

PCNA-TRF Tool Kit

Note on Integrating Gender Perspectives

January 2009

PCNA-TRF Toolkit
NOTE ON INTEGRATING GENDER PERSPECTIVES¹

Background

The Post-Conflict Needs Assessment methodology, developed by the United Nations Development Group (UNDG) and the World Bank (WB) was reviewed by a multi-stakeholder group in 2006. This review examined experience of PCNAs conducted from 2000-2006 as the basis for improvement and fine tuning of the methodology and development of tools for teams. Amongst other things, the review looked at how cross-cutting issues were dealt with within the PCNA and made recommendations to improve the way they are addressed. Amongst the cross-cutting issues the review looked at are environment, gender, human rights and HIV/AIDS. **This note specifically addresses gender issues; see Note on Integrating Gender Perspectives for specific guidance on environment; and Note on Integrating HIV/AIDS Perspectives for specific guidance on HIV/AIDS.**

Particularly regarding gender, the review concluded that “[O]n the one hand, the reality for women in conflict situations has grown increasingly brutal as the scourge of HIV/AIDS accumulates and interacts with the effects of poverty, natural disasters and environmental degradation. Today, women can act as agents of change and their influence through women’s associations and non-governmental organizations can help ease tensions by communicating across political affiliations and ethnicity and by working to persuade men to accept peace. Efforts that specifically empower women peacemakers, giving them space for getting involved in policy making and encouraging women and girls to become involved in peace and civil society building areas essential for early recovery and development.”²

The international community recognises and repeatedly asserts that attention to gender issues is crucial to the achievement and sustainability of recovery.

Conflict-related changes in family and community make-up, demographics and division of labour alter social norms and have implications in terms of individual’s (and thus a country’s) social capital, health, education, economic, security, legal or infrastructural needs (see Annex 1). Adopting a gender perspective is a means of understanding the changed realities of people’s lives so that assistance provided is contextually specific, needs-based, and beneficial to men and women equitably and strengthens recovery from the ground up.

Adopting such an approach is not about adding new tasks to jobs that are already tough. It is simply about ensuring more accurate and comprehensive assessments and strengthening national ownership and buy-in.

The purpose of this Guidance Note is threefold:

1. Facilitate the identification of clear priority interventions that may be included in the reports and TRF
2. Provide advice to PCNA practitioners on how to ensure knowledge of gender issues is available and used during the PCNA process

¹ This Note was prepared by Sarah Maguire and Sanam Anderlini, and staff of the UNIFEM HQ Governance, Peace and Security Section. For more information please contact Anne Marie Goetz; anne-marie.goetz@unifem.org

² UN/WB PNCA Review, January 2007, Annex II: Cross-cutting Issues, page 10.

3. Provide a core set of indicators that may be used in any given context, plus additional suggested indicators to be selected according to the context to enable monitoring and evaluation of gender issues.

Understanding the gender dimensions of a given situation means that, in identifying needs from the standpoint of beneficiaries, we recognize that women and men, girls and boys, have differing recovery needs, capacities, and opportunities to make their needs known or to shape post-conflict planning. Recognition and accommodation of difference is often referred to as using a “gender lens”.

Gender: Who is Responsible?

“We all are. As field practitioners, team leaders, policy makers, our job is to make sure that the assistance and protection we provide meets the needs of **all the population equally, that their rights are protected** and that those most affected by a crisis receive the support they need. **We are all accountable.**”

**UN-IASC handbook on Gender and Humanitarian Action, 2006*

General Principles

Six principles guide the integration of gender perspectives to the PCNA process:

1. **Recovery needs differ by gender and age:** Women and men, girls and boys, experience armed conflict differently, have different needs and aspirations and different capacities and concerns. The PCNA and related processes, i.e. costing a transitional results framework, Country Transition Strategies, recovery programming will only be effective if these differences are taken into account at all stages of the process.
2. **Gendered marginalization must be consciously reversed:** Women and their experiences and concerns tend to be marginalised in assessment processes for a variety of reasons (political, structural and cultural). Women’s exclusion must therefore actively be countered through organizing direct discussions with women as well as with men. Care must be taken not to ‘ghettoize’ women’s engagement to gender-stereotyped issues such as reproductive health and gender-based violence. Women must also be consulted on the other issues such as infrastructure, livelihood support systems, governance, access to justice and security.

Sensitivity to gender is the **opposite** of imposing external values on a local culture. Gender sensitivity means listening to the solutions that women and men themselves have identified, that are culturally sensitive while being responsive to their needs, and attuned to their power and influence – formal or informal. This is not an external imposition but an approach that is respectful of women’s perspectives on recovery, with the potential to empower communities to bring change in social relations if they wish..

