

E-LEARNING COURSE ON GENDER EQUALITY, WOMEN’S EMPOWERMENT AND ANTI-CORRUPTION

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INTRODUCTION

Welcome to UNDP's first online course on Gender Equality, Women's Empowerment and Anti-Corruption.

This course aims to provide to UNDP staff and partners

- A deepened understanding of basic concepts related to gender equality, women's empowerment, corruption and anti-corruption and the links between these concepts
- The context within which UNDP operates that supports gender sensitive programming in all its work including its anti-corruption programmes
- Definitions of corruption and its impact specifically from grassroots women's perspectives
- Strengthen synergies between gender equality, women empowerment and anti-corruption, particularly by building on grassroots women's anti-corruption strategies and the implications for UNDP programming

This course attempts to provide a foundation for understanding how your UNDP country office can affect change for and with women in order to advance local anti-corruption strategies.

MODULE ONE: Linking gender equality, women empowerment and anti-corruption

Welcome to the first Module of this course which is divided into three parts.

- Lesson 1 will cover the basic concepts and definitions of terms that are essential to a heightened understanding of gender and anti-corruption programming. It also covers the evolution of the discourse on corruption and gender.
- Lesson 2 will provide a summary of the frameworks that inform UNDP's work on gender and anti corruption programming.
- Lesson 3 will provide insights into the impact of corruption on women, with a special focus on its impact on grassroots women.

Lesson One: Basic Concepts

Hello and welcome to Lesson One of this module on Gender Equality, Women's Empowerment and Anti-Corruption!

Lesson One aims to:

- Introduce basic definitions related to gender equality, women's empowerment, corruption and anti-corruption.
- Raise awareness on linkages between gender equality, women's empowerment and anti-corruption and how they impact women, especially grassroots women;

By the end of the lesson, you should have a strong grasp on these cross-cutting issues. However, you will be directed to supplementary reading and other materials that can help you further analyse the relationship between gender equality, women's empowerment and anti-corruption.

Definitions

The promotion of gender equality and women's empowerment is central to the mandate of UNDP. Thus it would be important to begin this e-learning course with a basic understanding about the definitions of, and linkages between gender equality, women's empowerment and corruption.

UNDP's Definition of Gender Equality

Gender equality refers to women, men, girls and boys having equal rights, responsibilities and opportunities. Equality does not mean that women and men will become the same, but that their 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 people (UN/OSAGI: <http://www.un.org/womenwatch/osagi/conceptsanddefinitions.htm>).

UNDP's definition of Women's Empowerment

Women's empowerment relates to a woman's sense of self-worth. It also encompasses women's rights to have choices and to determine the outcomes in her life, to have access to opportunities and resources, and to have the power to control her own life, both within and outside the home. Lastly, the idea of women's empowerment includes a woman's ability to influence the direction of social change to create a more just social and economic order both nationally and internationally.

(<http://www.un.org/popin/unfpa/taskforce/guide/iatfwemp.gdl.html>)

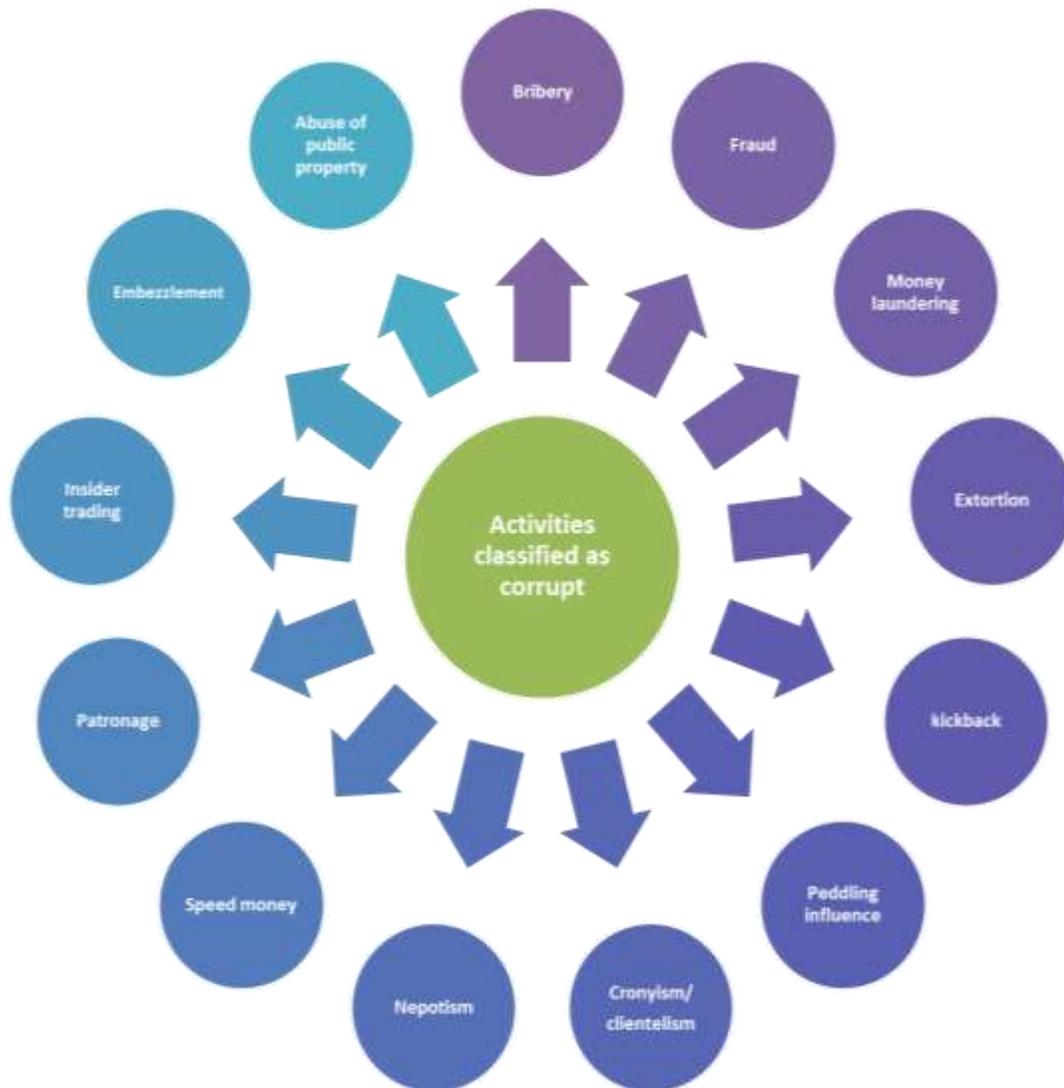
UNDP's definition of Corruption

There is no single agreed definition of corruption, in part because corruption takes various forms depending on the specific political, economic, social and cultural contexts. However, it is

defined by UNDP as ‘the misuse of entrusted power for private gain’ (‘Corruption and development: anti-corruption interventions for poverty reduction, realization of the MDGs and promoting sustainable development’. UNDP: New York (2008).)

Figure 1 shows the practices considered to be corrupt:

Figure 1: Classification of Corrupt Activities



- **Bribery:** offering someone money, services or other valuables to persuade him or her to do something in return.
- **Fraud:** gaining an unfair advantage by giving or receiving false or misleading information.

- **Money laundering:** legitimizing money and other proceeds of illegal activities (through deposit or transfer).
- **Extortion:** using force or threat to demand or receive property, money or sensitive information.
- A **kickback:** a form of bribe referring to an illegal secret payment made as a return for a favour or service rendered.
- **Peddling influence:** soliciting benefits in exchange for using influence to unfairly advance the interests of a person/party.
- **Cronyism/clientelism:** favourable treatment of friends and associates in the distribution of resources and positions, regardless of their objective qualifications.
- **Nepotism:** a form of favouritism that involves family relationships. Its most usual form is when a person exploits his or her power and authority to procure jobs or other favours for relatives.
- **Patronage:** support or sponsorship by a patron (a wealthy or influential guardian) that usually violates the principles of merit and competition.
- **Insider trading:** using secure information for personal gain.
- **Speed money:** paying to quicken processes caused by bureaucratic delays and shortage of resources.
- **Embezzlement:** misappropriation of property or funds legally entrusted to someone in their formal position as an agent or guardian.
- **Abuse of public property:** inappropriately using public financial, human, and infrastructure resources.

UNDP's definition of Anti-Corruption

Anti-corruption is a response to curb or minimize corruption activities or risks. It goes beyond responding to the normative anti-corruption framework to cover systematic, comprehensive and multi-disciplinary measures. Anti-Corruption is therefore multi-faceted, denoting ethical values, law enforcement and crime, while at the same time affects underlying development issues through leakages of public resources.

The context-specific nature of corruption makes defining it in terms of gender difficult on the large scale. However, in lesson three you will see that since grassroots women experience corruption differently, they also define it differently.

Evolution of the Discourse on gender, corruption and anti-corruption

So how are the concepts of gender equality, women's empowerment, corruption and anti-corruption linked? By now you know that corruption is context-specific and is a part of many different aspects of social, economic, and political life within any given community. Because

corruption can happen in almost all forms of human interaction, each person's experience of corruption can be different. Given the different roles men and women play in society, corruption is experienced differently by men and women within a particular context (["Seeing Beyond the State: Grassroots Women's Perspectives on corruption and anti-corruption" \(2012\)](#)). Because of women's roles as caretakers of children and the elderly, they face the brunt of corruption w.r.t. education and health. Often since they are the ones at home, poor women experience first-hand the threat of eviction, cutting off of water or power connections, for which they are harassed or asked to pay bribes.

Further because access to health, education or other public services are often conditional on having proper documentation, a significant number of women in this study reported experiencing difficulties and harassment in trying to obtain identification and other documents.

The discourse on gender and anti-corruption has evolved over time with three waves of discussion on gender and corruption.

The first wave focused on whether women are inherently more or less corrupt than men and therefore whether the inclusion of women in public life could be a more effective strategy to fight corruption. Although it helped open the door to thinking about gender and corruption and the importance of women's involvement in anti-corruption strategies, the framing of the debate about whether women are inherently, biologically or socially less corrupt than men was less helpful, and it may have inadvertently served to reinforce gender stereotypes. For instance, given the continued under-representation of women in all spheres of decision-making, there is insufficient evidence about the difference having **a critical mass of women** and men can make to corruption.

