



INDEPENDENT  
THEMATIC REVIEW  
ON GENDER FOR THE  
UN PEACEBUILDING  
SUPPORT OFFICE  
(PBSO) –  
FINAL REPORT

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## Acronyms

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<b>AU</b>	African Union
<b>CSOs</b>	Civil Society Organisations
<b>EAD</b>	Electoral Assistance Division (DPA)
<b>ECOWAS</b>	Economic Community of West African States
<b>EPLO</b>	European Peacebuilding Liaison Office
<b>FAS</b>	Femmes Africa Solidarité
<b>FCC</b>	Fonds pour les Femmes Congolaise
<b>GBV</b>	Gender Based Violence
<b>GM</b>	Gender Marker
<b>GNWP</b>	Global Network of Women Peacebuilders
<b>ICAN</b>	International Civil Society Action Network
<b>ICGLR</b>	International Conference on the Great Lakes Region
<b>IRF</b>	Immediate Response Facility
<b>M&amp;E</b>	Monitoring and Evaluation
<b>MARWOPNET</b>	Mano River Women’s Peace Network
<b>MRU</b>	Mano River Union
<b>MSU</b>	Mediation Support Unit (DPA)
<b>NAM</b>	Needs Assessment Mission
<b>NAPs</b>	National Action Plans
<b>NGOs</b>	Non-Governmental Organisations
<b>PBC</b>	Peacebuilding Commission
<b>PBF</b>	Peacebuilding Fund (UN)
<b>PBSO</b>	Peacebuilding Support Office
<b>PRF</b>	Peacebuilding and Recovery Facility
<b>ProDoc</b>	Project Document
<b>PSWG</b>	Peace Support Working Group (Nepal)

<b>SCR</b>	Security Council Resolution
<b>SGBV</b>	Sexual and Gender Based Violence
<b>SRSR</b>	Special Representative of the Secretary-General
<b>SSR</b>	Security Sector Reform
<b>SWAP</b>	System Wide Action Plan on Gender Equality
<b>TOC</b>	Theory of Change
<b>ToR</b>	Terms of Reference
<b>TSMs</b>	Temporary Special Measures
<b>UN</b>	United Nations
<b>UNDAF</b>	United Nations Development Assistance Framework
<b>UN DPA</b>	Department of Political Affairs (UN)
<b>UNICEF</b>	The United Nations Children’s Fund
<b>UNDP</b>	United Nations Development Programme
<b>UNPFN</b>	United Nations Peace Fund for Nepal
<b>UN Women</b>	United Nations Entity for Gender Equality and the Empowerment of Women
<b>UNIRP</b>	UN Interagency Rehabilitation Programme
<b>WANEP</b>	West Africa Network for Peacebuilding
<b>WILPF</b>	Women’s International League for Peace and Freedom
<b>7PAP</b>	7 Point Action Plan

## Acknowledgements

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## Executive Summary

### Context and Methodology

The UN Peacebuilding Support Office (PBSO) commissioned this Independent Thematic Review on Gender to contribute to knowledge building and operational learning about peacebuilding practices. It is an independent review and as such the analysis does not necessarily reflect the views of PBSO or any of the UN entities. The author accepts full and final responsibility for the report. The Terms of Reference for the Review set out two main areas of work (Annex I). The first is an external focus to scope out in the international domain the emerging good practices in implementing what is increasingly termed 'gender-responsive peacebuilding'. The second area focuses on the PBSO itself and the UN Peacebuilding Fund (PBF) and its efforts and potential to promote and enhance the implementation of gender-responsive peacebuilding programmes through targeted and mainstreaming approaches.

A Reference Group made up of UN stakeholders was convened under the auspices of the PBSO to support this Review. This inter-agency group included PBSO, UN Women, UNDP, DPA, UNICEF and a representative from the UN Interagency Framework Team. The draft Terms of Reference, inception report (including methodology) and field mission locations were all shared with the Reference Group for feedback and endorsement, as well as the draft final report that was the subject of a Validation Mission to New York in late February 2014.

A range of methods informed the research approach of the Review including: Inception Mission to New York with Inception Roundtable with the Reference Group, September 2013 (Inception Report); Desk Review – collation and analysis of documentation that was an on-going task (Annex 6); Field Visits to Nepal and Guinea – October and November 2013 (Aides Memoire, Annexes 4 and 5); Semi-structured interviews based on Guide Questions for Interviews (Annex 3 and List of Participants, Annex 2); Validation Mission on Draft Report, February 2014.

Good contact was taken up with the PBF Review team undertaking a parallel major review of the Fund. Collaborative efforts ensued to create synergies between the two Reviews, notably, the synchronising of field missions to Nepal and Guinea so we could benefit from working together and engaging with stakeholders and projects. However, both Reviews also faced time pressures and separate ToR. It will be important that PBSO take both reports together to optimise any recommendations related to strengthening the integration and impact of gender as part of PBF practices and processes.

This Final Report of the Thematic Review sets out the core elements of analysis, findings and recommendations. It is divided into two parts. Part One outlines the conceptual tensions and gap between commitments and action that are affecting progress in this field. It goes on to scope out emerging good practices from a selected range of programmatic areas of gender in peacebuilding. Part Two focuses on the PBSO and PBF and reviews findings in terms of the funding, programmatic and reporting progress of the PBF in integrating gender. It suggests ways in which these might be strengthened.

### Main Findings

These findings pertain to the overall field scoped out in this review and cover a range of actors and thematic areas of action on gender-responsive peacebuilding. They reflect themes and issues that emerged as a consensus from a range of interviews carried out as well as desk review of projects and

evaluations, and field visits to Nepal and Guinea. The context and detail of these findings can be found in the main sections of the report.

## **Emerging Lessons from Efforts to Operationalise Gender-Responsive Peacebuilding**

### *The Frameworks for Gender-Responsive Peacebuilding*

- There remains a distinctive gap between policy commitments and the operational reality of implementing gender-responsive peacebuilding although the Review finds some evidence of accelerated efforts across the UN to bridge this gap since the UN Secretary-General's 2010 report on 'Women's Participation in Peacebuilding'.
- Experts, activists and programme managers express frustration at the lack of proper gender analysis to build the still-elusive goal of gender-sensitive conflict analysis that can shape a context-driven understanding of needs and entry points for peacebuilding initiatives. The purpose and use of gender analysis is currently caught up in a distracting debate of woman-centred versus gender relations whereby tensions exist in the interpretation of UNSCR 1325 among peacebuilding actors in terms of women's rights versus the use of gender analysis. This could be addressed or overcome by moving towards more explicit 'theories of change' at project, programme and strategic levels of planning and reporting.
- The use of theories of change in outlining strategy and shaping project design and evaluation could contribute to a clearer articulation of the relationship between gender equality/empowerment outcomes and peacebuilding outcomes and lead to improved narrative of results and impact.
- There is a pressing need driving emerging efforts inside many organisations to provide operational guidance and support to field staff on *how* to implement gender-responsive peacebuilding and *how* to measure results and impact. Current efforts remain at an early stage, dispersed and somewhat disjointed, and would benefit from concerted support to move them forward.
- National Action Plans for UNSCRs 1325 & 1820 (NAPs) are important entry points for gender-responsive peacebuilding particularly at country level and can leverage important sub-regional and regional leadership and networks to inform overall strategy and define programmatic activities. The operationalization of the NAPs remains a challenge in terms of tracking gender, conflict, and peacebuilding dynamics linking better to post-conflict financing and planning processes. It is important to learn and scale up from instances where deliberate planning efforts have been made, and to actively link the NAPs to post-conflict financing.
- There is a need to delineate or clarify for programme staff and operational managers how the NAP and 7PAP inform or are to be used in any planning or design process for gender-responsive peacebuilding projects and activities. The 7PAP is often taken as a useful advocacy document to give a specific sense of what types of action might be considered in gender-responsive peacebuilding but it is not considered to be a programme template, or to replace the close mapping of a NAP and does not mitigate the importance of conducting context-driven gender-sensitive conflict analysis to reveal the dynamics and needs that should be addressed in projects. Guidance for operational engagement with these frameworks and actions plans is critical for PBSO to ensure peacebuilding programmes are designed, implemented and measured to be gender-responsive.