3. **Gender must be addressed from the start and adequate resources allocated:** Efforts to ensure that gender is mainstreamed must start at the earliest possible stage. It is much easier to ask for and assess how issues affect women and men from the outset of PCNA process, than to try to add the information later in the process. The sooner the conditions are understood from the ground up, the more likely it is that a PCNA will a) ensure accurate identification of priorities and the most

effective interventions, b) integrate and cost such priorities in the set up of post-conflict donor trust funds and c) avoid doing harm to women or men/contribute to sustainable recovery.

4. **Gender expertise cannot be assumed; it must be commissioned:** Understanding and addressing the needs of women and men in any sector requires technical expertise on gender issues. The PCNA team leader must have a proven record of understanding and commitment to inclusion of gendered perspectives. A senior gender adviser (GA) should be appointed as early as possible to assist and support Cluster leaders. The core team must include at least one senior level full-time gender adviser (GA) (i.e. not a focal point) from the earliest stages. Where possible the GA recruited should have [at least some] expertise in the priority clusters identified (e.g. if security, agricultural production and economic growth are key priorities, the GA should have [in depth] experience/expertise in one or more of the areas.) The PCNA Secretariat must include personnel with gender and conflict expertise. If gender expertise is not available in-house in the relevant UN entity, specialist agencies such as UNFPA, UNIFEM, OHCHR and others should be contacted for names of potential consultants.

In 2003 Afghanistan, widows in a village near a road building project suggested to international actors that they could provide the meals and clothes for the men doing the roadworks. They also advised the internationals to suggest the idea and seek approval from their village leader, who welcomed the idea warmly. In traditional Islamic societies communities are expected to care for their most vulnerable, but women are also allowed to be economically self-sufficient. The women had the solution to their own income needs, and they were adept at navigating their cultural space to ensure both safety and empowerment for themselves.

5. **Cultural sensitivity should not be a cover for discrimination:** In many cases, pragmatism in conflict-affected societies may override traditional practices (e.g. ensuring that women have land ownership rights in contexts where this had not before been the practice, enabling women to do house construction where this had once been an all-male task, as in Rwanda, or informing women about animal husbandry because they are left alone to care for the livestock even if traditionally they were not permitted to have this information). PCNAs must be sensitive to these changes so as not to inadvertently do harm by reinforcing past practices that have no bearing on current realities. In efforts to ensure cultural sensitivity, we should be cautious about whose notion of 'culture' we accept, and not reinforce or exacerbate existing discrimination.
6. **Gender balance in team formation helps make PCNA teams more accessible to women in-country:** There is no template for the make up of the PCNA team, but in every instance the coordinating partner, especially the UN and World Bank, must practice their institutions' own policies of gender mainstreaming and balance -- in both the PCNA technical team and the secretariat. PCNA Teams and the PCNA Secretariat must themselves be gender-balanced. Having senior women in management or technical posts (e.g. team leader, technical experts, as other cross-cutting advisers) creates positive role models and widens outreach /access to communities. PCNA teams should also strive for gender balance across all levels and sectoral areas. Gender balance in assessment staff can support confidence-building and better outreach to the communities and people who need assistance.

The international community through the Security Council... Calls upon all actors involved, when... implementing peace agreements, to adopt a gender perspective, including, inter alia: the special needs of women and girls during repatriation and resettlement and for rehabilitation, reintegration and post-conflict reconstruction (OP 8 UNSCR 1325 [2000]).

Also, the Security Council... Calls upon all parties concerned to ensure that all...post-conflict recovery and reconstruction planning have regard for the special needs of women and children and include... (iv) the facilitation of early access to education and training, (v) the re-establishment of the rule of law, and (vi) the ending of impunity (OP 11 UNSCR 1674 [2006]).

I. PRE-ASSESSMENT PHASE

Where Can We Find Quantitative and Qualitative Data?

An in-depth desk review should include international and national sources (including NGOs) of information that provide a gendered assessment of the situation. Currently where gender is mentioned it is often largely in reference to women, but a desk review should prompt questions about the situation of men. Key documents to review include:

- National government and civil society reports to the human rights Treaty Bodies;
- Documentation and data from existing line or women’s ministries and human rights or equal opportunity commissions;
- Documentation relating to the MDGS, (not only MDG3);
- UNDP, World Bank and other multilateral documents including human development reports;
- Governmental and civil society documentation relating to SCR 1325, Beijing Platform of Action and relevant national strategies;
- Material produced by women’s studies centres in key universities, think tanks or national NGOs, that may not be fully integrated into mainstream policy discourse;
- Data collected within the UN system (e.g. UNFPA, WHO, WFP) and particularly the HQ and field offices of UNIFEM which should have information about the situation of women, and knowledge of active individuals and organizations;
- International NGO reports (e.g. Human Rights Watch, International Crisis Group)
- Web-based resources (see Annex X for sample listing xxx)

Who should we ask?