As women are often seen to be moral guardians within their families or communities; it is sometimes assumed that women will naturally be less corrupt than men. Research is not conclusive when it comes to proving which gender is less corrupt. Given what we know about UNDP's commitment to integrate gender equality and women's empowerment into all its programmes, women's participation should not depend on being proven to be more or less corrupt. After all, women, like men, have an equal right to decision making on anti-corruption policies and programmes.

The second wave of discussion was developed in response to the gender blind approach of the anti-corruption movement. Historically, little attention was paid to gender inequalities in analyzing and designing strategies to address corruption risks. For example, the discussions around the implementation of the United Nations Convention Against Corruption (UNCAC) or national anti-corruption policies and strategies continue focusing more on the aggregate and macro level picture as if corruption is gender-neutral, and thus, the strategies designed to fight corruption are gender-blind. As a result of the recent research and analysis, there is now good evidence of the ways in which corruption does impact on women and men differently based on existing gender inequalities.

And, **the third wave of discussion** focuses on how to more effectively bring together efforts to advance gender equality/empowerment and anti-corruption as mutually reinforcing strategies.

This requires both that gender analysis be systematically integrated into anti-corruption policies and strategies, and vice-versa. This means increased emphasis has to be placed on how to empower, support and learn from women as a central strategy to fighting corruption. This strategy lies at the heart of our event today.

That being said, we know that globally women and girls face significantly more vulnerability and discrimination than men. Consider then how much more damage and hardship corruption adds to a woman's daily existence when she is already worse off just by virtue of the discrimination she experiences because of her gender. Corruption acts as a compounding force, further entrenching the inequalities and injustices faced by women around the world. Thus, a secondary (but equally important) goal of all anti-corruption plans and actions should be to further the cause of gender equality and women's empowerment by tailoring anti-corruption strategies to reduce its impact on women.

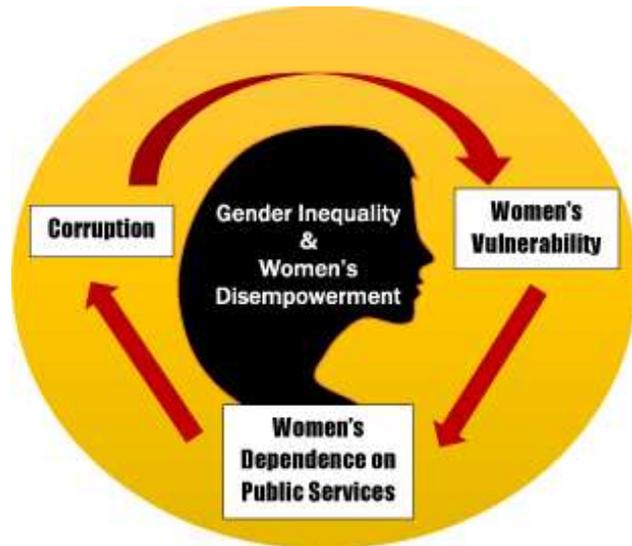
It would seem that anti-corruption policies and programmes around the world would then naturally pay special attention to improving outcomes for women, but this is not the case. In your next lesson (Lesson 2), you will learn about the anti-corruption frameworks and norms used by the international community and you may be surprised to find that most of them do not explicitly take gender into account at all (or at least they don't specifically mention it).

Gender equality and women's empowerment is an essential part of UNDP's mandate and it must be central to its anti-corruption programming. Anti-corruption programming with a gender perspective can advance women's empowerment and at the same time empowered women can reinforce progress in preventing corruption. Without women's empowerment and participation, development outcomes aren't as effective or meaningful. Thus the participation of women is essential in:

- Decision making in the design, implementation and monitoring of anti-corruption programmes
- Creating transparency and accountability mechanisms to promote good governance in programmes related to basic services

Establishing the interconnectedness between gender equality, women’s empowerment, corruption and anti-corruption

As seen in the previous lessons, women and men experience corruption differently and disproportionately. Women form the majority of the global poor. This means that their level of income is lower than men, which makes them more dependent on public service delivery mechanisms for access to essential services such as health, water and education. Moreover, women’s statistically lower literacy levels, which often result in lower awareness of their rights and entitlements in terms of public services, leaves them more vulnerable to abuse of laws.

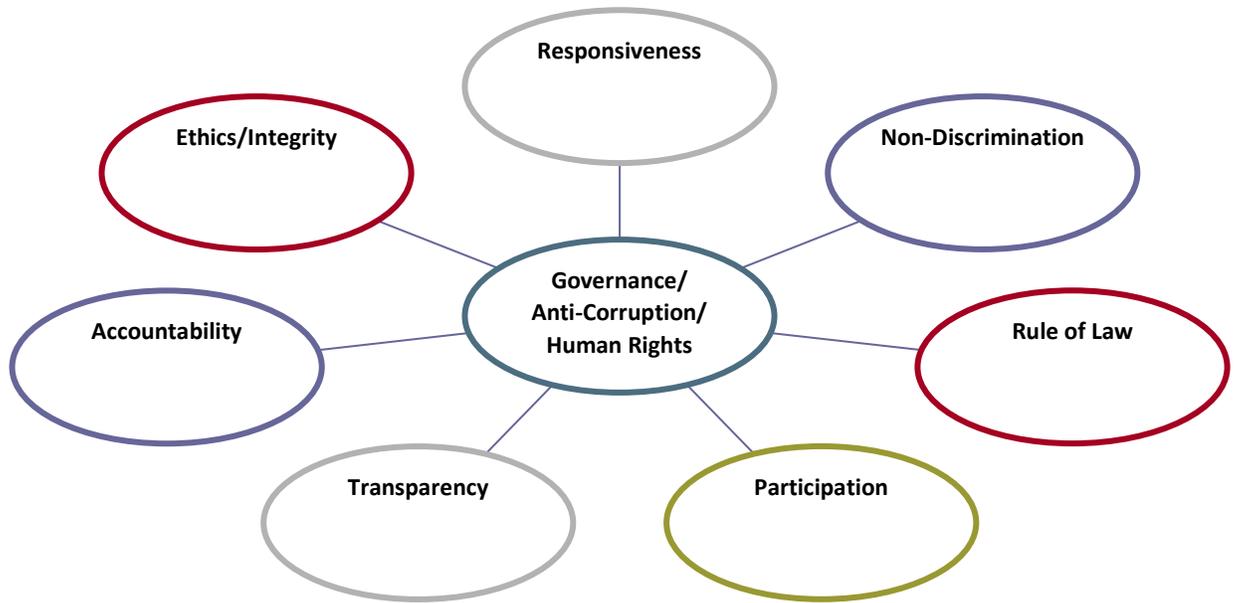


Corruption then happens when women reach out for those public services they depend on. In contexts where bribery has become a prerequisite to accessing services, women don't necessarily have the ability to pay bribes due to their lower income level, which means that they are more frequently denied access to basic services. Therefore, apart from usual bribes, poor women are confronted more than men to other forms of "petty" corruption, such as sexual favours and other demands from corrupt officials.

As a result, such corruption exacerbates women's initial vulnerability and, consequently, their dependence on public services, which in turn exposes them to even more corruption. In fact, corruption in large scale economic and service delivery programmes is a major reason why gender inequality is perpetuated and why women remain disempowered. Therefore, bringing an anti-corruption and gender perspective into the governance of service delivery and development programmes is a pre-requisite for overall women's empowerment.

Principles of good governance/anti-corruption

Principles of democratic governance, human rights and anti-corruption do contribute to reducing the risks of corruption and making the governments and service providers more accountable. Similarly, gender equality and women empowerment contribute to fighting corruption.



To Learn More...

["Seeing Beyond the State: Grassroots Women's Perspectives on corruption and anti-corruption" \(2012\)](#)

[*Corruption and Development: Anti-Corruption Interventions for Poverty Reduction, Realization of the MDGs, and Promoting Sustainable Development*](#)

Lesson Two: The Context for Gender Equality and Anti-Corruption Programming

The context within which the focus on gender equality and anti-corruption programmes have emerged relate to the norms and frameworks under which the UN agencies and UNDP in particular operate. The relevant approaches here include international frameworks related to anti-corruption and those related to women's rights within the UNDP and globally.

Lesson Two of this module will:

- Introduce the anti-corruption frameworks within which all UNDP policies, programmes, and actions operate within;
- Identify which frameworks pay attention to gender equality and women's empowerment and those that do not.

United Nations Convention Against Corruption (UNCAC)

The United Nations Convention against Corruption is the main normative document at international level for anti-corruption. The UNCAC approach to corruption is holistic and gender-neutral and does not explicitly address the different impacts of corruption on women and men. The convention addresses a number of forms of corruption but not the relationship between gender and corruption or the associated potential policy and programming implications. However, the UNCAC contains mandatory provisions that underline importance of promoting preventive measures, including adoption of anti-corruption strategies, creation of anti-corruption institutions, civil society participation in the fight against corruption, etc. (for more: See chapter 2 of the UNCAC)

The **United Nations Convention against Corruption (UNCAC)** is the first and only all-inclusive legally binding anti-corruption instrument of international law. Entered into force on 14 December 2005, it is the broadest and the only truly global international treaty on corruption, with currently 172 States Parties, of which 140 are signatories. (<https://www.unodc.org/unodc/en/treaties/CAC/signatories.html>)

The UNCAC pursues a broad and comprehensive approach to the topic of anti-corruption dealing with prevention, criminalisation, international cooperation, asset recovery and technical assistance.

According to article 5 of this convention, corruption policies shall promote the principles of rule of law, proper management of public affairs and public property, participation of civil society in public affairs, integrity, transparency and accountability. To implement the policies under article

5 and raise awareness on prevention of corruption article 6 provides for the establishment of preventive anti-corruption bodies.

According to article 13: each State Party shall take appropriate measures, within its means and in accordance with fundamental principles of its domestic law, to promote the active participation of individuals and groups outside the public sector, such as civil society, non-governmental organizations and community-based organizations, in the prevention of and the fight against corruption and to raise public awareness regarding the existence, causes and gravity of and the threat posed by corruption. This participation should be strengthened by such measures as:

- (a) Enhancing the transparency of and promoting the contribution of the public to decision-making processes;
- (b) Ensuring that the public has effective access to information;
- (c) Undertaking public information activities that contribute to non-tolerance of corruption, as well as public education programmes, including school and university curricula;
- (d) Respecting, promoting and protecting the freedom to seek, receive, publish and disseminate information concerning corruption. That freedom may be subject to certain restrictions, but these shall only be such as are provided for by law and are necessary:
 - (i) For respect of the rights or reputations of others;”
 - (ii) For the protection of national security or order public or of public health or morals.

