding of the humanitarian, development, peace nexus. It produced a comprehensive agenda for inter-related progress in each of these areas based on the empowerment of women and girls. It addressed twelve clusters of issues, several of which are

directly linked to UN-Habitat priorities. It states that progress in these "critical areas of concern" requires a focus on gender-mainstreaming, which it defined as a pro-active process of evidence-based policy-dialogue through which gender analysis is incorporated into all policy and programme decision-making.<sup>33</sup>

106. The [UN Women's Rights Review 25 Years after Beijing](#) marks the 25th anniversary of the adoption of the Beijing Platform for Action and the first review of its progress from the perspective of the 2030 Agenda for Sustainable Development. It uses striking data to examine six themes that link the Platform's critical areas of concern and the Sustainable Development Goals. These correspond closely with the UN-Habitat Domains of Change:

#### Domains of Change 1 and 2

- Inclusive development, shared prosperity, and decent work
- Poverty eradication, social protection, and social services
- Freedom from violence, stigma, and stereotypes
- Participation, accountability, and gender-responsive institutions

#### Domains of Change 3 and 4

- Peaceful and inclusive societies
- Environmental conservation, climate action, and resilience-building

<sup>33</sup> The 12 critical areas of concern are: *Women and Poverty; Education and Training of Women; Women and Health; Violence against Women; Women and Armed Conflict; Women and the Economy; Women in Power and Decision-making; Institutional Mechanism for the Advancement of Women; Human Rights of Women; Women and the Media; Women and the Environment; The Girl-child.* The requirement for gender-mainstreaming, with its all-important focus on decision-making, is: "governments and other actors should promote an active and visible policy of mainstreaming a gender perspective in all policies and programmes, so that, before decisions are taken, an analysis is made of the effects on women and men, respectively." It is repeated for each critical area of concern (with the anomalous exception of poverty). PFA, 1995, paragraphs 79, 105, 123, 141, 189, 202, 229, 238, 252 and 273.

107. It calls on UN entities to adopt four modalities for the achievement of women's rights and gender equality across each of these six areas;
- Support women's movements and leadership;
  - Harness technology for gender equality;
  - Ensure no one is left behind; and
  - Match commitments to gender equality with commensurate resources.

### The 2030 Agenda for Sustainable Development

The 2030 Agenda for Sustainable Development (2015), provides the over-arching context for all United Nations Development System (UNDS) activities, including those of UN-Habitat. It builds upon the lessons learned in striving towards the prior Millennium Development Goals (MDGs, 2000-2015). The 2030 Agenda asserts that gender equality is both a fundamental human right and a necessary foundation for a peaceful, prosperous and sustainable world.<sup>34</sup> Gender equality and women's empowerment (GEWE) is a sustainable development goal in its own right (SDG 5), while this priority also intersects with the achievement of several of the other 16 goals, which include 45 targets and 69 indicators related to gender equality.

One of the goals with which SDG5 intersects is SDG 11 – Make cities and human settlements inclusive, safe, resilient and sustainable –, which is most directly relevant to the work of UN-Habitat and includes two gender-related targets with a total of three corresponding gender-responsive indicators. However, the potential to address gender equality considerations in urban development extends beyond these two targets: each of the SDGs has implications for urban development.<sup>35</sup> In each of these areas, women play distinct and central roles, which UN-Habitat is committed to leverage into ever-more-unified and sustainable approaches to urban planning, design and management.

<sup>34</sup> United Nations. 2015. *Transforming our world: the 2030 Agenda for Sustainable Development*. A/RES/70/1. Paragraph 20

<sup>35</sup> Other SDGs that have implications for urbanization include: promoting economic growth and labour productivity; reducing poverty; enhancing human capital through health and education; attaining food security, addressing climate change impacts; strengthening resilience to disasters and ensuring more peaceful and inclusive communities.

### New Urban Agenda Priorities

The New Urban Agenda was adopted on 20 October 2016 at the United Nations Conference on Housing and Sustainable Urban Development (Habitat III, includes significant commitments to the achievement of gender equality). It recognizes the enormous gap between women's contribution to cities, mainly through their community-based activities and participation in the care-economy, most often unpaid or poorly paid, and the benefits they obtain from urban development. It stresses the importance of addressing gender inequalities throughout the urban management and development process.