Consultations with key actors, including representatives of communities, grassroots groups, must ensure that women and women’s concerns are represented equitably.

1. UN entities, particularly UNIFEM, UN Department of Political Affairs (DPA), UNHCR and OHCHR can often identify local organisations or individuals.

- In 2004 the Canadian Special Envoy to Sudan contacted the NGO, Initiative for Inclusive Security/Women Waging Peace, for information about credible women’s organizations and individuals. Within 48 hours, permission had been obtained and the information supplied.
- In 2008 a UN mediation team heading to Kenya requested names of key women leaders from the Department of Political Affairs. DPA’s gender focal point relayed the request to its international experts, who identified 10 women from across the Kenyan political sphere, governmental and NGO worlds.

2. International women's NGOs³ can identify information providers and peace activists with local contacts across the globe.
3. Humanitarian or human rights practitioners are also useful resources. For example in Afghanistan or Darfur, humanitarian organizations provided useful advice and guidance on how to access women and ways to approach issues pertaining to women's protection and participation.

Basic questions that the PCNA team should ask during the pre-assessment include:

- How are women and men involved in driving conflict and/or promoting peace?

A Gendered Lens in Conflict and Risk Analysis

A 2005 World Bank study on post-war Liberia demonstrated that traditional marital practices including polygamy as practiced by tribal chief or „big men’ and bride wealth payments were seen as among root causes of the marginalization of young men and their propensity for joining rebel and guerrilla movements. Impoverished young men...found it hard to pay bride wealth. “Big men” allowed or encouraged their many young wives to sleep around, and then pursued damages against any young man they caught. Court fines were often commuted to labor service in “women damage” cases.” Young men became indentured laborers with little chance of ever saving enough to pay bride wealth, own land or become „men’. They remained perpetually oppressed by the traditional chieftains. In this context, it is not surprising that many young men joined rebel movements that preached the rhetoric of equality and the promise of „manhood’. Demands for a ban on polygamy or the payment of bridewealth are typically perceived as „women’s issues’. Yet, as the study reveals, these social issues, often seen as having secondary importance can be critical to either fuelling conflict or if addressed, can contribute to ending the cycle of poverty and exclusion that traps young men.”

Text adapted and summarized from Anderlini, *“Women Building Peace: What they do, why it matters”* Boulder, CO: Reinner 2007. Paul Richards et al., “Community Cohesion in Liberia: A Post-War Rapid Social Assessment,” World Bank Social Development Papers 31443, no. 21, January 2005, pp. 17 – 18.

- How do local conflict mitigation & resolution mechanisms involve women and men?
- What impact do they have?
- How are women and men, girls and boys affected differently by conflict?

Specific attention must be paid to gender differences in experiences of displacement and flight, deprivation, and serious human rights abuses. In particular, in conflicts in which sexual violence has been used as a tactic of warfare, and where this violence persists, possibly on an elevated scale, after conflict, urgent priorities can include the need for rehabilitation of survivors (health and psycho-social services, shelters for women and girls rejected by families), justice for survivors (transitional justice mechanisms as well as formal judicial processes and redress), and security for all women and children (security sector reform attuned to the need to prevent sexual violence and end the sense of impunity enjoyed by perpetrators).⁴

³ Such as members and affiliates of the NGO Working Group on Women, Peace and Security: <http://www.peacewomen.org/un/ngo/wg.html>

⁴ Attention to sexual violence in recovery processes is explicitly mandated in UNSCR 1674 and UNSCR 1820. For instance re OP13 of UNSCR 1820 urges: “...all parties concerned ...to support the development and strengthening of the capacities of national institutions, in particular of judicial and health systems, and of local civil society networks, in order to provide sustainable assistance to victims of sexual violence in armed conflict and post conflict situations.”

Gender analysis is also an effective means of gaining deeper understanding of the pressures and constraints facing men and boys, generational cleavages and socio-cultural factors that can heighten tensions and makes them more vulnerable to intolerance and acts of violence.

***Pre-Assessment
Phase: Indicators of Gender Sensitivity***

The scope and priority clusters selected for the PCNA reflect and address women and men's differing needs sectorally and by region;

Gender sensitivity (and related capacity building) is recognised as a priority for national institutions involved in implementation;

The coordination arrangements of the PCNA enable gender perspectives to be addressed across all sectors, in the Secretariat and throughout the process.

There is a list of key governmental organisations and individuals and NGOs who can help to provide a gendered perspective.