### *Supporting Good Practices*

- ✓ The body of practice for gender-responsive peacebuilding is still emerging and needs serious investment to gain traction; the lack of a critical mass of strategic projects and programmes is a major reason for the weak evidence base.
- ✓ Despite emerging good practices and growing numbers of projects in different thematic areas of gender-responsive peacebuilding, there is a need for greater momentum and scale in these efforts. While many individuals and institutions point to good cases they know in the field or cite particular cases studies in their own work that for them demonstrate good practice in gender-responsive peacebuilding, there is a strong consensus from the research of the need to accelerate the number and scale of projects and good practices. This would drive greater operational impact at the field level and help to develop the significant bodies of good practice and case studies that can form the evidence base for measuring change and impact in gender-responsive peacebuilding. This requires greater and sustained financial and programmatic support.
- ✓ While there are instances of good coordination and efforts to create overarching strategy, many projects and thematic approaches tend to be stand-alone and require greater strategic planning and programming to enhance coverage, impact and results.
- ✓ Better documentation of practices and operational learning is needed in terms of what works and what does not and how feasible is it to replicate or upscale; many to the studies remain focused on the level of policy and advocacy and summary lessons drawn from brief case studies. Greater thematic learning in all areas is needed that is grounded in operational realities and used to improve practice.
- ✓ There is scope for more interaction by the range of organisations engaged in peacebuilding to build and share knowledge and practice with a view to greater understanding and impact of gender-responsive peacebuilding. This includes better sharing of existing studies, evaluations and lessons learned.
- ✓ Favoured areas of support (though still requiring increased financing) tend to be SGBV (services and combating impunity), peacemaking and conflict resolution, support to women's organisations and stand-alone projects targeting women within larger thematic programmes, for example in terms of rule of law and access to justice or economic recovery. There is also a focus on gender and SSR.
- ✓ Areas where more attention might be directed include stronger approaches to gender-responsive economic recovery that go beyond jobs and quick impact labour schemes and link more to peacebuilding outcomes; explicit strategies for greater participation by women in peace processes/ conflict resolution and elections, that link technical and political responses as critical aspects of peacebuilding; as well as, overall stronger and better gender budgeting practices in programming.
- ✓ Across all the issues of participation a common themes emerges that 'movement building' for civil society and women's organisations remains a critical activity to be supported.

### *Key Lessons on Economic Recovery*

- The need to see women as economic agents and not just a vulnerable group.
- Thinking beyond subsistence to promoting security by moving beyond 'food for work', 'cash for work' and emergency schemes that have grown out of humanitarian operations to focus on livelihoods; not just food supplies to families which are important as a minimum but the peacebuilding phase could

and should be looking to plant the seeds for greater security and opportunity for development linked to peace.

- There needs to be better understanding of the barriers that limit women's and girls' economic participation and empowerment – examples in the literature and interviews include literacy, training, social norms and attitudes, restrictive laws on status of women, vulnerability to SGBV, context of insecurity, transport, lack of access to savings or capital, family responsibilities, and lack of proper consultation and market research with women and communities on opportunities and challenges for programmes and intended outcomes.
- Current programmes are largely focused on targeted subsets of these larger issues and can be reduced to income-generating projects that do not sufficiently consider the larger picture of how economic recovery can drive empowerment and gender equality to strengthen peacebuilding outcomes.
- The vital linkage between economic well-being and empowerment on the one hand and political and social participation on the other is too often overlooked.
- Women are marginalised from critical formal planning process for post-conflict funding mechanisms, national plans for recovery, and financial engagement of the international community at the country level and internationally.

#### *Key Lessons on Political Participation*

- There are positive developments in women's participation in conflict resolution, mediation and peace processes particularly since 2010 including the appointment of women to senior positions as mediator and envoy at UN and as envoy at the AU; systematic guidance and training for mediators at the UN, and increasing profile and role of women's civil society organisations in and around high-level processes.
- There are interesting and growing approaches of NGOs and civil society organisations at all levels of peace processes and conflict resolution from community based capacities to formal talks. There is also an interesting and potentially important web of actions emerging in Great Lakes
- There is a strong consensus of the need to press forward with the momentum of building political will and creating enabling institutional environments so as to increase the political space for women at all levels of peacemaking and peacebuilding.
- The UN DPA and UN Women Joint Strategy (2011-2013) to support women's participation in peace processes, mediation and conflict resolution should consider a review of this new approach so that lessons can be gathered on activities and their impact, organisational capacity, and challenges and opportunities for collaboration to shape future UN entry points for action to increase the participation of women at *all* levels of peacemaking and conflict resolution.
- There is importance and impact in the use of electoral quotas (usually 30%) and other temporary special measures for creating an entry point for women's political participation. However, there is strong agreement that such quotas needs to be shored up by other actions to enable and sustain participation in terms of overcoming barriers to women's participation in terms of candidate selection, campaign financing, media engagement and coverage, as well as support to managing political party and parliamentary processes and institutional contexts.
- Significant efforts have been made since 2010 in supporting gender and elections work, notably, the 2012 UN Guidelines for electoral Needs Assessment Missions (NAMs) and the 2013 Policy Directive on promoting women's electoral and political participation through UN electoral assistance. There are also good examples for technical support projects from Nepal and Guinea experience of elections

during 2013. There is an opportunity to work on gender and elections more systematically and with explicit political strategies for women's participation as well as evidence-based learning from electoral support projects that have been funded by PBF in different countries.

- Overall, there is a need and opportunity to link technical programmes on peacebuilding with an explicit political strategy for participation of women in peace process and/or implementation of peace agreements or similar processes of stabilisation, conflict prevention, and national dialogue that frame the conflict and peace being worked with. This involves UN inter-agency action as well as featuring as part of national dialogue and ownership of national government, civil society and non-state actors.