While UNCAC has advocated the participation of civil society, in order to be inclusive there needs to be greater promotion of the participation of women’s organizations in the prevention of and fight against corruption. Other frameworks of relevance are the human rights frameworks described below

The Normative Human Rights Framework

The U.N. has crafted an array of rights-affirming instruments such as the [Universal Declaration of Human Rights](#) and the [Declaration of the Rights of Indigenous Peoples](#), which together constitute what is referred to as the ‘normative human rights framework’. The Universal Declaration of Human Rights, together with the [International Covenant on Civil and Political Rights](#) and its two Optional Protocols (on the complaints procedure and on the death penalty) and the [International Covenant on Economic, Social and Cultural Rights](#) and its Optional Protocol, form the so-called International Bill of Human Rights.

Human rights are rights inherent to all human beings, regardless of race, sex, nationality, ethnicity, language, religion, or any other status. They include the right to life and liberty, freedom from slavery and torture, freedom of opinion and expression, the right to work and education, and many more. Article 21 of The Universal declaration of Human Rights states that everyone has the right to take part in the government of his country, directly or through freely chosen representatives. In addition, everyone has the right of equal access to public service in his country. While this is an important framework to inform anti-corruption work, it does not

specially address women’s issues in governance or w.r.t. Corruption, which other human rights frameworks in fact do.

CEDAW (1995):

The agency promotes gender equality through the [Convention on the Elimination of All Forms of Discrimination against Women \(CEDAW\)](#) and the Beijing Platform for Action, the key outcome document of the 1995 United Nations Fourth World Conference on Women. In particular, the CEDAW in recognition that women experience specific forms of discrimination ensures women’s equal access to, and equal opportunities in the political and public life of the country. This guarantees them the right to decision making forums on all aspects on public life including programmes to fight corruption. Additionally in light of this recognition and the fact that women do experience specific forms of corruption (for example sextortion) it holds nation states to account declaring that state parties shall take steps to eliminate all forms of discrimination practiced against women by individuals, organizations, and enterprises.”

UNDP’s Gender Strategy

Gender equality, rooted in human rights, is recognized both as an essential development goal on its own and as vital to accelerating sustainable development..

[UNDP Gender Equality Strategy \(2014-2017\)](#), seeks to contribute to the eradication of poverty and the significant reduction of gender inequalities by empowering women and promoting and protecting their rights. By advancing gender equality and empowering women as agents of

change and leaders in the development processes that shape their lives, UNDP envisages a more inclusive, sustainable and resilient world. This effort includes advocating for women’s and girls’ equal rights, combating discriminatory practices and challenging the roles and stereotypes that affect inequalities and exclusion.

A range of challenges to gender equality and women’s empowerment remain. These include women’s unequal access to economic and environmental resources; social and legal discrimination against women and girls; their disproportionate burden of unpaid work; and violence against women, which is not only a violation of basic rights but also hinders women’s economic and political empowerment. These challenges hold back progress for women, their families and countries. In

The Global Programme on Democratic Governance Assessments at the UNDP Oslo Governance Centre published its “[Users Guide to Measuring Corruption.](#)” The guide tries to address the need for disaggregated, country-level data on the prevalence of different forms of corruption that matter to citizens, in particular women, the poor and marginalized groups.

Related publications are: the **UNDP** ‘[Framework for Selecting Pro- Poor and Gender-Sensitive Governance Indicators](#)’ and ‘[A User’s Guide to Measuring Gender-Sensitive Basic Service Delivery](#)’, jointly developed by UNDP and UN Women.

the poorest countries, and in settings affected by violent conflict or natural disasters, gender inequalities often increase and their negative impacts on development are exacerbated.

UNDP's Strategic Plan:

The new [UNDP Strategic Plan 2014-17](#) renews the commitment of the Agency to strengthening governance and innovation. This also includes the assistance for the roll-out of standards, systems and incentives to reduce corruption and strengthen legislative and public awareness and oversight. In this regard, UNDP aims to enable institutions and systems to address awareness, prevention and enforcement of anti-corruption measures across sectors and stakeholders.

The strategic plan also recognizes the vital role of institutions to progressively deliver universal access to basic services while emphasizing the reduction of gender inequality and promotion of women's empowerment. As emphasised in the [new Strategic Plan 2014-17](#), for UNDP the promotion of gender equality and women's empowerment is an intrinsic goal on its own as well as a driver of development overall.

Simultaneously the strategic plan lays out the UNDP approach to gender mainstreaming as a dual one: UNDP supports the empowerment of women and girls through gender-specific targeted interventions and also addresses gender concerns in the developing, planning, implementing and evaluating of all policies and programmes.

In addition, the Executive Board decided that all UNDP global, regional and country level programmes including its anti-corruption initiatives have to be aligned with the objectives and result framework of the new strategic plan.

The strategic plan together with UNDP Gender Equality Strategy 2014-2017 strengthens the commitment of the organization to promote gender equality and women's empowerment. Indeed, the plan includes a gender-specific outcome: faster progress is achieved in reducing gender inequality and promoting women's empowerment.

Additional Resources

Video: UNDP's video: is corruption gender neutral?"

Video: Huairou Commission's video: Anti-Corruption: Grassroots Voices and a Gender Perspective <http://vimeo.com/74971923>

Lesson Three: Corruption and Grassroots Women

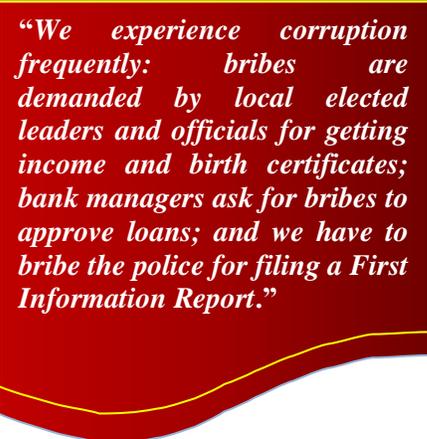
Now that you have completed Lesson One and Two, you should have a solid understanding of how gender equality and women's empowerment are necessary perspectives and goals as part of any valid anti-corruption program or policy. You should also be aware of the anti-corruption frameworks that UNDP country offices are working within. To build on this knowledge and to help you create and implement anti-corruption policies that truly promote gender equality, it is important to take a deeper look at what the most vulnerable women around the world say about corruption. It would also be important to look at past research on gender and corruption.

Overall there has been little research or understanding on the issue of women and corruption. To address this gap, the Huairou Commission partnered with the UNDP's Global Anti-Corruption Initiative (GAIN) to raise awareness on the issue by conducting innovative research and implementing national pilot projects. The recent publication ["Seeing Beyond the State: Grassroots Women's Perspectives on corruption and anti-corruption" \(2012\)](#) documents grassroots women's perceptions and lived experiences of corruption across developing countries, the impacts of it, along with strategies for supporting and working with grassroots women to advance anti-corruption, gender equality and women's empowerment agendas. This lesson uses key findings from Seeing Beyond the State, an action research study conducted by grassroots women in 8 countries from 11 organizations across Africa, Latin America, and South Asia.

Corruption is part of everyday life for grassroots women, so gaining an understanding of their definitions of, experiences related to, and strategies to counteract or fight corruption is necessary in order to create pro-poor, gender-sensitive anti-corruption policies and programmes.

Grassroots Women's Experiences of Corruption

UNDP literature has previously discussed the main areas where women in general experience corruption and that is in accessing of basic services, markets and credit, electoral politics, and situations where women's rights are violated (e.g. bribery around trafficking). While grassroots women's experiences of corruption certainly include the aforementioned areas, other areas in which women are particularly vulnerable are: in accessing any type of documentation necessary to access basic services, operate a business or secure employment, participate in politics or exercise their right to vote, or fight any violation of rights. On a chain of processes required to fully engage in social, political, and economic life in the community, grassroots women are subject to corruption at every point.



"We experience corruption frequently: bribes are demanded by local elected leaders and officials for getting income and birth certificates; bank managers ask for bribes to approve loans; and we have to bribe the police for filing a First Information Report."

Furthermore, grassroots women shoulder the responsibility of the wellbeing of their family and community. While doing so, it is they who have to engage with the public agencies. The study

has found that there is almost no area of engagement with the public agencies that escapes the dehumanizing and adverse impacts of corruption. Women are forced to bribe while trying to access services related to water, sanitation, electricity, health-care and education, as their survival depends on it. 76% of the women participating in the survey, perceived that corruption prevented their access to public goods and services. Women pay in cash, kind, or with their body when they seek jobs, when they run businesses, while trying to get their birth and death certificates or passports, in relation to land and property rights and while trying to seek justice.

Grassroots Women's Definitions of Corruption

For grassroots women that were engaged in the survey, corruption is endemic, pervasive and is part of their everyday lives. Their definition of corruption moves radically away from and forces us to rethink mainstream characterizations of corruption. Grassroots women are able to describe such nuanced forms of corruption because they experience it in just about every aspect of their lives on a daily basis. To these women, corruption is not limited simply to 'misuse of power' or 'bribery' (although it certainly includes those things) but is also spoken about in terms of 'poor or absent service delivery', 'poor leadership or governance' and 'physical or sexual abuse'.

Poor leadership refers to the abuse of power of those in leadership positions who effectively allow their subordinates to engage in corruption by turning a blind eye or by not holding them to account.

Poor or absent service delivery is viewed as strongly linked to the abuse of power of leaders.

Sextortion is the abuse of power to obtain a sexual benefit or advantage. Authority is exercised in many ways, but "abuse" occurs only when someone who has legitimately been entrusted with power seeks to use that power for personal benefit rather than in the manner and for the purposes that it was entrusted. Women from all sectors are impacted by sextortion. Poor women and girls have less leverage to stop it.

"Corruption is getting worse and worse every day. Those of us who are poor are affected most. If you want a job in public service, you have to pay. You want medical treatment, you have to pay. You seek justice, you have to pay police. Now if your child can't get a job and you have spent money educating her, what will you do?"