II. ASSESSMENT AND ANALYSIS

The Team

In addition to the general principles stated above, the entire PCNA team including cluster teams must be made aware of the baseline gender and social conditions of the country in question.

Consultation in lieu of Data: A World Bank Experience in Agricultural Recovery

In 2000 as the conflict was still raging in Sri Lanka, the World Bank initiated a regional irrigation project. There was no baseline data available and security conditions would not allow for an in-depth assessment. The team opted for wide consultation with the main stakeholders in villages as well as provincial and district authorities, government agents in the project area, UNHCR, ICRC, the Sri Lanka Army (SLA) in the region, and the political wing of the LTTE.

The selection of a woman to lead local efforts also led to the inclusion of women's networks in the consultative process and throughout the project cycle. According to World Bank reports, "the women's rural development societies (WRDSs) and the resultant empowerment of women was one of the most important achievements of the project...The WRDSs included the majority of women in the villages targeted, and their representatives demonstrated strong leadership. The WRDSs were seen by many as being the most robust village-level CBOs, catering not only to women, but also the poor and the vulnerable."*

*

World Bank. 2007. "Restarting Irrigation in Sri Lanka's Farming Zone." IDA at Work, World Bank, Washington, DC. www.worldbank.org.

1. **Always use a gender lens and be prepared to compensate for asymmetries:** depending on the context, women and girls have differing capacities and needs depending on their human capital endowments (health and education), their livelihood options, and their political and social mobility. Equalising opportunities for women and girls means compensating for inequalities and asymmetries and consistently bearing in mind constraints on women's mobility and security. For

instance, priority-setting for education must address issues of girls' safety in school, need for sanitary facilities, and need to limit travel time and distance from home. This can imply proposing investments in infrastructure (sanitation facilities, lighting, and roads) and transportation (safe means of travel for girls). Priority-setting in health must recognise women's limited mobility particularly in accessing obstetric services and can lead to proposing prioritizing mobilise health workers over fixed location clinics.

These points are true of non-traditional sectors too. Clusters promoting economic recovery must ensure that services such as credit, training, industrial recovery support women's enterprise development even if this means adjusting to smaller-scale and more informalized enterprises than usual. Energy recovery must address women's domestic energy requirements. Infrastructural development such as rehabilitation of basic road networks must serve to improve women's market access as well as access to basic services. Rehabilitation of essential national governance institutions must incorporate measures to ensure that women participate – and this can mean temporary special measures (quotas) to ensure women's representation in electoral competitions and their employment or appointment in public office.

2. **Pay careful attention to women's 'hidden' needs:** There are some recovery needs that women themselves may not raise in front of foreigners nor indeed amongst themselves. One cluster of needs are those associated with recovery from sexual violence in societies where the victims are greatly stigmatized for having suffered this crime. Some versions of Sharia't law are applied such that rape victims are sentenced for adultery, for instance. Great sensitivity is needed in such contexts in assessing the appropriate services for survivors and in ensuring the necessary degree of protection for survivors. Survivors must never be put at risk in needs assessments and in this case experts must be consulted as to priority needs in health and rehabilitation services, justice and security services.
3. **Consult Widely:** In many cases, accurate data is not available and conventional project preparation activities (social assessments, institutional and baseline surveys etc.) are not feasible. Nevertheless, wide consultation with key stakeholders including community members, NGOs, provincial and state level entities, and members of opposition groups can result in significant understanding of conditions and needs in a timely manner.
4. **Talk to Women:** To ensure accuracy of information it is crucial to ensure adequate time to meet and hear from women directly about their needs, activities and concerns. They often have different perspectives **and different information** from the men or from national leaders, whatever their gender. For example women often have different knowledge of the location of land-mines than men, reflecting the terrain they cover (e.g. near water collection points, fields etc.). When conducting field visits, team members should observe and be sensitive to where women are located, what work they do and talk to them directly about the substantive issues (e.g. land, agriculture, health, jobs, security etc.).
5. **Be Inclusive:** and the information they hold may be marginalised. UNIFEM, UNFPA and other UN agencies also have important knowledge and networks. PCNA cluster teams should thrive for representation from Ministries of Women's Affairs (or similar entities), UN agencies not present in the country, NGOs, academic institutions, and national staff of international agencies who are often most attuned and informed of the gendered dimensions of sectors in question (e.g.

education, security, infrastructure, governance etc.)

6. **Send Women Team Members:** Even in countries where it is impossible for foreign men to meet with women, foreign women can almost always meet with both women and men.
7. **Be Imaginative:** It may be necessary to ‘think outside the box’ to ensure adequate consultation with women. For instance, in DRC when NGOs realised that an unrealistically small number of girls were participating in the DDR process, they went to the reproductive health facilities where they found ex-combatant girls in droves. Working “outside of the box” enables discovery of issues that have been overlooked (i.e. child-headed households, disabilities, or issues particularly relevant to the elderly) but can be captured in more nuanced consultations.