Priorities include:

- The full participation of women in urban planning, development and management;
- Realization of women's equal rights in all aspects of urban management and development processes, especially attention to gender inequalities in service provision and access;
- Sustainable management of natural resources in cities and human settlements to improve and protect equal access by all to urban ecosystems and environmental services, and maximize their resilience to crisis and disaster. It is centrally important to understand that women are already active in these areas, and have solutions. Planners must be guided to tap more systematically into women's knowledge and experience.

### Annex 3: The System-Wide Action Plan for Gender-mainstreaming (SWAP)

In 2006 the Chief Executives Board for Coordination (CEB) developed a System-Wide Policy on Gender Equality and Women's Empowerment: focus on results and impact<sup>36</sup>, and two corresponding accountability mechanisms followed, against which almost the entire UN system now reports annually. These two instruments, the System Wide Action Plan (SWAP), and the UNCT Gender Scorecard (SWAP Scorecard), have been successful in building up organizational capacity for gender-mainstreaming at entity and UNCT level, respectively.

The SWAP is a globally standardized rapid assessment of United Nations Development System (UNDS) entity gender-mainstreaming practices. It establishes performance standards for gender-related programme results and the institutional arrangements to achieve them.

The SWAP guides UNDS entities towards progressive improvement in their gender-mainstreaming capacity, leading to improved and more sustainable results. These results are sought both as ends in themselves, and because improvements in the capacity and civic influence of women and girls have been shown to leverage a range of positive political, social and economic currents that have a marked multiplier effect on development, including urbanization.

<sup>36</sup> *The United Nations System Wide Policy on Gender Equality and the Empowerment of Women: focusing on results and impact, (2005), issued by the Chief Executives Board for Coordination (CEB), of which the Executive Director of UN-HABITAT is a member.*

The QCPR 2021 requests all entities of the UNDS to “*promote gender equality and the empowerment of all women and girls by enhancing and accelerating gender-mainstreaming through the full implementation of the SWAP, in particular with regard to gender-responsive performance management and strategic planning, and to enhance the collection, availability and use of sex-disaggregated data, reporting and resource tracking.*”<sup>37</sup>

This Gender Policy and Plan indicates those activities and results that contribute directly to achieving the SWAP standards.

<sup>37</sup> *United Nations (2020) Quadrennial Comprehensive Policy Review Resolution A/RES/75/233. Paragraph 12*

## Annex 4. Results Framework

**Goal:** By 2023, gender equality considerations are mainstreamed across UN-Habitat's work

**Assumptions/Preconditions:** Strong leadership and commitment of UN-Habitat's governing bodies to actively champion the GPP, provide the needed capacities, and hold themselves and their staff accountable for gender mainstreaming in UN-Habitat; Senior management address the organizational constraints to gender mainstreaming identified by the gender evaluation and summarized in paragraph 44, with particular attention to improved communication flows, monitoring and reporting systems to track gender indicators and disbursements; all personnel are well-informed of the gender equality dimensions of their work through effective capacity development and knowledge sharing; the executive board and senior management mobilize sufficient resources to address the limited financing for gender equality at present; and there are extra efforts to address the limited gender-mainstreaming data and capacity in UN-Habitat.

**Drivers of gender-transformative change:** 1. Urban policy and legislation that fully reflect global norms and standards on GEWE; 2. Gender-centred urban planning and design; 3. Equal consultation with and representation of women at all levels of urban governance; 4. Gender-responsive financing mechanisms; Social Inclusion.

**Hypothesis:** If resources are mobilized and the UN-Habitat governing bodies, including its Executive Boards and Senior Management, ensure the application of all policies, resolutions and the global norms on gender equality, so that it is able to undertake all the institutional actions described in Section 3, fully informed by the rights-based and socially inclusive drivers of change described in Section 1 & the expertise of partners, including urban women themselves, UN-Habitat will be able to achieve the designated outcomes, which will result in gender equality considerations being mainstreamed across UN-Habitat's work.