Another way that grassroots women's perspective on corruption sheds new light is in who they consider to be corrupt. It was unsurprising that women found almost all officials and named almost every public agency to be corrupt: the police officers, local or regional bureaucrats, politicians, and other people in power in their community. However, women also reported that everyone in their community acted in a way that they considered to be corrupt at least sometimes (and some more than others), including themselves. Some women spoke candidly about their own corrupt actions (using favours to get sons or daughters employed, for instance) as they were aware that corruption is all around them in their communities. Others spoke about it as unavoidable saying "If I had not bribed, my child would not have been admitted in school." Thus change needs to take place both within public agencies as well as on the part of communities.

Module summary

Excellent! We hope you enjoyed this module on the concepts and linkages between gender equality, women's empowerment and anti-corruption. You should now be able to:

- Identify basic concepts and raise awareness on linkages between gender equality, women's empowerment and anti-corruption programming
- Identify norms, standards and frameworks relevant to UNDP's work towards gender equality, women's empowerment and anti-corruption;
- Identify forms of as well as impacts of corruption on women and in particular, grassroots women;

Assessment module one

Please take a few minutes to answer these questions.

- Q.1 What is corruption and how it impacts women and men differently?
- Q. 2 In what contexts are women affected more by corruption than men?
- Q.3 Are women better at fighting corruption than men?
- Q.4 How has your understanding of corruption changed taking into account grassroots women's experiences?
- Q.5 How gender equality, women empowerment and anti-corruption contribute to reinforcing each other?

MODULE TWO – Engendering anti-corruption programmes

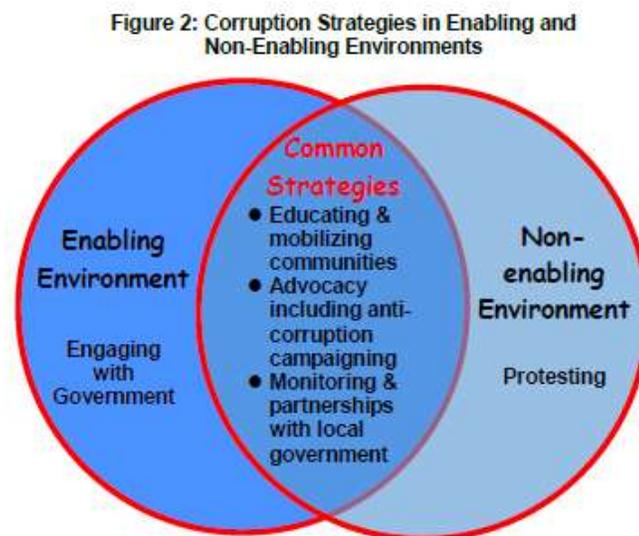
Congratulations on completing module 1 and welcome to Module 2!!

This module divided into three parts:

- Lesson 4 will provide an overview and analysis of anti-Corruption strategies employed by grassroots women at national and local levels
- Lesson 5 will provide recommendations on UNDP support to build enabling environment for grassroots women to campaign for anti corruption.
- Lesson 6 will give insights on Anti-Corruption entry points from a gender equality and women empowerment lens

Lesson Four: Grassroots Women's Anti-Corruption Strategies

A key finding of ["Seeing Beyond the State: Grassroots Women's Perspectives on corruption and anti-corruption" \(2012\)](#) is that corruption is experienced very differently by women in different national contexts. Equally important are the two distinct types of socio-political **environments** in which women experience corruption: enabling and non-enabling. An enabling environment includes a wide range of provisions including the public's right and access to information; freedom of speech; right to protest; legal protection; existence of mechanisms to report corruption, register grievances; and hold enquiries; and the existence of anti-corruption laws. On the other hand the lack of these provisions constitutes a 'non-enabling environment'. Environments that grassroots women perceive as enabling result in a different set of anti-corruption strategies from those environments perceived to be non-enabling (See Figure 2).



Common Strategies: There is, however, a common set of anti-corruption strategies which grassroots women from both milieus employ. Depending on the environment, the same strategies, i.e., mobilising and educating communities, and campaigning against corruption can be tailored to achieve different goals.

Mobilisation and education share the same purpose in enabling and non-enabling environments. Community **mobilisation** entails raising community members' awareness of rights and entitlements, especially with respect to delivery of basic services, as well as organising interested members into CBOs (community based organisations). CBO members can then be **educated** about the range of government schemes, programmes, and services that they are entitled to and how to go about accessing them.

Campaigning, in non-enabling environments, is often used to create awareness around the need for better anti-corruption laws and for mechanisms that promote greater accountability and transparency, which in turn, can generate a more enabling climate. Campaigning in enabling environments, on the other hand, is a means of publicising successful anti-corruption and good governance initiatives in order to upscale and mainstream them.

Other common strategies include **monitoring** local government and **partnering** with both local government and CSOs (civil society organisations) to explore and propagate participatory governance techniques. Both environments also necessitate the use of strategies that are context-specific.

Strategies in Non-enabling Environments: Evidence from *Seeing Beyond the State* shows that the most commonly cited strategy among women who perceived their environments to be non-enabling, was to take out mass protests to force unresponsive governments to acknowledge people's demands. In these contexts, the UNDP would do well to ally with CSOs and government agencies to build consensus to put in place laws and mechanisms that create an enabling environment.

Strategies in Enabling environments: The case studies included in the course material showcase the work of CBOs that function in environments that are conducive to partnerships between the government and civil society. Strategies used by grassroots women fall into three broad categories (Figure 3).

Figure 3: Grassroots Women's Strategies

Preparatory		Engagement with Government		Changing the Larger environment	
1	Mobilizing communities	1	Entering into formal or informal partnerships	1	Advocacy
2	Educating communities	2	Monitoring of service delivery outputs & budgets	2	Media Engagement
3	Partnering with technical experts	3	Dialogue & negotiate on service delivery outputs & bottlenecks	3	Campaigning
4	Training grassroots women	4	Joint action planning & joint decision making on budgets	4	Networking

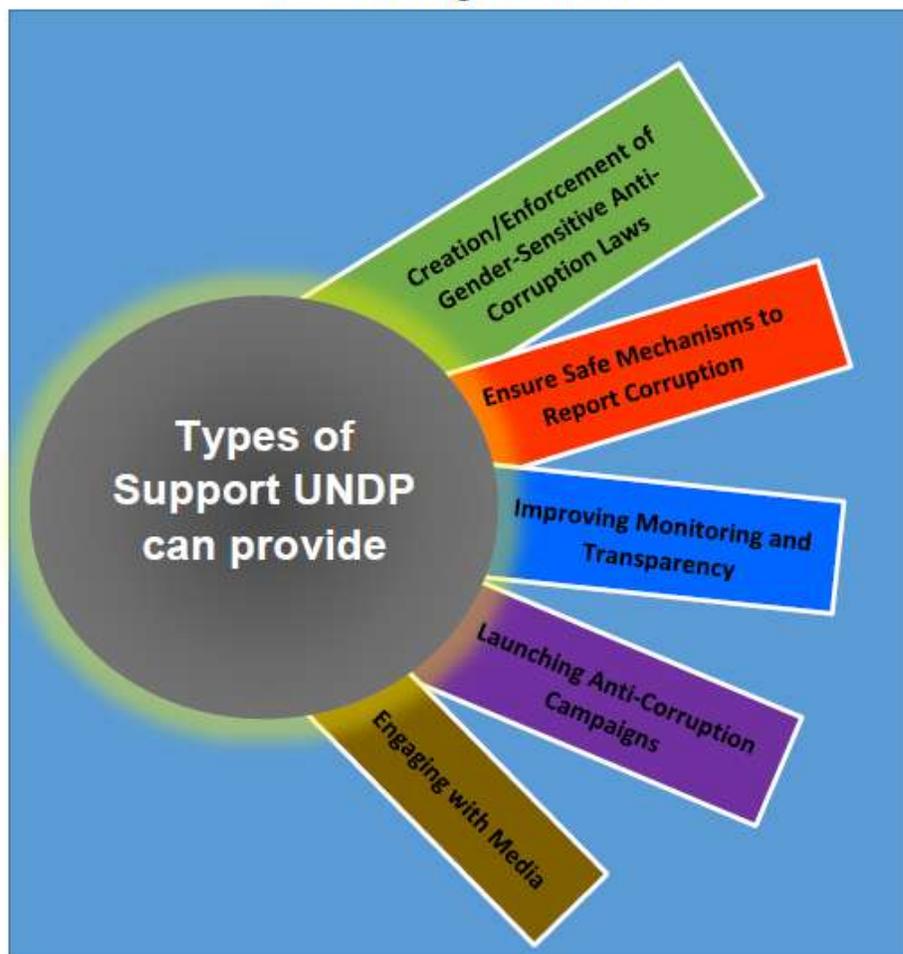
- **Preparatory strategies**, such as mobilizing and educating communities on their rights and entitlements as citizens, as well as on anti-corruption and governance frameworks, act as enablers for grassroots women to engage with government. Preparation to engage with governments also requires grassroots women partnering with external experts to get technical inputs.
- **Strategies around actual engagement with government** institutions, civil society, NGOs and service providers and service delivery mechanisms. These include women's groups entering into formal or informal partnerships with government, monitoring of government service delivery outputs, budgets or expenditures. This would then be followed by dialogues with government in order to report instances of corruption, share data on service delivery related bottlenecks, and conduct negotiations to improve service delivery. In the best case scenario, such strategies would include joint action planning and joint decision making on budgets and expenditures, entailing an active collaboration between grassroots women and local government in decision making fora.
- **Strategies related to changing the broader environment** such as advocacy through media engagement; campaigning around successful models that women want to upscale; or on policy issues that would expedite women's access to public goods and services.

Lesson Five: Supporting Grassroots Women: Game Changers in the fight against corruption

It is important to engage with grassroots women as empowered and organized grassroots women are more effective in combating corruption at the level of interaction between service delivery and beneficiary. This lesson will discuss the type of support UNDP can provide grassroots communities and women in both types of environments: enabling and non-enabling environments.

UNDP Support in non-Enabling Environments: In a non-enabling environment, grassroots women need different types of support (Figure 4).