### **PBSO Experience and Learning on Gender-Responsive Peacebuilding since 2010**

- ✓ The PBSO is to be commended for the momentum of actions since the Secretary-General's 2010 report. These indicate an openness and willingness to learn about and improve impact of gender-responsive peacebuilding. This Review finds very positive space opening up and opportunities to build on the catalytic drive of the Secretary-General's 2010 Report, the Gender Promotion Initiative (GPI) and the 15% target for funds dedicated to 'address women's specific needs, advance gender equality and/or empower women as their principal objective'; PBSO met its interim target of 10% in 2012.
- ✓ The extent to which support to gender-responsive peacebuilding commitments are considered or influence the development of Priority Plans is a general concern in how the selection and allocation of PBF funds are performed. There is a vital role for PBSO in working with the UNCTs/ UN Offices on the ground to ensure gender is a more prominent consideration in all peacebuilding priorities and projects.
- ✓ Gender-responsive peacebuilding needs to be a feature of UN policy dialogue with Government counterparts (including military and security contacts) and civil society representatives. The PBC has a critical leadership role to play in terms of creating entry points to bring gender on to the agenda for the Commission and its Country-Specific Configurations.
- ✓ The **PBSO Gender Marker** needs to be strengthened and updated in line with recent UNDG guidance – to move it from being about 'adding women in' to being underpinned by gender-sensitive conflict analysis. The Gender Marker is due to be updated as part of updated PBF Guidelines due in 2014;
- ✓ The **15% target** for funding of gender and peacebuilding requires guidance to enable tracking through the project documentation and subsequent reporting. Currently the 15% target is being tracked by PBF only in terms of GM3 projects and this is creating a perverse incentive of relying on targeted projects for women to raise the spending levels on gender-responsive peacebuilding. There is a need to budget allocations to GM 3 projects and also determine figures on the elements of GM 1 and 2 that can be considered a contribution to spending. A further observation and caution is that when calculating the 15%, the target should be looked at country by country and not simply at an overall portfolio level and global overview; this is important in ensuring accountability and also preventing scenario of 15% being met but relying on a few progressive examples to reach that global figure
- ✓ There is an opportunity and need to learn about **Gender Promotion Initiative** as it is being implemented across the 8 countries that have currently received funds. The emerging trend is that GPI is driving PBSO efforts to reach the target of 10% and later 15%; there needs to be caution about 'unintended consequences'. There is a risk that overly focusing on the 15% target and GPI by PBF could give the unintended message that the other 85% of PBF funding is clear of responsibility to make interventions gender-responsive. Indeed, good practice suggests that targeted projects should be 'complementary' to mainstreaming efforts.

- ✓ That GPI projects exist in some form is important and they *can* be catalytic if linked to driving larger areas of engagement such as SSR, land reform, conduct of elections, national dialogue (given here as examples as critical large interventions will depend on context). Even as stand-alone projects they have merit in building a constituency of action and participation for women in peacebuilding.
- ✓ The **PBSO Strategy 2012-2013 and Performance Management Plan Results Matrix 2011-2013** have already in their current form sought to reference the UN commitments and gender in peacebuilding and call for disaggregated data throughout. They preface the intention to make more use of conflict analysis and gender analysis in setting PBF priorities. The main commitment is to meeting the 15% target through GM3 projects. The document also states a commitment to mainstream gender in all its projects. The scaffolding is thus in place and needs to be strengthened through operational learning and guidance and driven forward by strong leadership in converting the commitments into actions and reporting on progress.
- ✓ Overall, **gender reporting** needs strengthening to demonstrate budget allocations, gender disaggregated data, dynamics of participation and change and results through the projects. **Core project documentation** needs to reflect seriousness of integration of gender and the implementation of gender-responsiveness - Create it, Cost it, Count it. That is to say, a theory of change for gender-responsive peacebuilding has to be set out when designing the project (whether it is mainstreamed or targeted project), and the budget has to set out the breakdown of activities so that the cost of the gender-related activities or the inclusion of women and girls is counted.
- ✓ **PBSO capacities** are stretched and there is a reliance on PBF Overhead budgets, secondments, and JPOs outside of the regular posts to fill important areas of work including gender. This simply serves to reinforce the precarious position of gender as an agenda item and objective of the PBSO and the PBF. Within the PPAB there is a need to establish a **core post for gender** to ensure stability, consistency and credibility for PBSO engagement internally and with stakeholders.
- ✓ There is a tendency of the PBSO to operate in three separate silos that reflect the branches of the Office. There is greater scope for working together on gender in the respective areas to raise profile of gender-responsive peacebuilding on the PBC and among PBF recipient countries and UN presences at the country level. There is a need and opportunity for PPAB and PBF to work together on **operational learning**, guidance, training and knowledge management.
- ✓ The Lessons Learned configuration of the PBC offers opportunities to create a link on operational learning. There is scope for more structured communications links regarding the countries on the PBC agenda and specific engagements on the PBF portfolio in these countries.

### Recommendations for PBSO from this Thematic Review on Gender

- (1) The Thematic Review recommends that PBSO develop a Gender Strategy and Action Plan to build on the momentum generated since 2010 and to guide PBSO priorities and actions on gender-responsive peacebuilding over the short and medium term (6-24 months). The strategy should reflect that mainstreaming and targeting are equally valid strategies for integrating gender and will receive equal effort and attention. This Gender Strategy and Action plan should reflect the leadership of senior management across the PBSO for the integration of gender into the 3 pillars of its work on support to the PBC, policy, and PBF.
- (2) The Action Plan should reflect a series of concrete activities in the following areas: Programming, Partnerships, Operational Learning and Organisational Capacity. Particular actions are suggested in the other recommendations set out here that can inform this recommended plan of action.

**PBSO/PBF Programming***Gender Marker*

- (3) The PBSO Gender Marker to be updated in line with recent UNDG Guidance, requirements for the UN System Wide Action Plan on Gender Equality, and established good practice
- (4) The MPTF Gateway for PBF to list the Gender Marker score as part of the public core information and on projects and also to indicate whether projects are IRF or PRF so as to strengthen the profile and information on gender-responsiveness.
- (5) All ProDocs to be required to include a Gender Marker score and the scores should be evaluated in terms of the accuracy of the self-assessment as part of the approval process.
- (6) PBSO to develop and roll out clear, concise operational guidance on using the Gender Marker that is practical and can be easily used by project managers, teams and partners at country level. PBSO, and other partners such as UNDP and UN Women, could make technical expertise on the gender marker available to PBF countries to build their capacity on the use of the Gender marker as well as drawing on good practices from country teams and sharing them.
- (7) Consideration to be given to including a set of guide questions in the ProDoc to guide the formulation of a narrative section justifying the proposed Gender Marker score. This would ensure some reflection on the use of the Gender Marker and would also require demonstration that some level of meaningful gender analysis has taken place. Consideration to also be given to using the Gender Marker in the monitoring of projects to take account of any changes that negatively or positively impact on the integration of gender equality over the duration of projects.
- (8) Consideration to be given to dropping the use of the zero (0) score and to focus on encouraging an increasing volume of GM2 and GM3 projects.

*Gender Budgeting and tracking the 15% in both GM2 and GM3 projects*

- (9) Gender-budgeting practices need to be supported to improve the gender-responsiveness of PBF funding, allocation and planning processes and to better track the 15% target. This needs to include mainstreaming as well as targeted projects (i.e. at least GM 2 and GM3 projects). Project teams to be supported and advised on developing more detailed budgets that set out gender-related commitments and spending so that the 15% target can be tracked. This requires PBSO to develop operational guidance, training and field support options for building capacities for gender-budgeting linked to the PBF.
- (10) PBSO learn from and share the Nepal example of the 2012 funding round of PBF with a view to inform its development of operational guidance on use of the gender marker and tracking of the 15% target that is recommended in this Review.

*Operational Guidance*

- (11) PBSO to prioritise the development of clear and practical 'how to' guides on critical themes and tools of gender-responsive peacebuilding for the accompaniment process at country level to help programme managers/staff and intended beneficiaries translate commitments into meaningful

actions and programmes. This could help enhance effectiveness and impact of projects and strategies.

- (12) PBSO to also support training and advocacy actions that have operational intent and impact in setting out the implications of SCR 1325 and the usefulness of the 7PAP by demonstrating how to integrate gender in all steps of the PBF process – identification and design of project, consultations with partners and beneficiaries, gender budgeting, monitoring and evaluation, and reporting on results and impact.
- (13) PBSO needs to improve the measurement of ‘success’ and ‘effectiveness’ of gender-responsive peacebuilding. This requires gender data, indicators, results framework, and articulation at project and portfolio levels of well-grounded theories of change for gender-responsive peacebuilding. These efforts should engage with the relevance and usefulness of the existing 26 indicators that were developed by UN system for UNSCR 1325. The work on operational learning and developing PBF operational guides on critical themes of gender-responsive peacebuilding featured in these recommendations should give priority to supporting this important monitoring and evaluation work.
- (14) The updating of the PBF Guidelines provides an opportunity to signpost elements of operational guidance and learning on gender-responsive peacebuilding that will be worked on as part of proposed PBSO Gender Strategy and Action Plan.