Balanced Teams, Better Access and Information: E.g. Health

There are many issues (e.g. reproductive health, sexual violence etc) that women will not discuss with men. Visits to local women’s health clinics by female team members and discussions with focus group and individuals, and well as with health providers can provide some insight into needs. Local women’s NGOs are another useful source of information. It is likely, however that problems that exist (particularly with regard to sexually transmitted diseases (STDs) are vastly under-diagnosed. PCNA health experts must explicitly request information from and reach out to UNFPA, WHO, UNHCR, and relevant NGOs to develop an understanding of the situation.

The Transitional Results Framework (TRF) & Gender Sensitivity

The differential conditions and needs of women and men identified in each sectoral area should be explicitly referenced in the TRF. Gender-disaggregated information should therefore appear in:

- ✓The baseline conditions
- ✓Goals attributed to each 6-month review period
- ✓The budget/costing should also reflect the potential differences that may arise out of being sensitive to the gendered differences that arise.

TRF & Gender Sensitivity: E.g. Infrastructure

Baseline Conditions: In the SE region of Gilban [fictional country] traditionally rich in agriculture, irrigation infrastructure is badly damaged, affecting local landowners/farmers (predominantly men). The destruction of 3 bridges was the key concern of local women as it affected access to local markets.

1st 6 month review: 15% of irrigation systems are being repaired, and following consultation/consensus among the women, 1 major bridge was under repair. In the meantime, transport to the market was provided for women from 3 of the worst hit areas.

2nd 6 month review: 30% of the irrigation systems should be partially working, and 2 bridges can be used. There is demand for (and willingness among communities to part-fund) a permanent transport system for market access.

Budget & Costing: In addition to the irrigation recovery and bridge reconstruction costs, the budget should include funds for the temporary transport and for enabling regular consultations/ forums with the local communities (inc. women) throughout the period.

1. Consultations with women and men should continue at regular intervals through the TRF process.
2. With some capacity building, local groups can also be effective partners in monitoring developments and ensuring that the interventions and priorities identified by external actors are in fact relevant over time. They can also assist in identifying challenges that might emerge in the post conflict setting (e.g. rise in crime or vigilante justice) that can be detrimental to the recovery

process. The effectiveness of such groups in monitoring PCNAs depends upon their access to information about financing the TRF, progress in meeting targets, and their engagement in consultative forums;

3. All formal mechanisms developed to monitor the application and effectiveness of the PCNA must a) include representatives of women's organisations/stakeholder groups; and b) monitor progress with a view to assessing whether the needs of women and girls are consistently addressed and adequately financed;
4. Reference can be made back to UNSCR 1325, 1820 and other national, regional and international law⁵ to encourage newly formed or transitional governments or administrations to adhere to their obligations in non "gender-traditional" sectors such as the security sector or infrastructure reconstruction;
5. Progress reports must include information on how the differential needs of women and men have been met in each sector, regionally and through each phase.

III. IMPLEMENTATION AND MONITORING

Validation

It is imperative that a balanced cross section of society – including state and non-state entities - are consulted and included in validation processes. This is a moment in which civil society and especially women's voices must be heard and included. The inclusion of gender considerations, and effective monitoring of whether priorities are matched with funds, and funds are delivered as promised, depends on the sustained representation from women, and a balance of women/men in meetings and forums.

If there is resistance from state officials regarding an inclusive process, as well as relevant national and international law and standards such as CEDAW and the CRC, external actors can point to the recovery costs if women's priorities are not addressed. For instance, failure to prioritise security for women can undermine the credibility of efforts to restore the rule of law if perpetrators of violence against women enjoy impunity. Four basic steps can help keep gender on the agenda during the validation process:

1. Include women's stakeholder groups including civil society representatives as major participants in all formal processes
2. Include separate sessions for women where necessary to ensure full participation in validation processes
3. Inform and encourage donors to understand why/how gender mainstreaming is central to the peace building by disaggregating cluster priorities by gender.
4. Involve the Gender Advisor in finalising the synthesis report and the TRF

At the sectoral level, there are additional instruments that can be referenced to support advocacy for the integration of women's human rights and gender equality. The area of land tenure and housing law is particularly fertile in this regard, and the UN has recently adopted a policy on post-conflict employment generation which is also strong in this area⁶.

⁵ While the most obvious instruments are CEDAW and CRC, it is important to use other instruments such as the African Charter on Human and Peoples Rights, the ICCPR etc and the national Constitution where this is helpful.