Figure 4: UNDP Support for Grassroots Women in Non-Enabling Environments



To begin with they need support from UNDP to create an enabling environment which includes:

1. **Creation/Enforcement of Gender-Sensitive Anti-Corruption Laws:** Formulate or strengthen gender sensitive laws that hold all public officials accountable to the public. Also, enforce existing laws to ensure deterrence, punish the guilty, and protect whistle-blowers.
2. **Ensure Safe Mechanisms to Report Corruption:** Create gender sensitive institutional mechanisms to ensure that spaces to report corruption are safe, respectable and legitimate for women's engagement.
3. **Improving Monitoring for increased Transparency and Accountability :** Ensure internal monitoring systems in government are effective while also ensuring participation and involvement of civil society, particularly women's groups in monitoring government. These systems will provide more information to increase transparency and also ascertain institutionalized mechanisms to make governments accountable for their actions.
4. **Launching Anti-Corruption Campaigns:** Run national campaigns and facilitate local campaigns that highlight the issues of corruption and its impact on grassroots women and their communities.
5. **Engaging with the Media:** International agencies should strongly advocate with national governments for the establishment of free and independent media, with the commitment to fight corruption and consider its gender dimensions.

UNDP Support in Enabling Environments

Now that you have understood the range of anti-corruption strategies employed by grassroots women, this section will provide targeted inputs on how the UNDP can capitalize on and bring visibility to the anti-corruption work of grassroots women.

1. **Create a knowledge base of women's best practices on anti-corruption:** Corruption takes different forms, and effective anti-corruption strategies are context-specific. Acting as technical experts to governments, UNDP can also position grassroots women as experts to provide inputs to governments on strategies that work in their local contexts. In order to do so, however, it is crucial for the UNDP CO to scan the environment for interventions in which grassroots women are already playing a lead role. UNDP CO staff could use the UNDP regional offices to build a regional or national knowledge-base of grassroots women's best practices on good governance and anti-corruption. This would create a pool of practices to draw from and link to while designing anti-corruption programmes. The UNDP can further facilitate South-South learning and collaboration to share best practices.
2. **Support pilots of grassroots women's innovations:** In the absence of an easily identifiable pool of practices, an alternative would be to provide support to grassroots women to pilot their own innovations and evolve their strategies locally. After helping to identify or build this expertise among women's organizations, UNDP could bring visibility to these best practices by extracting lessons learnt and publicizing what works and does not work.

3. **Foster partnerships:** One way to support grassroots women’s work on the ground would be to foster partnerships between government, donors and women’s organizations to innovate, mainstream and institutionalize their best practices. The UNDP can create opportunities for national and international collaboration of grassroots women with governments, and other civil society groups to enable cross-fertilization of knowledge through peer learning, forge partnerships, and gain visibility and legitimacy for their ideas. The UNDP can build alliances between grassroots organizations, media and governments to facilitate advocacy on laws and policies that create enabling environments for anti-corruption efforts. In such partnerships, the UNDP can facilitate grassroots women’s entry into decision making arenas by recognizing women as experts.

Figure 5: UNDP Anti-Corruption Programming and Grassroots Women’s Strategies



4. **Educate governments:** The UNDP Country Offices can play a critical role in educating governments on:
 - a. The specific ways in which corruption impacts grassroots women
 - b. Grassroots women's strategies and models that have been found to be effective
 - c. The importance of mobilizing and educating communities to effectively fight corruption
 - d. The importance of including grassroots women in monitoring government programmes, as well as in joint action planning and budgeting of service delivery programmes
 - e. The importance of including grassroots women as experts to design laws, policies and programmes to fight corruption as well as engage them as experts on decision making for service delivery programmes.
 - f. The importance of gender disaggregated data for planning and monitoring programmes.

Additionally grassroots women's work can be assisted in multiple ways:

5. **Facilitate Grassroots Women's Participation and Leadership:** Promote participation of women leaders, who are sensitive to grassroots women's experience with corruption and will represent their interests in fighting its impact, in local governance processes. Also, recognize grassroots women's groups as monitors of local governments thereby establishing their legitimacy to hold it accountable.
6. **Support Mobilisation of Grassroots Women's Groups:** Build and nurture grassroots women's groups, raise their awareness and link them to elected women leaders to ensure accountability and representation of their interests.
7. **Invest in Capacity Building of Grassroots Women:** Strengthen the capacities of the grassroots women - to improve knowledge, increase access to information, and build their leadership roles in the communities for better governance - through trainings, advocacy, and mentorship.

Additional resources: <http://youtu.be/UVYs1Bfa7j0>

This lesson has provided broad guidelines for how UNDP Country Offices can work with grassroots women's groups. The following section discusses two country specific case studies which provides strategies and requires you to think about how you can link your anti-corruption programmes to these strategies.

Analysis of Case Studies of Grassroots Innovations

Two specific case studies are presented below with the following:

- The local context and issue around which grassroots women have mobilized,
- The specific strategies they employed,
- Outcomes
- Lessons learnt

This section will be followed by questions on the implications for UNDP programming which you will need to answer.

Case study 1: NEPAL Women and Water, Sanitation and Hygiene (WASH)

Background of the Initiative:

In Thankot, Nepal, the community faced shortage of drinking water and unequal distribution of water services. Only 85% of the total population in the area had access to water. While more than 90% of the households in the area had access to toilets, healthy sanitation practices were not followed. Lumanti, a NGO in Nepal, had previously used Report Cards on water and sanitation to form Citizens' Forums in other districts. Based on that work, further focus group discussions and surveys were done to prioritise water, sanitation and hygiene (WASH) issues. It surfaced a range of issues related to poor service delivery and corruption including lack of drinking water supply and unequal distribution of water services; lack of government responsiveness to problems related to drainage and waste management; lack of transparency around service delivery and government wash budgets and programs; and bribery for quality service delivery. Women reported facing harassment by officials who forced them to make repeat visits to their offices.

Objectives:

To address these problems faced by the women and the community at large, the grassroots women's group designed an initiative aiming to introduce effective community monitoring and evaluation of corruption and transparency in WASH related services in the urban poor communities of Thankot. They also aimed to increase government responsiveness to community monitoring in order for the community evaluation to be turned into concrete joint action plans.

Strategies:

The primary strategies employed by Nepali grassroots women included:

- Preparatory strategies such as
 - **Mapping** local priorities on WASH services to help women identify and localize problems faced by communities around WASH
 - Community **mobilization** of members equipping them to participate in a variety of activities such as awareness-raising, advocacy, monitoring WASH budgets, as well as any instances of corruption through the use of report cards
 - **Partnerships** with technical experts to build grassroots women's capacities in public budgeting related to water, health, and sanitation services.
- Engagement with local authorities by women on WASH issues
 - Monitoring and surveying of WASH related institutions, authorities, as well as any barriers to accessing WASH services, using the report card methodology.
 - Dialoguing with local authorities to share report card results
 - **Creation of joint action plans** with local government and community based on data
 - **Joint planning** of budgets and expenditures on WASH based on women's priorities

15 community members identified and prioritized WASH related problems in their area. They pinpointed community barriers to accessing WASH Services. This was followed by another mapping exercise to document all WASH related institutions and authorities so that all the stakeholders could be identified and mobilized. The mapping process also mobilized the community to advocate for improved and corruption-free WASH services and participate in various activities like awareness-raising, advocacy, monitoring WASH budgets, and reporting instances of corruption through the use of report cards. The report cards actually track levels of transparency, responsiveness, participation, equity, rule of law, and other categories related to good governance. In order to raise awareness of the rights to these services at the national level, as well as administer WASH Report Cards across the district, Lumanti mobilized 9 subcommittees to raise awareness (73 people) and formed a 13 member WASH Advocacy Committee.

To take the work further, 18 grassroots women were trained to administer the report card, and 51 community members carried out this data collection across 9 Wards. An important aspect of training was to build grassroots women's capacities in public budgeting related to WASH. Over 73 members of the sub-committee were trained in this through partnerships with technical experts. Increased awareness on public budgeting was expected to build stronger community

advocacy and make government authorities more responsive to community monitoring and evaluation.

Lumanti then linked the issues of service delivery to conversations on good governance and transparency, and facilitated trainings on anticorruption, national human rights frameworks, and governance for 240 community members. This was done in partnership with local anti-corruption agencies, like the Commission for the Investigation of Abuse of Authority (CIAA) and branches of INGOs, like Transparency International Nepal, inviting local government authorities as well.

Apart from partnering with technical experts and anti-corruption agencies, the initiative also focused on building a relationship with various local government offices like the Village Development Committee (VDC), the most local unit of government, Secretary and Water Supply Committee through ongoing dialogues. Multi-stakeholder dialogues to share the findings of the surveys conducted.

Outcomes:

Bringing transparency into the culture of institutions:

The largest impact has been greater transparency in the functioning of local government institutions which now regularly post all government budgets and public programmes in community areas, and invite grassroots women to participate directly in decision making processes. Because of a demonstrated interest by women and their participation in budgeting, the government now posts all of its budgeting information and other participatory information in a visible, central place. Grassroots women now have the tools to themselves administer future surveys and hold their officials accountable.

Building Sustained Change through Mobilization and Building Local institutions:

Creation of Citizen Forums, WASH user committees, monitoring committees and WASH advocacy committees with strong representation of women have created a base for community mobilization, participation and ownership.

Community participation in governance processes and Engendering Governance space:

Partnerships with technical experts has led to the emergence of grassroots women as local experts who have been trained in the technicalities of WASH. This increased voice of grassroots leaders has resulted in both a) engendered spaces within local government for grassroots participation and b) the empowerment of women to play a strong leadership role within the community and in local governance. Grassroots women are now directly involved in Ward Level Budgeting and consultations. The government has institutionalized community engagement in local decision making spaces. Through the facilitation of report cards across 8 Wards, a joint action plan has been developed to address problems in service delivery across the district.

The VDC mobilized the WASH Advocacy committee and commissioned them to complete surveys on solid waste management, which resulted in concrete recommendations for

improving sanitation services and led to a multi-stakeholder cleaning campaign to address sanitation at health organizations and schools.

The VDC formed the Citizen Forum and WASH user committee with 33 per cent of women. The Citizen Forum is to raise awareness on WASH rights of poor communities and lobby for their access to WASH facilities. The VDC formulated a policy to form a monitoring committee comprising of 5 members including 2 women to prevent corruption practices. One member of WASH advocacy Committee is also part of this monitoring committee. Grassroots women and the VDC Secretary now also collaborate on a district campaign entitled the Open Defecation Free Initiative.