#### *Gender Promotion Initiative*

- (15) PBSO needs to continue tracking and learning from implementation and impact of the current round of GPI projects and to address the emerging trend of addressing 15% funding target exclusively through targeted programmes including the GPI.
- (16) PBSO should consider a further round of GPI projects to continue building the programmes and evidence base for gender-responsive peacebuilding. Any future round should give greater consideration to the potential catalytic potential of GPI projects to leverage entry points in larger peacebuilding programmes (e.g. SSR, National Dialogue, Land Reform, Electoral Support etc.) to integrate gender effectively.

#### **PBSO Operational Learning**

- (17) PBSO requires a commitment to operational learning and digging deeper on the projects, reports and outcomes of both the GPI as well as the overall PBF portfolio to more effectively support the mainstreaming of ‘gender in peacebuilding’ into all projects, decisions, and results. This requires closer working relations and planning on operational learning between the Policy Branch and PBF including a shared Strategy for Operational Learning.
- (18) A robust and systematic lessons learned system is needed to draw on the rich experience of the PBF and provide necessary accountability and learning from the implementation of the funds to promote and implement gender-responsive peacebuilding.
- (19) PBSO should seek to formalise learning across all PBF countries on implementing gender-responsive programming and sharing good practices. This cross-learning from PBF good practices PBSO requires structured follow up with a possible initial focus on GPI recipients.



- (20) Given the general concern about the existence and quality of gender-sensitive conflict analysis this is an area of concern that should be part of any gender strategy and action plan in terms of (1) knowledge building with a wider range of partners who are grappling with this issue (2) drilling down for operational learning from PBF projects and country level experience and (3) piloting and supporting better practice in this area as a consideration of funding in certain test cases. PBSO could explore with UN stakeholders, NGOs and specialists with experience of conflict analysis the possibility of organising working sessions on developing good practice and hands-on guidance for PBF projects in this area.

### **PBSO Partnerships**

- (21) PBSO can learn from and build upon the past *partnership with UN Women* to focus and harness the PBSO-UN Women partnership as a basis for strengthening the operationalization of gender-responsive peacebuilding in the PBF portfolio. Elements of a renewed partnership with UN Women could include: Training and knowledge development to support operationalization of policy commitments including guidance for field staff; Generating and organising cross-learning to bring lessons from one country to another by learning from the main implementers of PBF funds.
- (22) PBSO could usefully engage with innovative and critical work being undertaken on programme approaches and gender analysis and theories of change by particular *INGOs, civil society organisations and private foundations*. Specific partnerships and events should be explored in this regard.
- (23) Serious consideration to be given to *direct funding to INGOs and CSOs* to promote innovation and learning on gender-responsive peacebuilding. This could be considered at a global level with a vetted number of organisations and/or be carried in consultation with the UN SRSG or UN RC at country level.
- (24) PBSO should explore and consider the potential of regional and sub-regional initiatives in terms of possible learning on gender-responsive programming as well as future possibility of PBF funding to cross-border programming in this area. The examples of the Great Lakes and Mano River Union are indicative of the potential in this area.
- (25) PBSO to explore the opportunities of engaging The UN Senior Peacebuilding Group at the senior/Principal level and the UN Peacebuilding Contact Group at the technical level to gain support and enable coordination for taking forward the specific actions recommended here to advance the policy and operational agenda of gender responsive peacebuilding.
- (26) PBSO to work closely with the relevant SRSGs, Resident Coordinators and UN Country Teams in taking these recommendations forward as they provide the vital platform for PBF in the development of priority plans with the national authorities and the implementation and programming of PBF projects. The operational learning and development of guidance needs also to emerge from and be supported at the country level.
- (27) It is recommended that *PBSO and PBC* explore plans for more structured communications regarding the countries on the PBC agenda and specific engagement on the PBF portfolio in these countries. These contacts could also be more informal and focused on linking political level discussions with the impact and change that the PBF seeks to bring about at country level. The Lessons Learned

configuration of the PBC also offers opportunities to create improved linkages on operational and country-specific learning.

- (28) The PBC could be encouraged and supported by PBSO to promote more structured engagement with gender and UNSCR 1325 commitments on women peace and security in its work at global and country level.

### **PBSO Organisational Capacity**

- (29) PBSO needs to strengthen its internal gender capacities and training for all PBSO staff; a dedicated full time post at a minimum rather than relying on *ad hoc* secondment and temporary arrangements. Her/his role would be advise, guide, initiate and provide technical assistance at HQ and field level to ensure PBSO staff get the appropriate support and training and advisory inputs to take gender-responsive peacebuilding into their daily work and outcomes.
- (30) There is scope to explore different models of funding and deploying technical assistance and support in countries with large PBF portfolios including (1) full-time funded post for a fixed period (2) surge capacity in the form of field missions by PBSO gender and monitoring and evaluation staff (3) joint missions with UN entities receiving funds from PBF (4) draw on partnerships with NGOs and consultants to design and deliver specific support and training packages.

The next 18 months provide important entry points at the UN for the advancement of the work on gender-responsive peacebuilding and the implementation of all aspects of UNSCR 1325. These were highlighted in the course of the Review. They include an open debate on women, peace and security at the Security Council in April 2014, the preparations of a global study in anticipation of the High-Level Review of the implementation of UNSCR 1325 planned for 2015, the annual PBF Stakeholders Meeting and preparation for the 2013 Review of the Peacebuilding Architecture, as well as on-going discussions on the Post-2015 development agenda following the MDGs that have been in place since 2000. It is hoped that this Review can make a modest contribution PBSO engagement with those opportunities.



## 1.0 Introduction

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### 1.1 Background

The UN Peacebuilding Support Office (PBSO) commissioned this Independent Thematic Review on Gender to contribute to knowledge building and operational learning about peacebuilding practices. This Review aims to add to the knowledge development and learning of three earlier thematic studies by PBSO on the following themes: Disarmament, Demobilisation and Reintegration (November 2011), Security Sector Reform (2012) and Peace Dividends (2012). It is in an independent review and as such the analysis does not necessarily reflect the views of PBSO or any of the UN entities. The author accepts full and final responsibility for the report.

The Terms of Reference for the Review set out two main areas of work (Annex I). The first is an external focus to scope out in the international domain the emerging good practices in implementing what is increasingly termed 'gender-responsive peacebuilding'. The second area focuses on the PBSO itself and the UN Peacebuilding Fund (PBF) and its efforts and potential to promote and enhance the implementation of gender-responsive peacebuilding programmes through targeted and mainstreaming approaches.

*'The objective of this review is to assist the PBF and its implementing partners to make more effective and strategic use of its funds in the area of gender and peacebuilding and to identify the factors that helped make interventions relevant, catalytic and sustainable for peacebuilding'. (ToR)*

This objective arises from the influential normative and policy framework for gender and peacebuilding including the landmark UNSCR 1325 (2000) on Women, Peace and Security that acknowledges the impact of conflict on girls and women as a security concern and calls for greater participation of women in decision-making around conflict prevention, resolution and post-conflict reconstruction. This was reinforced by a series of successor resolutions (UNSCRs 1820(2008), 1888 (2009), 1960 (2010), and 2106 (2013)) that brought precedent-setting changes in services, combating impunity, and an overall normative and operational shift of Sexual Violence in Conflict as a peace and security issue with greater measures of reporting and accountability.