⁶ The Habitat Agenda (1996), adopted by all UN member states, commits governments to "providing legal security of tenure and equal access to land to all people including women ... and undertaking legislative and administrative reforms to give women full and equal access to economic resources including the right to inheritance and to ownership of land and other

Financing

While there is recognition of the importance of gender analysis and tailored responses to women and men's early recovery needs, in practice this is not adequately reflected in project planning and funding patterns. This is evident from an analysis of some past PCNAs from a gender perspective. The analysis shows that while gender issues are mentioned in about 38% of sub-sectors, cost estimates address gender issues in just 8% of cases. These results are strong evidence of the need for more effective gender mainstreaming across PCNA sub-sectors, and particularly in economic recovery and infrastructure (see box below).

Early and sustained commitment from donors is needed to sufficiently resource all aspects of integrating a gender perspective:

1. The 'Friends of 1325' group and other member states with UNSCR national action plans⁷ should be encouraged to lead in pledges for support to gender mainstreaming, particularly but not exclusively to the funding of Gender Advisers, consultation meetings, bringing women to round-tables etc.
2. Budgets should include time-bound indicators that focus on the gendered dimensions of each sector/priority. Gender budgeting techniques can be used to ensure that funds are being pledged/dispensed equitably in terms of women/men's needs. UNIFEM and / or the GA should be able to provide such assistance.
3. An important element of effective financing for women's recovery needs post-conflict is building a capacity to monitor the 'gender spend' – i.e. the funds allocated for and dispensed for women's rights, empowerment, and equality.
4. UNSCR 1325 and 1820 relate to the entire UN system and so can form a useful organising tool around which donors are encouraged to support the multi-lateral system in a country recovering from conflict.

In order to avoid losing gender perspectives in the review of priorities at donor conferences, the following steps are essential:

1. Women's groups should be formally represented at donor conferences and to have dedicated time for interventions to present women's perspectives

property." The UN Sub-Commission on the Prevention of Discrimination and Protection of Minorities, Resolution 15 (1998), urges all governments "to take all necessary measures ... to amend and/or repeal laws and policies pertaining to land, property, housing which deny women security of tenure and equal access and rights to land, property and housing, to encourage the transformation of customs and traditions which deny women [this] security, and to adopt and enforce legislation which protects and promotes women's rights to own, inherit, lease or rent land, property and housing." The May 2008 "UN system-wide Policy Paper for Employment Creation, Income Generation and Reintegration in Post-Conflict Settings" has strong references to gender throughout, including the following: "Peace negotiations and the post peace agreement phase can be opportunities to implement political and labour market reforms that improve the status of women and previously disenfranchised groups. Post-conflict employment programs can help consolidate these gains by promoting gender equality and new opportunities for previously excluded ethnic groups...Addressing gender inequalities and supporting measures that empower women require a long term combined effort. Employment and reintegration programs must systematically assess livelihood recovery opportunities for women and support their efforts to build new social relationships and governance systems to promote women's rights."

⁷ There are around 30 "Friends of 1325". Australia, Austria, Canada, Denmark, Netherlands, Norway, Sweden, Switzerland, UK, Iceland all have national action plans relating to the implementation of UNSCR 1325

2. Where necessary, have an additional, separate session between women’s organisations and donors;
3. Request donors to reference gender dimensions in pledging language, targets (cluster specific and/or gender equality goals);
4. Ear-marked pledging by donors to reflect women’s recovery priorities.

Attention and resources should be directed towards creating and strengthening national structures (e.g. gender equality commissions, national human rights institutions, ministries of women’s affairs or gender issues) that can pursue and promote equality goals in the aftermath of the PCNA process.

Funding for women’s needs within Post Conflict Needs Assessments (PCNAs)

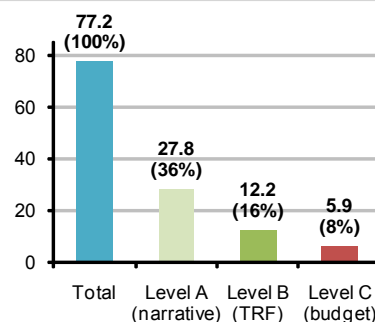
UNIFEM analyzed eight Post Conflict Needs Assessments (see methodological note below) to assess the extent of gender mainstreaming in PCNA situation analyses and in cost estimates for priority actions. The study finds that gender issues are „front-loaded’ in PCNAs – mentioned in sub-sectoral overviews but less often specified in cost estimates for priority spending. About 38% of budgeted sub-sectors contain gender analysis, but on average fewer than 8% of actual budgets specifically mention women’s needs.