Transforming traditional gender norms and power relations:

When the initiative began, grassroots women in Thankot were not aware that they had the right to visit the offices of local government and request information or make complaints; many believed that it was the authorities' job to visit the community and deliver information. Prior to their organizing, VDC officials did not understand why grassroots women would have an interest in mobilizing around corruption, and many family members of the organizers expressed negative sentiments towards the women regularly trying to dialogue with the government.

Improved Service Delivery:

This initiative has laid the foundation for more effective and resilient governance and service delivery mechanisms, by building strong accountability and transparency mechanisms. Due to testing of water quality, water services including access to drinking water have improved, while there has been a decrease in water borne diseases. Garbage collection has become regular.

Key Lessons learnt:

- Grassroots women recognized their collective power and voice when empowered through an understanding of governance processes and budgeting. This has led to a transformation in traditional gender dynamics, but only after sustained and long-term negotiations and dialogues to convince authorities to partner.
- Grassroots women effectively used national legal frameworks and the constitutional right to water access to information and sanitation to hold government authorities accountable.
- Multi stakeholder partnerships proved to be crucial in improving WASH services and an efficient way for acting on the findings of the survey and mapping on WASH service delivery and corruption related to it.

Implications for UNDP Anti-Corruption Programming

Given the successful outcomes of strategies developed by grassroots women's groups in Nepal to address gaps in basic service delivery, please take a few minutes to think through how your country office can use these strategies for your own anti-corruption programming.

Example: Mapping as a strategy has proven to be a critical initial exercise to help women identify and prioritize WASH service delivery-related problems in their communities, and identify power structures and partners that may be crucial to their advocacy. Concrete steps

that any country office can take to foster this practice as part of the UNDP's anti-corruption initiative would be:

- To investigate whether mapping as a technique is or can be used by other WASH programmes and communities affected by problems in WASH service delivery
- To encourage the national government to pilot training programmes in **mapping** for WASH committee members (where these committees exist)
- To urge national governments to support the creation of local community-based WASH committees, and to train them in mapping which could be provided by a third party, such as an NGO.

Similarly, please take a few minutes to answer the following questions:

Q.1 Mobilisation of communities into local community-based organizations has helped raise community awareness, enabled community monitoring of government and increased community participate in decision making.

- a) What concrete steps do you think your UNDP country office can take to design an engendered anti-corruption programme that utilises mobilization as a key strategy?

Q.2 Participating in budgets and creating joint action plans to improve service delivery has built accountability and ownership on the part of both the community and local authorities in Nepal.

- a) Please provide an example of a programme which is being jointly planned by communities and governments in the country in which you operate.
- b) If there are none, can you think of potential programmes where you can facilitate joint planning and budgeting? How?

Q.3 Partnerships with WASH technical experts has been seen to increase the Nepali community's capacity to both monitor budgets and participate in the budgetary process.

- a) What are some ways in which your office can build the technical expertise of grassroots women to monitor the budgets of service delivery programmes?

Case Study 2: Uganda Women on increasing access to land titles

Background:

Ownership, control and access to land is closely linked to poverty as rural and peri-urban livelihoods strongly depend on it. Holding formal titles to land therefore becomes an important facet of security of tenure for women. The lack of these titles poses not just the threat of eviction, but also the loss of livelihoods, food security and their homes. Grassroots women and their communities in Jinja, Uganda, often experience harassment while applying for land titles in the form of delayed delivery of titles, bribes, absenteeism from the offices, and unclear requirements for applications. Also, given the patriarchal nature of land ownership in the area, women had been unable to hold land titles in their own names. Recently, the government of Jinja has implemented a pilot project in 6 towns where they have streamlined the process of applying for land titles, as there have been many problems with delayed delivery of titles, absenteeism from the offices, and unclear requirements for application.

Objectives:

This initiative in the Jinja district of Uganda aims to make the process of applying for land titles more transparent and less prone to corruption, and ensure that grassroots women successfully receive individual titles in their names.

Strategies:

The primary strategies employed by Ugandan grassroots women included preparatory strategies such as

- **Community mapping to raise local awareness** about the process of applying for and receiving a land title. Grassroots women also mapped and documented the main challenges in applying for land titles and also outlined recommendations for the identified problems.

- **Community mobilization**

After the mapping exercise, various advocacy strategies were employed by mobilizing working groups who were trained in the land titling process. Strategies included Local-to-Local Dialogues with land officers and local officials that provided space for negotiations and for the community to raise their priorities with local authorities.

- **Training**

The working groups also acted as trainers for the rest of the community. 50 community members were trained in the land titling process. There are 37 grassroots women organized to lead the initiative with a coalition of 15 CBOs across the district.

- The grassroots women visited land offices in small groups to explain their initiative and learn each step of the titling process, which proved to be a safer and more effective strategy that eliminated some of the gender and power imbalances often present between

grassroots women and authorities. Training in land titling process enabled them to act as judicial mediators to resolve land disputes.

- **Increasing access to information:**

SWID partnered with a Consultant from the Land Administration to develop a manual based on the land titling process, which maps out each step, the relevant offices, documents, and fees necessary. The grassroots women leading the initiative printed over 500 copies of the Land Titling Manual, which outlines the entire process so that community members can carry it to their local offices and refuse bribery or delays in service. They also disseminated information to the wider community about how to use the manual using media, including radio shows and educational workshops.

- **Partnership**

Sustainable partnerships with local authorities, particularly those working in the land offices, were seen as crucial for success of this initiative. They thus included these officials in dialogues from the beginning of the initiative, and used a non-confrontation approach to corruption which focuses on a need to improve good governance collectively and for the benefit of the entire community.

Outcomes:

Improved Access to Land Titles and Service Delivery: Overall access to land titles increased, especially for women. 35 women have received land titles in their own names, and 120 women have submitted their documents for review.

Access to information regarding land titling increased due to the dissemination of manuals and training community members as trainers. 100 community members have been reached by awareness raising via the radio show, and 96 community members have been actively participating in government dialogues.

Increased transparency and efficiency of service delivery: Bribery in land offices and delays in applications decreased because community members, particularly women, could point to the manual to ensure that they were paying the correct fees, holding local officials accountable. Due to the fact that women knew what documents and fees were required, they were able to apply in groups of 35 for land titles, which expedited processing of their applications. Another 100 women have put together documents to apply as a group for new titles. Now community members, including men, are applying in groups and increasing the efficiency of title delivery.

Engendering Governance: Grassroots women have emerged as local experts and information and rights holders. They have also been approached by men in their communities for help with the land titling process. Government decision making spaces have become more accessible and inclusive, as women are now organized and knowledgeable stakeholders in the land titling process, and officials regularly invite them to meetings.

Formalizing Partnerships with government: The Area Land Commissioner is officially partnering with women in Land Titling Work to make sure that grassroots women can apply for their own land titles without facing corruption. Land conflicts have decreased, since the grassroots women

are now involved in land dispute mediation and in the land plot surveys conducted by the Area Land Commissioner. Land conflicts have also decreased, since the grassroots women are now involved in land dispute mediation and attend the surveying of land plots done by the Area Land Commissioner.

Key Lessons Learnt

- Using an approach that goes beyond confrontation to tackle corruption in the land titling sector is a significant lesson learned in terms of strategies that work for grassroots women, or other groups who are potentially facing large power imbalances
- Establishing mutually beneficial partnerships has helped empower grassroots women to play a key role of judicial mediators in the service delivery process. This transformed traditional gender and power relations as it empowered women to become experts in the land titling process where even men approach them for help.

Read more about the case study from Uganda here:

<http://www.undp.org/content/undp/en/home/ourwork/womenempowerment/successstories/in-uganda--women-s-collectives-fight-for-land-rights-and-against/>

Implications for UNDP Anti-Corruption Programming

Given the successful outcomes of strategies developed by grassroots women's groups in Uganda to address gaps in access to formal land ownership, take a few minutes to think through and answer the following questions on how your country office can use these strategies in anti-corruption programmes:

- Q.1 The Uganda case study addresses the Ugandan urban poor's struggle for access to key resources such as land through land titles.
- i. Are there similar impediments preventing the poor from accessing important documents that entitle them to services and/or resources such as land? Yes/No
 - ii. If 'yes', how can you apply some of the strategies utilised in the Ugandan case to situations in your host country?
 - iii. If 'no', what anti-corruption strategies would work and how can you engage with communities?
- Q.2 List overarching similarities, if any, between the two case studies and the work done by women's groups in your country. What implications could these similarities/shared characteristics have for future anti-corruption programming in your country office?

Lesson Six: Strategies to Engender Anti-Corruption Programming

The final lesson will start with UNDP's comparative advantages in the pioneering of the way forward to engendering anti-corruption programmes globally. It will then provide insights into strategies to engender existing programs on anti-corruption.

UNDP's comparative advantages include:

- Its ability to leverage partnerships with governments to work at the formal, institutional level to promote legal and policy reforms that eliminate structural barriers to gender equalities and put in place policies to empower women;
- Its convening power and partnerships that allows UNDP to bring together civil society advocates, academics and government to address gender equality and women's empowerment through policy and legal reform;
- Its recognition as a thought leader, through its Human Development Reports, MDG Reports and other evidence-based publications, which enables UNDP to advocate for policy reforms and changes in social norms and behaviours;
- Its ability to draw upon its extensive presence around the world to bring best practices from one region to another;
- Its commitment to advancing gender equality and empowering women as agents of change and leaders in the development processes.

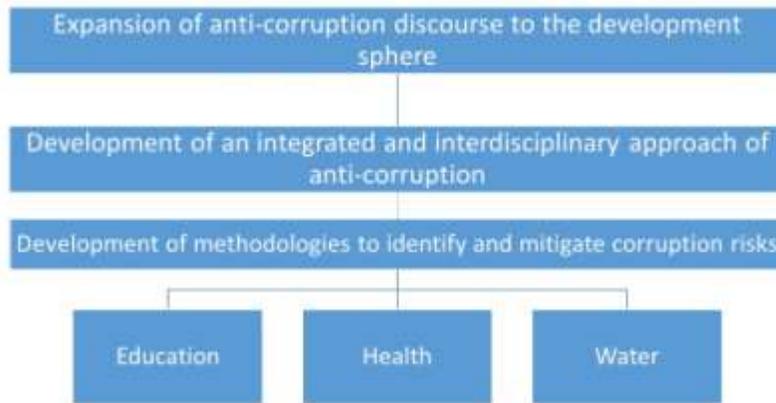
These frameworks along with the strengths of the UNDP should together inform the design of their anti-corruption programmes, while simultaneously ensuring gender equality.