During and since 2010 – the 10<sup>th</sup> anniversary of UNSCR 1325 – there has been a renewed drive and momentum to the 'participation' commitments of the 2000 resolution. An important milestone is the 2010 Report of the Secretary-General to the Security Council on 'Women's Participation in Peacebuilding'<sup>1</sup>, that reinforces the political imperative of implementing all aspects of UNSCR 1325 and presents the 'Seven-Point Action Plan' (7PAP). This supports UN activities to promote greater participation of women in the following areas: conflict resolution, post-conflict planning, post-conflict financing, gender-responsive civilian capacity, women's representation in post-conflict governance, rule of law, and economic recovery. The 2010 report also set an important target by calling for 15% of UN peacebuilding funds (not just PBSO but all entities engaged in peacebuilding work) to be committed to women's needs, empowerment and the promotion of gender equality. Most recently, in October 2013, UNSCR 2122, states the intention of the Security Council to 'focus more attention on women's leadership and participation in conflict resolution and peacebuilding'. The 2010 report sets out the need for both targeted and mainstreaming

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<sup>1</sup> This is referred to in this Review report at many points simply as 'the 2010 report'.

approaches to gender equality and the empowerment of women in peacebuilding processes. This includes better understanding through effective gender analysis of the structural aspects of how conflict affects women, men, girls and boys.

The Review takes as far as possible an *operational* focus to highlight concerns as to how to drive *greater impact* on the ground for gender and peacebuilding and how to support gender-responsive peacebuilding *outcomes*. The recommendations of this Review focus on the PBSO and the PBF.

When this Thematic Review on Gender was launched in New York in September 2013, it was discovered that a wider management review was on-going. The main objectives of the PBF Review 2013/2014 are ‘to focus on the global strategy and approach of the Fund’ and to review the business model for the Fund, its strengths and weaknesses, and how it can be improved as well as to review the strategic positioning of the Fund at both global and national levels.<sup>2</sup> While their ToR did not refer to gender explicitly, the PBF Review Team set out in its inception report a focus on gender with respect to the two areas of (1) ‘preparation and implementation of PBSO’s work’ and (4) ‘strategic positioning, comparative advantage and PBF niche’.

Good contact was taken up with the PBF Review team and collaborative efforts ensued to create synergies between the two Reviews. The major development was the synchronising of field missions to Nepal and Guinea so we could benefit from working together and engaging with stakeholders and projects on the ground. However, both Reviews also faced time pressures and separate ToR. It will be important that PBSO take both reports together to optimise any recommendations related to strengthening the integration and impact of gender as part of PBF practices and processes.

This Final Report of the Thematic Review sets out the core elements of analysis, findings and recommendations. It is divided into two parts. Part One outlines the conceptual tensions and gap between commitments and action that are affecting progress in this field. It goes on to scope out emerging good practices from a selected range of programmatic areas of gender in peacebuilding. Part Two focuses on the PBSO and PBF and reviews findings in terms of the funding, programmatic and reporting progress of the PBF in integrating gender. It suggests ways in which these might be strengthened. Furthermore, this part of the Review addresses the need for a significant stepping up of collaborative working across PBSO to address gaps in policy guidance, operational learning and core gender capacities for analysis and programmatic advice and technical support. Greater collaboration extends to the need to further develop synergies between the PBF and the PBC on the promotion of gender-responsive peacebuilding and to leverage entry points for greater global and country level discussion and engagement in this area of peacebuilding.

## 1.2 Methodology

A Reference Group made up of UN stakeholders was convened under the auspices of the PBSO to support this Review. This inter-agency group included PBSO, UN Women, UNDP, DPA, UNICEF and a representative from the UN Interagency Framework Team. The draft Terms of Reference, inception report (including methodology) and field mission locations were all shared with the Reference Group for feedback and

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<sup>2</sup> Taken from the Inception Report of the ‘Review for Peacebuilding Fund’ dated 26<sup>th</sup> August 2013, p.7. Available from PBF.

endorsement, as well as the draft final report that was the subject of a Validation Mission to New York in late February 2014.

A range of methods shaped the research approach of the Review

- Inception Mission to New York including Inception Roundtable with the Reference Group, September 2013 (Inception Report)
- Desk Review – collation and analysis of documentation that was an on-going task (Annex 6)
- Field Visits to Nepal and Guinea – October and November 2013 (Annexes 4 and 5)
- Semi-structured interviews based on Guide Questions for Interviews (Annex 3 and List of Participants, Annex 2)
- Validation Mission on Draft Report, February 2014

The Inception Mission in New York also included interviews with key persons at PBSO and the UN recipients of PBF funds. There was a ‘snowballing’ approach to interviews based on an initial list of stakeholders in PBF, UN system, PBF donors, and NGOs. This involved following ‘leads’ emerging from interviews on specific programmes or organisations that were mentioned in terms of useful learning on operationalising gender-responsive peacebuilding. A total of 40 interviews were conducted at global level. These included a range of NGO interviews and focus groups in London as well as telephone and Skype interviews with a range of respondents including UN, INGO, academic, PBF Advisory Group members, and donor government diplomats and officials. Both field missions included a range of interviews with different stakeholders at country level. There was a particular effort in the research phase to reach beyond the core community of UN, INGOs and donor agencies to explore what Private Foundations were focusing on and funding in terms of innovative civil society organisations and approaches to gender-responsive peacebuilding.

The Validation Mission was conducted in New York during February 26-28, 2014. This included a workshop with the Reference Group where UN Women, DPA and PBSO participated. Debriefings and discussions were held with PBSO and PBF as well as a meeting with Member States and donors to the PBF organised with the support of the Permanent Mission of Luxembourg to the UN. Written feedback was received from Reference Group members and country offices in Nepal and Guinea. Finally, additional follow-up meetings were held with the DPA (MSU and EAD).

Research and consultations sought to be comprehensive but do not claim to be exhaustive given the limitations of time and scope of the Review. Nonetheless, valuable insights and learning were gathered and analysed. It is important to note that the Thematic Review is not an evaluation of the PBSO or of any of the UN entities receiving funds from the PBF. Neither is it a thematic evaluation of any of the areas of activity that are referenced in the learning from efforts to operationalise gender-responsive peacebuilding. These areas include *inter alia* economic recovery, conflict resolution and rule of law.

Rather, this Thematic Review is a knowledge-building exercise that seeks to scope the wide and diverse field of gender and peacebuilding in order to identify some of the challenges and learning from recent work being carried out across a range of projects and initiatives to enhance gender equality and women's participation in peacebuilding processes. The learning is taken across a large field of actors, approaches and understandings of ‘gender in peacebuilding’ or ‘gender-responsive peacebuilding’. It is a field that is still in the making in operational terms.

It is, therefore, simply not possible in a global review of 50 days to go in-depth with all actors inside and outside of the UN on their full portfolios or in the course of two one-week combined field missions to undertake in-depth programmatic analysis of all related projects to gender-responsive peacebuilding. However, within these constraints the Review does provide in Part 1 as well as the Aides Memoire of the field visits to Guinea and Nepal, an overview of themes and issues that emerge in the implementation of gender-responsive peacebuilding. It provides insights and examples to inform the on-going and up-coming reporting and actions of the PBSO and wider UN engagement in this important area of work. Part 2 of the Review provides specific analysis and commentary on the approaches and work of PBSO in gender-responsive peacebuilding to inform the recommendations of the Review that are directed *only* at PBSO, the office that commissioned this Thematic Review.