Economic recovery and infrastructure sub-sectors receive 60% of total funding but are weak on gender analysis and fund allocation for women’s needs. It is often argued that these sectors are “gender neutral” and that women benefit as much as men from investments in these areas.

This is not necessarily the case. If temporary employment programmes for instance do not make specific provisions to make employment accessible for women, addressing constraints on their labor such as childcare, women may not benefit. Similarly, women may not benefit from infrastructure programmes that revive markets in which women are not active or build social infrastructure without facilities for girls and women. The Social Protection and Human rights sector seems the one paying most attention to women’s issues, with about 50% of its budget clearly linked to such needs. However, this sector only attracts about 4% of post-conflict funds. (Please see Annex I for further information)

Figure 1

PCNA total budget, by extent of inclusion of gender issues (US\$ billion and %)



Communications

The communications strategy should emphasise dissemination of gendered information at every stage of the process. It is important for the public to know that due attention is being paid to women and men and that both are valued equally by international actors, in accordance with international laws and policies. It is also a means of encouraging (and enabling) the state to take ownership of the collection and analysis of sex disaggregated data.

Local organisations can quickly become wary of international actors if they feel exploited or patronised. This is true of women’s networks; while they are often ready to engage and cooperate, they have also often experienced being sidelined or given few resources to conduct their work effectively. This is particularly the case when women’s organizations are consulted briefly on policy matters to give policy decisions a veneer of legitimacy without investment in sustained engagement with women’s organizations to enable them to take on a monitoring and oversight role. The contacts and organisations identified during the PCNA preparation and assessment phase can be strong partners in disseminating information, and assisting with building national ownership. However, the most

important contribution to the capacity-building of such organisations is to institutionalise regular consultation based on full sharing of information on resource allocation and disbursement, enabling such groups to monitor planning and assist in holding policy-makers to account.

Any progress report relating to the PCNA should strive to include gendered information. Such information can range from:

- Numbers of women/men as beneficiaries of projects and sector-wide approaches;
- Ways in which women/men's needs have been addressed;
- Resource allocation patterns and reports on disbursements;
- Strategies and approaches used to ensure consultation with women and men to review effectiveness of early recovery processes.

Monitoring

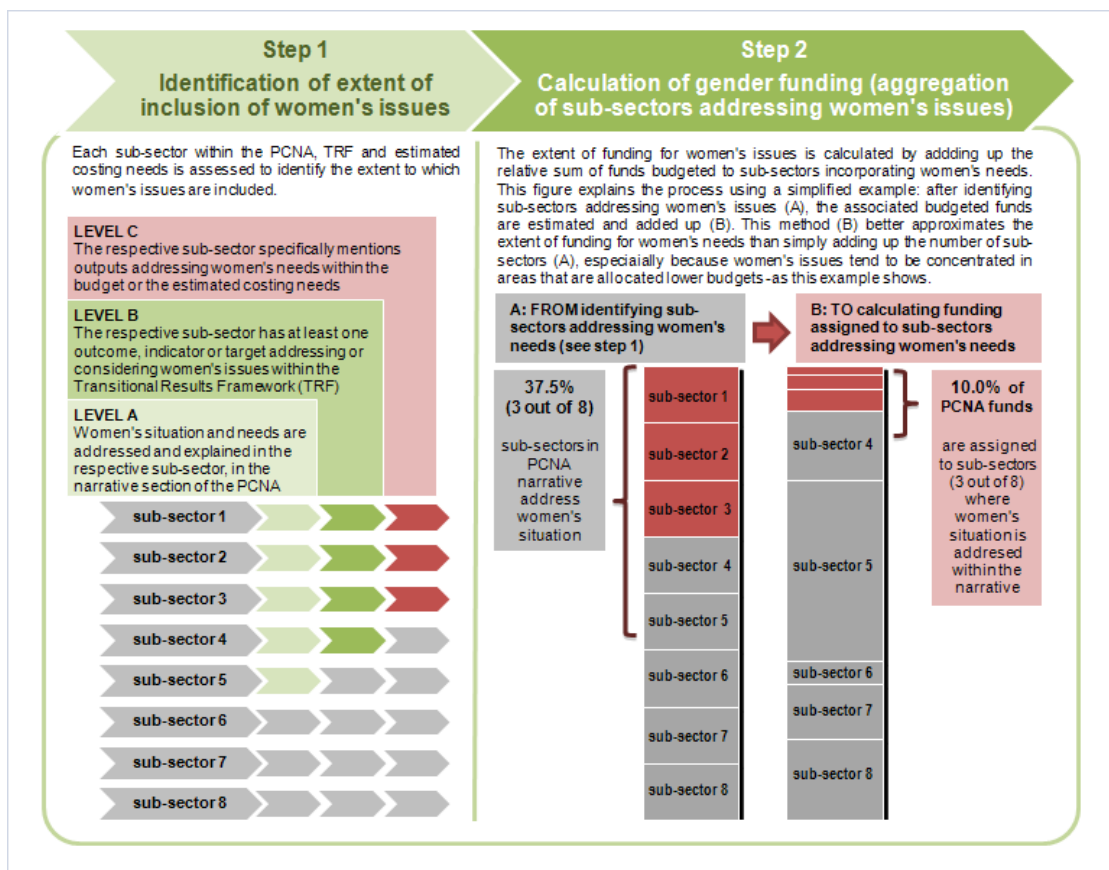
As with the preceding parts of the process, it is recommended at the monitoring phase to:

- ✓ Include gender equality goal indicators in all clusters;
- ✓ Ensure strong enough monitoring structures to ensure gender equality goals can be measured in all cluster areas/structures, NOT left only to Ministry of Women/ Gender or civil society;
- ✓ Track spending disaggregated by cluster and gender; involve non-state actors in monitoring mechanism and set up relevant communication mechanism to facilitate ongoing inputs.

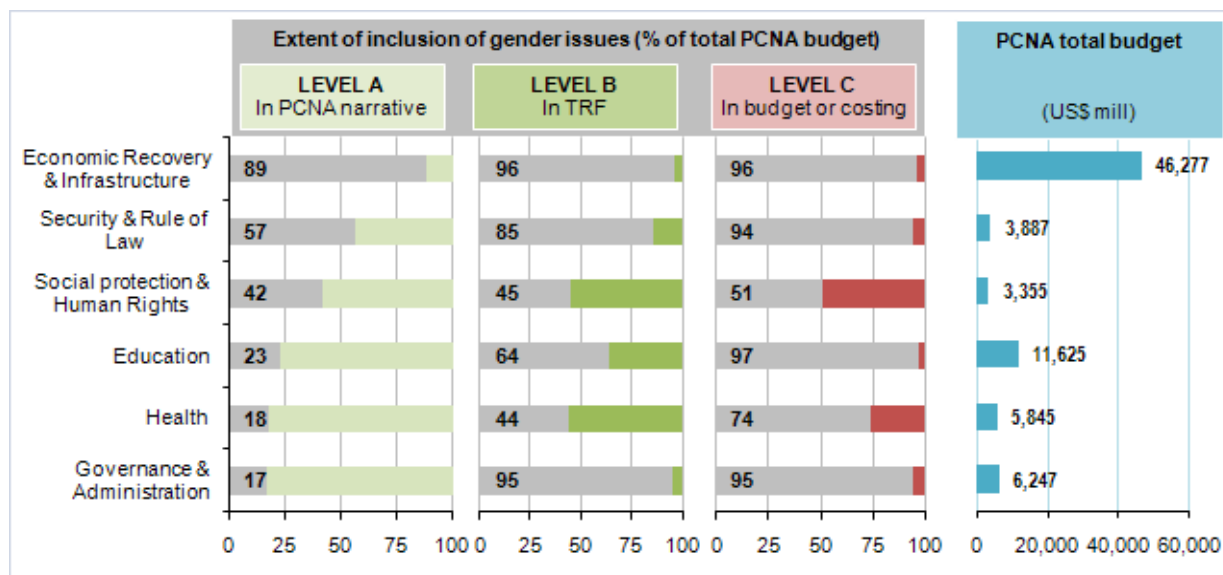
Annex I

Funding for women’s needs within Post Conflict Needs Assessments (PCNAs): Methodological note

The analysis is based on PCNA documents for seven countries where the process was UN led: Afghanistan, Haiti, Iraq, Liberia, Somalia, north Sudan and south Sudan and Timor-Leste. The systematization was done in two steps as shown in the diagram below: identification of the extent of inclusion of gender issues (three different levels considered) and aggregation of sub-sectors addressing women’s issues, by adding up associated budgeted costs.



Since sectors across countries were not necessarily the same, they were clustered within major sectors, as the following graph shows.



Given the methodology used, the following limitations of the analysis are worth mentioning:

- Over-estimation of attention paid to women’s issues may occur as the whole budgeted amount associated with a sub-sector was considered to include women’s issues even if just one reference to women’s needs was found.
- Under-estimation of attention paid to women’s issues may occur when the TRF and the budget or estimated costs are not very detailed. This means that women’s needs may be incorporated in the implementation – but they were not clearly identified at the budget planning level.
- The analysis starts at the sub-sector level; PCNAs with more detailed information and with a higher number of sub-sectors will show a more accurate picture of the extent to which women’s issues are considered.