UNDP's Integrated and multidisciplinary anti-corruption approach

Anti-corruption is the fastest growing focus areas in UNDP's work worldwide. As of 2014, the United Nations Convention against Corruption (UNAC) has near universal ratification, which indicates the growing determination of nations to fight corruption. Today, anti-corruption initiatives have become a priority in promoting democratic governance.

That being said, corruption not only has a major impact on governance but also on development. In this regard, UNDP's major contribution to the anti-corruption discourse was to expand the political agenda on transparency and accountability to the development sphere. While anti-corruption initiatives are improving governance, they should consequently accentuate the outcomes of a variety of development programmes. To have such an impact, anti-corruption activities have to be carried out as cross-cutting initiatives rather than stand-alone interventions.

UNDP's integrated and interdisciplinary approach has a clear advantage for tackling corruption in all areas of development because it places anti-corruption as a cross-cutting theme across other UNDP



thematic areas, including service delivery, local governance, youth and civic engagement, and strengthening public institutions. Accordingly, UNDP's Results-oriented Annual Reports (ROARs) now show that national-level anti-corruption initiatives are increasingly shifting away from being stand-alone interventions to being integrated and implemented as cross-cutting initiatives.

Starting in 2010, UNDP developed methodologies to identify and mitigate corruption risks in the sectors of education, health and water. Social accountability and engagement with civil society were prioritized to fight corruption more effectively by raising awareness and involving citizens in monitoring service delivery and its budgets.



From this point, a range of countries started integrating anti-corruption initiatives in the education, health and water sectors. In Jordan, health services were enhanced with monitoring, transparency and accountability measures and citizens can now report on corruption through a web portal. In Armenia, a Social Innovation Camp and web-based outreach were implemented in the education sector to increase awareness on corruption. Uganda used community participation and monitoring as strategies to increase transparency and accountability in

universal primary education. China and Kyrgyzstan implemented mapping to assess corruption risks in the education sector while Ethiopia did the same in the water sector. The Philippines aimed at mitigating corruption risks in water governance through participation in related public finance processes and instituting reforms at the local level.

As previously established, UNDP’s integrated and multidisciplinary anti-corruption approach opens the door to a variety of elements of the development sphere. Of particular interest are gender equality and women’s empowerment. A notable example of this integration is the partnership between UNDP and the Huairou Commission to launch pilot initiative to understand corruption from grassroots women’s perspective and bring their voice in the global anti-corruption discourse. These pilots particularly demonstrated: how grassroots women perceive and define corruption; how corruption affects their daily life by complicating their access to basic public services; and what anti-corruption measures were taken by them to combat such corruption.

UNDP’s multidisciplinary approach builds on knowledge production, technical assistance and capacity building to strengthen anti-corruption initiatives.

Incorporating a gender perspective in anti-corruption and development programming

There are two main reasons for developing anti-corruption initiatives that are gender-sensitive:

- 1) To take into account the fact that various forms of corruption either impact women more or in different ways than men. For example, women often face sextortion, which is usually not recognised as a form of corruption by law enforcement agencies.
- 2) To ensure that women are fully included and center staged in anti-corruption initiatives.

As seen in the figure below, the goal of incorporating a gender perspective in anti-corruption and development programming is ultimately to create an enabling environment for women that will increase their access to resources and public services and will lead to the final outcomes of women’s empowerment.



The creation of an enabling environment for women can be achieved not only through actions in the political and legal sphere but also the development sphere. Entry points in the development arena on gender and anticorruption include:

- Increasing women's voice in service delivery governance
- Improving women's access to information on availability of public services and their budgets and increasing their knowledge on women's human rights. This includes working with media and other public service bodies.
- Developing and disseminating of knowledge products on how corruption affects women and men differently, as is the case about corruption in service delivery.
- Implementing participatory monitoring of service delivery and budgets, including the use of mapping and community score cards.
- Advocating for women's representation in the public sector in all stages of service delivery.

Entry points in the governance arena on gender and anticorruption include:

- Building the capacities of key stakeholders, including governments and UN country offices, to integrate gender and anti-corruption initiatives in their other development and governance programmes.
- Supporting the development and implementation of gender-sensitive, country specific corruption measurement and diagnostics tools, such as gender-sensitive anti-corruption surveys. See **Case Study 3** on UNDP's survey methodology designed to identify gender gaps.
- Advocating for the implementation of gender-responsive budgeting, which can be done by providing tools for use by governments and civil society (including advocates) to ensure that budgets are more responsive to women's needs.
- Ensuring that public accountability mechanisms, such as public audits and public-review bodies (including human rights commissions, electoral commissions, and judicial reviews), are functional.
- Increasing resource allocation for gender-responsive governance programmes in UNDP's thematic areas of intervention.
- Advocating for increasing the number of women in government by promoting and supporting the political participation of women. See **Case Study 4** on methods and examples of increasing gender equality in public administration.
- Supporting grassroots women's innovations. See **Case Study 5** on the case of grassroots women being empowered with anti-corruption tools Nicaragua.

Additional resources:

<http://www.undp.org/content/undp/en/home/ourperspective/ourperspectivearticles/2014/04/17/women-s-empowerment-and-corruption-prevention-can-go-hand-in-hand-magdy-martinez-soliman.html#.U1Y3QkDSs-o.twitter>

Case study 3: Survey methodology - addressing gender equality related corruption risks and vulnerabilities in civil service

Corruption in the work place:

Corruption exists in workplaces due to inadequate or absent policies and codes of conduct. Corruption exists in professional development and recruitment, promotion and retrenchment processes. Often in such situations differential treatment based on nepotism, favoritism, hierarchy and gender is common. Even where policies are in place, poor enforcement mechanisms, like internal audit and ethics commissions, lead to gaps in implementation.

Different workspace experience for men and women:

While Central and Eastern Europe have made considerable progress in the area of good governance, equal opportunities for men and women within the civil service is yet to be achieved. Lack of transparency and corrupt practices at work make women more vulnerable than men. They are, more often than not, underpaid, sexually exploited, overlooked for promotion or unfairly dismissed. This is due to stereotypes and attitudes which discriminate against women and perpetuate the notion that men are leaders.

Surveying gender inequality related corruption risks:

In response to this situation, UNDP designed a survey methodology to provide a tool to civil servants to ensure more transparent working conditions within the civil service.

Gendered experience of workspace corruption: The methodology outlines how to survey male and female civil service employees on their experiences and perceptions of transparency, accountability and corruption at the workplace. It focuses on the differential impacts of a lack of transparency and corruption on recruitment and career development of male and female civil service employees. This tool also investigates how gender impacts workspace power relations, decision-making, budgeting, planning and policy development.

More than numbers: The survey methodology aims at moving beyond numbers. It does not limit its concern about the number of positions women hold but engages in looking into root causes of gender inequality within the civil service. Apart from the total number of positions women hold, the survey also looks at the kind of positions held by women and looks into the different experiences of men and women as civil servants.

Sextortion: The survey methodology is designed to record bribery being asked in the form of sexual favours at workspace from civil servants.

Reporting: It is important to see if there is a difference in men and women's reporting of corruption, which in turn affects the disparity in their careers. The difference in reporting also includes different access to such mechanisms which adds to the differential experience of corruption among men and women.

Outcomes of the Survey methodology tool

- Tracking change over time in the attitudes towards gender equality and transparency levels in workplace related human resource practices. The survey can be repeated periodically and change can be measured.
- Improving workplace practices and culture within the civil services by providing useful information to the management and surfacing the issues relating to corruption faced by men and women in their recruitment and career development. Such information can be used to sensitize the workspace in gender and corruption issues
- Diagnosing priority issues for further investigation in the area of gender, transparency, accountability and corruption within human resources in civil services.
- Strengthening accountability mechanisms within civil service by highlighting the effectiveness of existing transparency and accountability enforcement mechanisms.

Implications for UNDP Anti-Corruption Programming

Please take a few minutes to answer the following questions:

Q.1 Do you think the survey methodology can be incorporated in any of the UNDP programmes, especially vis-à-vis service delivery programmes?

Q.2 What concrete steps can be taken to implement such a survey in your country? What are the obstacles you see in smooth implementation of it?

Case study 4: Approaches to Mainstreaming Gender Equality in Public Administration

Background:

Women are yet to enter the public administration arena in leadership and decision making roles. This is true for most countries around the world. In 1990, United Nations Economic and Social Council (ECOSOC) endorsed a minimum target of 30% of women in leadership positions. While there are more women in public administration since then in terms of total numbers, they remain underrepresented in decision making positions. However, women's participation is higher in the sub-national levels which have much more direct impact on their everyday lives. This is because local governments are mainly responsible for service delivery that the everyday life of women is dependent on.

Often it is assumed that the disproportionately lower number of women in the public administration is due to women's career choices and lack of expertise. While work-life balance plays an important role in women's career decisions, increasingly the same can be said for men too. However, the systemic gender discrimination based on socio-cultural gender constructs plays an influential role in creating the glass ceiling that keeps women from being selected for decision making positions.

Strategies:

To increase women's participation in public administration, a series of institutional and legal reforms have been tried in several countries which are worth taking note of:

- *Legal measures:* Gender equality laws and policies are important entry points. Many countries have recognised the need for having anti-discrimination legislation to redress the disadvantage that women start with, compared to men. It is now widely accepted that it is not enough to have prohibitory laws against discrimination and instead the government needs to proactively promote and uphold equality. Another important step towards changing the systemic gender discrimination is by using more gender sensitive language, like in Uganda, in the policies and laws themselves. How policies are worded can be a second critical entry point in promoting gender equality.
- *Constitutional Measures:* Several national constitutions enshrine basic provisions, such as all men and women are equal in the eyes of the law, prohibiting sex-based discrimination or even actively promoting quotas for women like in India and Rwanda. Constitutions can prioritise women's participation in leadership positions and to further promote it, temporary special measures can be taken to bring women at par with men to be able to exploit opportunities equally. This is seen as a way to redress imbalances caused by past

discrimination. South Sudan and Colombia are examples of supportive national constitutions that broaden the scope of equal participation in all spheres of public life, including both elected and appointed posts. Colombia's 1991 constitution protects women from discrimination and also holds authorities responsible for guaranteeing women's participation in decision making processes in public administration. This later led to special quotas for women. Similarly, South Sudan prioritized women's participation in the public sphere and to promote it, a 25% quota for women was reserved in the legislative and executive bodies. Article 16 of the 2011 Transitional Constitution of South Sudan guarantees provision of maternal and child care and medical care for pregnant and lactating mothers while also ensuring enactment of laws to fight customs and traditions that are harmful to women and undermine their dignity.