## 2.0 Part I: Learning and Good Practices on Gender-Responsive Peacebuilding

### 2.1 Norms and Policy: Mind the gap between words and actions on gender-responsive peacebuilding

#### TEXT BOX 1: Major UN Policy Commitments on Gender-Responsive Peacebuilding

1995 - Beijing Declaration and Platform for Action sets out 12 areas of action, one of which *is women and armed conflict*, with objectives for greater participation of women in peacemaking and conflict resolution as well as greater understanding of the interaction between gender and conflict in terms of impact and responses. <http://www.un.org/womenwatch/daw/beijing/platform/armed.htm>

2000 - UNSCR 1325 (2000) includes commitments to greater participation and representation of women in decision-making related to conflict resolution, peace processes and peacebuilding, protection of women and girls in situations of armed conflict, and gender mainstreaming in conflict-related UN missions and programmes. <http://www.peacewomen.org/assets/file/TranslationInitiative/1325/1325english.pdf>

2000-2014: SCR 1325 has led to the development of 42 National Action Plans globally, including in post-conflict countries, to implement this resolution and create a framework of national accountability.

2010: UN (September 2010) 'Women's Participation in Peacebuilding', Report of the Secretary-General, (S/2010/466). This report was prepared in response to a request made by the Security Council in UN SCR 1889 (2009). It stressed the need for 'more robust implementation' of SCR 1325 and emphasised the importance of women's participation in peacebuilding as critical to improved outcomes for economic recovery, social cohesion and political legitimacy. Two important measures were set out in the 2010 report:

- (1) The *7-Point Action Plan (7PAP)* on Women's Participation in Peacebuilding addressing the areas of: conflict resolution, post-conflict planning, post-conflict financing, gender-responsive civilian capacity, women's representation in post-conflict governance, rule of law, and economic recovery. This plan has not been endorsed by the Security Council, but has been endorsed by the Secretary-General's Policy Committee and is being increasingly adopted throughout the UN system to guide work on

gender-responsive peacebuilding. Its main reference is as a guide to internal UN planning and accountability. It builds upon but does not replace the political framework for SCR 1325. A series of concrete measures have been outlined to track progress on the 7 proposed areas of action and these are now linked to the indicators for the implementation of SCR 1325.

[http://www.un.org/en/peacebuilding/pbso/pdf/seven\\_point\\_action\\_plan.pdf](http://www.un.org/en/peacebuilding/pbso/pdf/seven_point_action_plan.pdf)

- (2) Adoption of an important commitment in terms of a financial target of 15% for promoting women's participation in peacebuilding; Para 36 states that 'The Secretary-General is committed to promoting a partnership between the United Nations system and Member States to ensure that at least 15 per cent of United Nations-managed funds in support of peacebuilding are dedicated to projects whose principal objective, consistent with organizational mandates, is to address women's specific needs, advance gender equality or empower women. The Peacebuilding Fund will immediately initiate a process for meeting this target.' This led to a push by PBSO to reach 10% of this target in the mid-term by October 2012.

2010: The Annex to the *2010 Report of the Secretary-General on Women and Peace and Security (S/2010/498)* included 26 Indicators that were developed by UN system through the UN Technical Working Group on Global Indicators for UNSCR 1325. They cluster under the headings of Prevention, Participation, Protection, and Relief and Recovery and form the basis of the *UN Strategic Results Framework on Women, Peace and Security 2011-2020*. Examples include: 11a, 'Representation of women among mediators, negotiators and technical experts in formal peace negotiations'; and, 24a, Proportion of disbursed Multi Donor Trust Funds (MDTFs) used to address gender equality issues; [http://www.peacewomen.org/security\\_council\\_monitor/indicators](http://www.peacewomen.org/security_council_monitor/indicators);

These indicators form the basis of the UN (2011) *UN Strategic Results Framework on Women, Peace and Security 2011-2020*.

[http://www.un.org/womenwatch/ianwge/taskforces/wps/Strategic\\_Framework\\_2011-2020.pdf](http://www.un.org/womenwatch/ianwge/taskforces/wps/Strategic_Framework_2011-2020.pdf)

October 2013: UN SCR 2122 - Paragraph 1 states the intention of the Security Council to, 'focus more attention on women's leadership and participation in conflict resolution and peacebuilding'. It further calls in paragraph 16 for the Secretary-General to commission a global study on the implementation of 1325 including examples of good practices, implementation challenges and gaps and emerging patterns and trends to prepare the way for the 2015 Ministerial Level Review of UNSCR 1325.

Following the tenth anniversary of UNSCR 1325 in 2010 when many questioned the extent of implementation, there is optimism in the acceleration of reporting and accountability that has taken place since the Secretary-General's report of 2010; for example there is a distinct and growing focus in his annual reports to the Security Council on Women Peace and Security of practical measures that could be addressed. This is particularly notable in the 2013 report with respect to women's participation in mediation and conflict resolution and their participation in politics and public life.

How far the 'accountability through indicators' is really pressuring better practice it not yet clear as the developments such as the 1325 indicators, the 7PAP, the UN System Wide Action Plan on Gender Equality, and the 15% funding target are still in progress. The elaboration of indicators is an important aspect of accountability and evidence but it is not the whole picture. Accountability is as much a political matter as

a technical one in terms of ‘responsibility to whom?’ -to the UN Security Council? to donor governments?, Member States, or to beneficiaries, governments, and civil society at the country level?

What does emerge from the Review is the persistent distance between policy commitment and operational implementation and new pressures to report and meet indicators set at global level when good practice in the form of programmes and approaches that work well still requires more investment and momentum. There is frustration among some interviewees that the focus had been put on high-level indicators and reporting rather than funding, driving and securing political backing for actual initiatives and programmes to build the critical mass of practice that could then actually be measured.

The Review also finds that words do matter and that there is a need for greater clarity on what ‘gender-responsive peacebuilding’ means in terms of (1) the relationship between gender equality objectives and outcomes and peacebuilding objectives and outcomes in post-conflict funding and planning (2) the operational understanding of how to implement gender-responsive peacebuilding for programme managers/staff and beneficiaries on the ground.

Four main dimensions of *gender in peacebuilding* surfaced from the research across a range of actors and programmes promoting the role of women in peacebuilding or aiming to integrate gender into post-conflict peacebuilding.

- (1) The political imperative to implement UNSCR 1325 and enhance participation for women in major peacebuilding processes and programmes; for the UN this is linked since 2010 to the 7PAP and a series of associated indicators.
- (2) The need to underpin peacebuilding and recovery financing and programmes with credible gender analysis as part of conflict analysis (gender-sensitive conflict analysis) – this explores the roles/identities of women, men, girls and boys in specific contexts and the impact of conflict and violence on specific risks, vulnerabilities, opportunities and entry points for peacebuilding.
- (3) An assumption that increased gender equality and women’s empowerment in post-conflict countries can/will enhance peacebuilding outcomes in terms of lasting peace and recovery.
- (4) An assumption that peacebuilding processes and programmes provide important opportunities to ‘build back better’ and address gender equality and women’s empowerment as part of the transformative intentions of peacebuilding.

These dimensions of the relationship between gender equality and peacebuilding contain assumptions of change and impact that are more often implicit than explicit in projects and activities. They also differ in emphasis in reaching the goal of gender-responsive peacebuilding.