OUTPUTS	OUTCOMES	INDICATORS*
<p><b>Institutional Arrangements</b></p> <p>a. Transformative Leadership</p> <ul style="list-style-type: none"> <li>All senior managers actively champion the GPP (SWAP 7)</li> <li>All Senior Managers ensure an enabling organizational culture</li> </ul> <p>b. Resource mobilization plan for the GPP completed and operationalized. (SWAP 9)</p> <p>c. All supervisors hold staff responsible for gender-mainstreaming performance (SWAP 8)</p> <p>d. Robust, well-funded Gender Architecture (SWAP 11).</p> <ul style="list-style-type: none"> <li>A fully-resourced Gender Unit</li> <li>Active, funded &amp; trained GFP network with appropriate seniority</li> <li>Daily "how-to" gender mainstreaming support and guidance available to all personnel. (SWAP 16)</li> </ul> <p>e. Capacity Assessment completed and Capacity Development Plan in place (SWAP 14 &amp; 15)</p> <p>f. Gender-responsive analysis of urbanization to support on-going advocacy and programming, and the development of the next Strategic Plan (SWAP 16. UN-Habitat Communication Plan includes activities under this GPP as an integral element of internal and external communication (SWAP 16)</p> <p>g. Programme coherence</p> <ul style="list-style-type: none"> <li>Active partnerships and participation in UN system gender mainstreaming coherence mechanisms (SWAP 17)</li> <li>Collaboration with AGGI guided by annual review meetings at which a limited number of specific advisory and consultation tasks is specified and tracked. Information on AGGI added to UN-Habitat website</li> </ul>	<p><b>Institutional Arrangements</b></p> <p>Gender equality is expressed in UN-Habitat organization, systems structures and processes, with emphasis on fully rights-based and inclusive approaches to urban development, resources mobilization, capacity and accountability.</p> <p><b>Programme Management</b></p> <p>Gender programming and results are demonstrated in all urban development work supported by UN-Habitat, solidly based upon and fully expressing the global human rights framework, including all the human rights of women and girls.</p>	<p><b>Institutional Indicators</b></p> <p>UN-SWAP Indicators as specified</p> <p><b>Selected programme indicators</b></p> <p>UN-SWAP indicators as specified</p> <p>Proportion of population that has convenient access to public transport by sex, age and persons with disabilities (11.2.1)</p> <p>Number of partner cities, human settlements and communities that have integrated gender and social inclusion issues in their climate action and resilience plans. (FP 3)</p> <p>Average share of the built-up area of cities that is open space for public use for all, by sex, age and persons with disabilities. (11.7.1)</p> <p>Proportion of persons victim of physical or sexual harassment, by sex, age, disability status and place of occurrence, in the previous 12 months. (11.7.2)</p> <p>Proportion of total adult population with secure tenure rights to land (...) by sex and type of tenure (1.4.2)</p> <p>* Source: IAEG-GS 2018. Gender-relevant SDG Indicators.</p>



<p><b>Programme Management</b></p> <p>h. Gender-responsive Strategic Plan drafted, based on gender analysis (SWAP 1)</p> <p>i. The next GPP prepared in tandem with the next SP (SWAP 6)</p> <p>j. Evaluation and Audit</p> <ul style="list-style-type: none"> <li>• Evaluation of GPP 2020-23 (SWAP 4) (completed)</li> <li>• Conduct an internal audit of risks (failure to ensure the assumptions) related to the achievement of GEWE under the current and next GPPs, and address these risks, drawing on the ESSS (SWAP 5)</li> </ul> <p>k. Gender Monitoring Mechanisms</p> <ul style="list-style-type: none"> <li>• Strengthened mechanism (Gender dashboard) for identifying, monitoring and reporting on GE results (SWAP 2).</li> <li>• Development of knowledge bank and lesson-learning feed-back mechanism on GEWE in urban development and gender mainstreaming in UN-Habitat's work, drawing on the Gender Dashboard (SWAP 16)</li> </ul> <p>l. Project and programme financial resource allocation tracking &amp; reporting (GEM) (SWAP 9 &amp; 10)</p>		
<p><b>Goal: 50:50 Gender Balance in Senior Management by 2030</b></p>		
<p><b>Achievement of Gender Parity</b></p> <ul style="list-style-type: none"> <li>• A gender parity plan developed and operationalized. (SWAP 12)</li> <li>• Human resource management policies that maximize an enabling culture for gender parity fully in place. (SWAP 13)</li> </ul>	<p>Consistent improvement in gender balance reported to the UN-Habitat Assembly at each of its meetings</p>	<p>To be provided by Human Resources team</p>



One of the first women to join the DART bus drivers in Dar es Salaam, Tanzania 2019 © UN-Habitat



1. Push the red button
2. Open the valve cover
3. Turn the handle
4. Open the door
5. Back-hit after



# GPP

## UN-HABITAT Policy and Plan for Gender Equality and the Rights of Women in Urban Development and Human Settlements

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