- *Temporary special measures* help women in overcoming the historical discrimination faced by them and be on an equal level playing field as their male peers. As illustrated in the examples above, national constitutions can promote women's participation by taking affirmative actions like reserving quotas. CEDAW emphasizes that such special measures are not to privilege women over men and do not discriminate against men but are necessary stratification to promote gender equality and to ensure active integration and participation of women in education, politics and economy.
- *Creating Enabling Environments for Institutional and Cultural Change:* Institutions and its cultures are often embedded with processes that perpetuate gender inequality. Research is needed to unveil challenges to gender equality within public administration institutional arrangements. For example, in some countries there is no clarity on what constitutes decision-making positions, rendering it difficult to determine the existence of discrimination against women in decision-making. Gender audits in Malawi showed that there were not enough women in the grades eligible for promotion to decision-making levels and identified a need to increase the stream of women coming into public administration. Research in Pakistan challenged the myth that women preferred to work in health or education sector where the conditions were seen as favourable to them. Instead, it was found that only three out of 2,779 advertised positions had openings for women outside education, health and population departments. Research also disproved that women were unavailable for public service positions, where findings showed high numbers of women applying for advertised positions even from provinces with low women's literacy rates.

Work life balance is another area which can affect the participation of women. It is important to have an enabling institutional culture that promotes work-life balance. Women may feel pressurized to work long hours and follow in the footsteps of men, who are seen as 'married to the job', to advance their careers. This is not conducive for women in higher decision making positions as they continue to find it difficult to balance their responsibilities at home and work. In the United Arab Emirates, Dubai's Human Resources Decree 9 (2011) on federal human resources provides for daycare centres in ministries,

public institutions and government offices and agencies. In 2007, Malaysia provided subsidies for childcare to public servants with low household incomes, raising the income threshold in 2009. A government supported review in Ireland provided flexible working arrangements through work-life policies as one of the top recommendations to address gender imbalances.

Parental leave is an important issue in work-life balance, especially for women who struggle to juggle their roles at home and at work. Botswana recently changed its policy to include women on probation to entitlements of two full months of paid maternity leave. This was to redress the situation where women fall behind male peers due to child birth. Norway introduced a four-week paternity quota in 1993 for both the public and private sectors to encourage fathers to take a more active role in childcare.

- *Creating an enabling work environment:* Apart from being sensitive to the different needs and challenges of men and women, it is important to create a more enabling work environment for women. Having clear laws and mechanisms to combat sexual harassment helps create that environment where women feel safe instead of being forced to stay away from work due to harassment. For example, the Philippines enforced the Anti-Sexual Harassment Act of 1995 that directs government agencies to form committees on decorum that will also investigate sexual harassment complaints.

Recruitment, retention and promotion policies need to be more gender sensitive taking into account differences between men and women. Burundi, for example, requires equal representation in the recruitment panel of the Ministry responsible for gender equality to ensure gender sensitivity. Vietnam introduced open competitive examinations for leadership positions in 2007 which resulted in a significant increase of the women's presence in public administration. These transparent competitive exams lead to merit based opportunities for both sexes. Both recruitment and pre-recruitment processes, like advertisements, needs to be gender sensitive to encourage both sexes to apply. The Civil Service Commission of Azerbaijan examined data on recruitment and applications in 2005 and found that the number of women recruited was proportionate to the number of women applicants but that the total number of women applicants was much lower than that of men. After this, Azerbaijan focused on gender sensitive outreach programmes, which resulted in an increase in women applicants from 24% in 2005 to 74% in 2011, including applications to higher level positions.

Similar sensitivity is needed to ensure retention of women in public administration. For example, it is important to recognize that women's service period faces more interruptions due to family care-giving and child bearing responsibilities and, hence, decisions based on length of service can be gender blind. Mongolia, for example, has laws specifying that retrenchment during times of economic crisis should take into consideration that the lengths of service in women's careers are in general more interrupted.

For promotion and professional development of women in public administration, it is important they can access professional training. The Beijing Platform for Action (1995), recommends that governments restructure recruitment and career-development programmes to ensure participation of women. Special programs can be designed for women to help them accelerate their career development to leadership positions. The Swedish Women to Top Positions is an example of an initiative that promoted the career development of women in the central administration. In Jordan, management skills workshops and seminars were conducted for almost all employees at management level.

Questions:

For long term gender equity, it is important to create an enabling environment by bringing in institutional changes. These would include ensuring access to pre-service and in-service training to women, making recruitment, retention and promotion policies more gender sensitive and more informed by different gender need, and having policies promoting work-life balance.

1) Are there constitutional, legislative and policy frameworks to encourage women's participation in public sphere in the country where you operate?

2) Are there any actions or strategies you recommend to further women's participation in public administration and to ensure more women in decision making positions in your country?

Case study 5: Nicaraguan Women Facilitate increased transparency and accountability in service delivery and develop community mediation strategies

Background:

Government identification documents are an essential pre-requisite to accessing any basic service or entitlement. For women in particular access to health, education or water related services is even more important considering their central role in taking care of their families and children. However, many women do not have these documents, and often do not know how critical it is to register their children for these ID documents when they are born. After a child's first birthday, it is necessary to hire a lawyer to proceed with the application process, which many community members cannot afford. When grassroots women then go to apply for ID cards, there is a lack of transparency in the application process, resulting in delays, harassment or bribes for documents. Local authorities often show favoritism or prioritize those community members of certain political parties, and block the applications of some women due to political affiliation.

Objectives:

This initiative in the municipalities of Pantasma and Wiwili, Nicaragua, implemented by a union of women cooperative producers the social justice trade organization, Union de Cooperativas de Mujeres Productoras "Las Brumas", aimed at increasing transparency in the application process for identification cards and other documents and to ensure that grassroots women and their families can access their documents on time.

Strategies:

The primary strategies employed by Nicaraguan grassroots women included:

- **Community mapping** to identify those families that lack identification documents and, thus, did not have access to public services like water and education. In the pilot stage, 13 grassroots women leaders were trained to gather data and map communities lacking national identification documents.
- **Process documentation** of birth certificates and national identification documents to identify reasons of delay between the local and national level offices.
- **Training** women as judicial mediators to resolve disputes related to service delivery. In the pilot stage, 10 grassroots women were trained as Judicial Mediators to resolve local disputes, including those related to delays and bribery in service delivery.
- **Community Mobilisation** through anti-corruption training, including comprehensive information on national laws on rights to citizen participation, access to information, and access to services
- **Increasing access to information** by using multi-pronged approach like –
 - distribution of anti-corruption manuals, which translate complex legal terms and frameworks into simple language and explains the entitlements of citizens as well as how to engage with government. It also explains the national commitments of Nicaragua made in relation to anti-corruption measures

- hosting radio broadcasts to raise further awareness on national rights to participation and access to information
- publishing and disseminating portions of the 2012 national budget which had not been implemented at the local level in order to meet with local authorities to follow up on specific unfunded programs.
- **Local and high level partnerships** were built with local authorities, lawyers and judges mayors and the police. A training programme for police actors was developed on how to respond to corruption complaints, entitled “Duties and Rights of Citizens.”

Outcomes:

- Increased transparency: Through these mobilizations and trainings, grassroots women are empowered to report corruption in local and district ID offices, and understand each step of applying for various identification documents. Las Brumas developed an action plan with 2 mayors, in partnership with the Supreme Court, on the processing of ID documents. They have also established two ongoing working groups in two municipalities to work directly with government officials on transparency and efficiency in ID processing.
- *Access to information regarding application for documents has increased* due to the dissemination of manuals, trainings and radio broadcastings by grassroots women.
- *Creation of community driven grievance redressal channel* by training grassroots women as Judicial Mediators through which women and other community members can report cases of abuse and corruption. They also play a role in resolving community conflict before problems are brought to the municipal judge, and are now seen as experts in legal frameworks and human rights that the community can go to for advice. This also strengthened the partnership between Las Brumas and the municipal judges, as they mediation team is official recognized at the municipal and national levels.
- *Increased transparency of budget allocation at the local level*
- *Increased effectiveness of reporting instances of corruption*

Implication for UNDP Anti-Corruption Programming:

Given the successful outcomes of strategies developed by grassroots women’s groups in Nicaragua to address corruption gaps in basic service delivery, please take a few minutes to think through how your country office can use these strategies for your own anti-corruption programming.

Example: Having grassroots women as judicial mediators has been critical in lowering bribery and increasing transparency and accountability. Concrete steps that any country office can take to foster this practice as part of the UNDP’s anti-corruption initiative would be:

- To encourage other civil society organisations to pilot training programmes for grassroots women as **Judicial Mediators**
- To partner with local governments to recognize such trained grassroots women as Judicial Mediators.

Similarly, please take a few minutes to answer the following questions:

Q.1 Developing and circulating manuals that distribution of manuals, which translate complex legal terms into simple language and explains the entitlements as citizens as well as how to engage with government has helped raise community awareness and increased community participate in decision making.

- b) What concrete steps do you think your UNDP country office can take to design an engendered anti-corruption programme that utilises such methods to disseminate information as a key strategy?

Q.2 Documentation of application processes and also utilization and implementation of national budgets and plans has built accountability and transparency in Nicaragua.

- c) How do you think such strategies can be implemented your country?

Module summary

Congratulations! You have completed the module on anti-corruption strategies and anti-corruption programme design that builds and capitalizes on these strategies. We hope you enjoyed these lessons.

You will now be able to:

- Identify grass-roots women's strategies
- Recognize the types of environments
- Assess how to support context-specific strategies that grassroots women use to fight corruption;
- Use gender sensitive indicators to assess anti-corruption programmes
- Identify and support synergies between the work of grassroots women's groups and international agencies.

Assessment module 2

Please take a few minutes to answer these questions.

- Q.1 List grassroots women's strategies that you think are relevant for anti-corruption programming in your country office. How do you think your country office can work with grassroots women's groups to further your anti-corruption programme goals?
- Q.2 List the gender sensitive indicators that you think are relevant to measure progress of anti-corruption programmes in your country.

Final assessment

To be completed by UNDP when final contents approved