In defining the objectives of Gender-Responsive Peacebuilding, it is important that these assumptions of change are more openly addressed in planning and funding processes so that the working assumptions of interventions are clear and the intended impact and transformation for gender can be tracked. Two different positions and approaches prevail in peacebuilding practice. The first can be termed ‘gender and peacebuilding’ and focuses on adding women to existing peacebuilding processes and programmes. This can include ensuring increasing levels of participation of women beneficiaries in current programmes (e.g. SSR, economic recovery, or national dialogue efforts) or setting up targeted programmes for women to increase their involvement. The second approach can be termed ‘gender in peacebuilding’ and involves integrating gender analysis into all aspects of peacebuilding in a more organic process. This would imply mapping out where women, men, girls and boys are positioned in terms of the impact of any violent



conflict and how they could be supported in the peacebuilding process. Part of this mapping would address the structural aspects of power and society and the social, economic, political and security factors of the conflict and how they are shaped by or impact upon gender relations and dynamics.

The types of solutions and change that arise from the first approach could be viewed as increasing access for women to processes and resources and potentially bringing greater change in that way. In the second case there could be more transformative intentions of changing structures and processes themselves so that gender relations and peacebuilding bring about lasting change. Both trajectories of change may enhance gender equality outcomes and peacebuilding outcomes but the tracking of change might differ and may face different risks and opportunities.

The efforts to agree what 'gender-responsive peacebuilding means in practice reflect the discussions of a generation ago on WID (women in development), WAD (women and development), and GAD (gender and development) in international development policy and programmes. These debates generated much argument and learning about how development programmes could bring about change for women's empowerment and gender equality. It seems important not to reinvent the wheel.

A key question that follows from that is how the relationship of gender outcomes and peacebuilding outcomes is framed. This is important in clarifying how policy and programme managers understand the intended impacts of gender-responsive peacebuilding. Can we establish a crossover point where peacebuilding and gender join together within a wider field of other and separate outcomes for peacebuilding actions and for gender equality actions? What are the objectives and expected outcomes that define gender-responsive peacebuilding as gender IN peacebuilding as distinct from gender AND peacebuilding.

*For example:* a community project aimed at training local women in dialogue and conflict resolution skills might be considered to be contributing to gender equality and empowerment outcomes by giving women access to skills and roles in local decision-making that they did not previously have. It could also be considered to be contributing to peacebuilding outcomes as it increases the awareness and skills of this community to address conflict in a non-violent manner and to build dialogue and cooperation with neighbours etc. The project may consider in its design that it should invite and include other communities and groups to participate in the project, including those who are traditionally perceived as 'enemy' or 'other' in a history of conflict. This, it could be argued, would enhance the peacebuilding and conflict prevention outcomes of such a project. The project team may claim that by targeting women the project is in the spirit and intention of implementing UNSCR 1325 to enhance women's participation in conflict resolution and peacebuilding and that this is both a gender equality/ empowerment outcome and a peacebuilding outcome. However, it could also be added that a fuller use of gender-sensitive conflict analysis might have allowed the project team to map out the range of conflict-related issues in the community and gender dynamics of leadership, decision-making, and perceptions of what issues are priority issues for different men, women and youth. This may have informed the team in designing the project differently in terms of looking for greater transformation in local level decision-making and engagement with male leaders to support women's inclusion in decision-making on conflict and peace issues. Such analysis might also have influenced a focus on issues not previously considered part of conflict resolution or peacebuilding e.g. vulnerability of female-headed households or the challenge of family reintegration for male ex-combatants recently leaving a DDR process.

Asking such questions is the critical task of *credible gender-sensitive conflict analysis* and the *associated theories of change* it can enable projects and programmes to develop. Rigorous gender analysis as part of conflict analysis is needed if as one respondent put it ‘we are not to risk just ‘adding’ women to unreconstructed and unconstructive modalities of peacekeeping, diplomacy and aid’. This need for rigorous gender-sensitive conflict analysis is a general challenge across the PBF and also for the wider international field of actors, UN, regional organisations, NGOs/CSOs and donor agencies who seek to support gender-responsive peacebuilding programmes.

There are current efforts to address and improve such analysis so that it can underpin more consistent projects and programmes for greater impact. For example, International Alert is currently engaged in a multiyear study to examine gender analysis in terms of relational dynamics and test and examine programmes that are defined by male and female identities, resources, risks and vulnerabilities in conflict-affected settings. This expects to gather data and challenge some assumptions about programming gender-responsive peacebuilding. It commissioned a research paper from Judy El Bushra in 2012 that informs the approach - *Gender in Peacebuilding: Taking stock*. There are 4 case studies – Uganda, Nepal, Burundi and Colombia planned alongside a synthesis paper that will describe a number of key good practice examples. UNDP has also recently updated its Conflict Development Analysis tool to address gender considerations more explicitly. This incorporates the recent Note on Conflict Analysis developed by PBSO that makes reference to and encourages gender analysis as part of conflict analysis in the strategy, project design and applications by UN entities to the PBF.

Current *Theories of Change* (ToC) tend to be implicit in activities and programmes if they exist at all. There are high levels of support for the idea of ToC and they are being increasingly requested by donors, but in practice there is a lack of understanding and guidance on how best to develop and use a theory of change that links gender *and* peacebuilding. This circle of defining gender-responsive peacebuilding, conducting appropriate gender-sensitive conflict analysis, and establishing theories of change at different levels of intended impact seems to have trapped many peacebuilding organisations. Theories of Change are also discussed and form the basis of certain recommendations in the ODI (2013) thematic evaluation of UN Women that was completed in September 2013 on *The Contribution of UN Women to Increasing Women’s Leadership and Participation in Peace and Security and in Humanitarian Response*.

#### **Text Box 2: Applying Theory of Change**

Some interesting examples of work on applying theory of change to gender in peacebuilding were uncovered in research on Nepal. Saferworld (2012a, 2012b) engaged in work in Nepal with stakeholders on strengthening monitoring and evaluation in implementing the National Action Plan (NAP) on UNSCRs 1325 and 1820. What is interesting is that Saferworld engages with applying the theory of change at a very practical level as part of the preparation for supporting government and civil society in Nepal to improve the M&E of implementing the NAP. It issued a guidance note (2012a) on M&E that sought to educate on use of Theory of Change and then uses that to inform its needs assessment (2012b) on what was needed to improve the M&E system itself for the NAP. The aim of this focus was to bring specific awareness to tracking processes of change that are assumed in implementing actions from that Plan. It is grounded in the understanding of needing to ensure the type of change being envisaged is present both in programme design and in the evaluation of the programme outputs and outcomes:

‘...evaluation helps us to check the assumptions we make about how change comes about. When we plan to do something, we carry underlying assumptions about the way in which change occurs. We decide that



If we do this, then that will occur. This is known often as a ‘results-chain’ or a ‘theory of change’. Evaluation can help us to test that hypothesis, just as it does when we design research. It should enable us to test whether the assumptions we make about how a situation can be transformed are borne out in practice, and are grounded in reality. (2012a, p. 3)

In the Guidance Note for example, the author Madeline Church sets out a very practical example of developing a youth project to illustrate the usefulness and importance of having a theory of change at project level:

‘In this example, an organisation is designing a programme to involve young people in community decision-making. The first thing they do is an analysis. This is the most important aspect of a Theory of Change. You use your analysis to decide what needs to be changed, and to justify the design of your strategy and activities. The analysis in this example tells us what prevents young people from being included in the decision-making processes in their community. It identifies three main reasons:

- Young people’s opinions and priorities are ignored by the community,
- Some young men are not interested in participating,
- The attitude to young women in the community means that they are not given the opportunity to participate.

The analysis also notes that there is a high-level of unemployment, and that the young men tend to get involved in activities that generate conflict, which are sometimes violent. The young women keep silent, or have children at a young age.

The next stage is to understand what assumption or hypothesis they are making about how things could be changed. The programme believes that if young people had more opportunities to participate meaningfully in the decisions that affect their lives, then incidences of violent conflict involving young men would reduce, and young women would gain more confidence and see themselves as decision-makers in the community.

This assumption forms the basis of what they intend to do to try and change things. They then develop their strategy, the activities they will support, and the results they expect, based on their analysis and their assumption.

The next stage is to dig deeper into the assumption, and test it out. The programme asks itself: if we work with young people in a participatory way, to understand how democratic processes work, and encourage them to engage in decision making in their community, is this enough to transform the situation?

When they look back at the analysis, they realise that it’s not likely to be enough. They probably also need to challenge long-standing practices and structures used in decision-making at the community level that historically have ignored young people’s concerns. They decide that they will also need to:

- Work with community decision-makers so that they understand the negative implications of excluding young people and encourage them to involve young people in community decision-making.
- Challenge young people to get more involved, and find more interesting ways to engage them.
- Work in a systemic way, addressing the blocks to women’s participation, particularly young women.

In this way, the programme can help establish a more democratic environment for decision-making that includes young people of both sexes and can be sustained over time, because communities see the benefit. The final assumption is that this work will help to reduce instances of violent conflict among the young.

This programme's Theory of Change then gets translated into a plan, a connected series of activities and results that describe the levels of change they are going bring about.

Plans: Activities that challenge and engage young people; Activities that change the attitudes of community decision-makers; Activities that support young women to participate.

Results: More democratic decision-making processes that involve young people; Greater participation of women; Changed attitudes of community decision-makers; Sustained change in way decisions are made; Reduced violence by young men.'

Further work on ToC and peacebuilding in Nepal can be found in a report by CARE in 2012 - 'Theories of Change in Peacebuilding: Learning from the Experiences of Peacebuilding Initiatives in Nepal'

The key findings of this Review in terms of concerns about the status of implementation of gender in peacebuilding can be summarised as follows:

- There remains a distinctive gap between policy commitments and the operational reality of implementing gender-responsive peacebuilding although the Review finds some evidence of accelerated efforts across the UN to bridge this gap since the UN Secretary-General's 2010 report on 'Women's Participation in Peacebuilding'.
- Despite emerging good practices and growing numbers of projects in different thematic areas of gender-responsive peacebuilding, there is a need for greater momentum and scale in these efforts. While many individuals and institutions point to good cases they know in the field or cite particular cases studies in their own work that for them demonstrate good practice in gender-responsive peacebuilding, there is a strong consensus from the research of the need to accelerate the number and scale of projects and good practices. This would drive greater operational impact at the field level and help to develop the significant bodies of good practice and case studies that can form the evidence base for measuring change and impact in gender-responsive peacebuilding. This requires greater and sustained financial and programmatic support.
- Experts, activists and programme managers express frustration at the lack of proper gender analysis to build the still-elusive goal of gender-sensitive conflict analysis that can shape a context-driven understanding of needs and entry points for peacebuilding initiatives. The purpose and use of gender analysis is currently caught up in a distracting debate of woman-centred versus gender relations whereby tensions exist in the interpretation of UNSCR 1325 among peacebuilding actors in terms of women's rights versus the use of gender analysis. This could be addressed or overcome by moving towards more explicit 'theories of change' at project, programme and strategic levels of planning and reporting.
- The use of theories of change in outlining strategy and shaping project design and evaluation could contribute to a clearer articulation of the relationship between gender equality/empowerment outcomes and peacebuilding outcomes and lead to improved narrative of results and impact.
- There is a pressing need driving emerging efforts inside many organisations to provide operational guidance and support to field staff on *how* to implement gender-responsive peacebuilding and *how* to measure results and impact. Current efforts remain at an early stage, dispersed and somewhat disjointed, and would benefit from concerted support to move them forward.

The lack of rigorous gender-sensitive conflict analysis that is linked to the weak use of theories of change undoubtedly limits the development of good programmes and good practices. This emerges as a strong shared point of analysis across various documents and interviews and poses one of the major challenges to the translation of UNSCR 1325 into effective programmes on the ground. Other reasons for the weak traction on the operationalising 1325 (i.e. the need for a greater body of good practice to increase the evidence base for what constitutes ‘good’ and effective gender-responsive peacebuilding), include: lack of credible levels of investment to develop good programmes and practice; this is witnessed by the chronic under-funding or non-funding of NAPs and the lack of connection that can often exist between NAPs and major recovery programmes and funding in post-conflict countries. Also, the lack of prioritisation of gender-responsive peacebuilding in major post-conflict planning and financing processes and the need to strengthen the use of disaggregated data, gender budgeting and programme-level indicators that focus on outcomes as well as outputs.

## **2.2 The Role of the NAPs in Implementing Gender-Responsive Peacebuilding**

The interviews and research indicate that the National Action Plans for UNSCRs 1325 & 1820 (NAPs) are important entry points for gender-responsive peacebuilding particularly at country level and can leverage important sub-regional and regional leadership and networks to inform overall strategy and define programmatic activities. ECOWAS and WANEP in West Africa are currently engaged in reviewing progress on the implementation of UNSCR 1325 and the NAPs in the 15 member states of ECOWAS. This is with a view to identifying strengths and weaknesses as a basis for identifying technical assistance needs.

Innovation in terms of developing NAPs can be found in the Regional Action Plan supported by FAS and other groups among DRC, Burundi and Rwanda that was approved in 2013. However, it remains in need of financing and implementation. (See Text Box 5 on Great Lakes). A cross-learning exercise on development of the NAPs in Liberia, Ireland and Timor-Leste was funded in 2009 by the Government of Ireland (Department of Foreign Affairs) and involved civil society organisations from all three countries as well as government Ministers and officials. In the case of Ireland the communities of Northern Ireland participated in the conference that was hosted in Belfast. A structured process of sharing lessons was a feature of the three conferences and shaped the development of areas of action in their respective NAPs. (DFA, 2010)

In this Review the visits to Guinea and Nepal found good consultation and plans in terms of the NAP but varying linkages to the programmatic priorities and funding of the UN and international donors. In Nepal there are some examples of how the NAP has been introduced into the UNDAF planning in terms of setting specific outcomes for implementation. There are also specific NAP-related projects that have been funded through the UN Peace Fund for Nepal (UNPFN) and the joint Government-donor National Peace Trust Fund for Nepal (NPTF). The linking up of the NAP with the implementation and outcomes of these projects and on the UNDAF reports in upcoming evaluations and reporting can provide a source of valuable learning and example in the short to medium term.

The usefulness of the NAPs for programming and planning gender-sensitive peacebuilding however, is not always so evident as, energies and resources seem to go into the front-end efforts of mobilising political support, conducting wide consultation and establishing thematic areas for action. This is all good and the advocacy outcomes can be seen both in terms of the NAP itself and some strong Government and Civil Society buy-in as I found in Nepal, for example. A recent report by WANEP (2013) on the NAP in Guinea

also commended the quality of the mobilisation and the plan but raised serious questions about the lack of implementation and funding as well as weak support to mediation capacity building for women and their participation in ongoing national dialogue. In addition the report outlines the weak culture of women's rights and the need for greater adoption and understanding of UNSCR 1325 across Government, notably with the armed forces. It calls for the strengthening of civil society organisations to implement the NAP and to participate effectively in civilian oversight and good governance as well as the need to properly fund NAP actions.

It is the operationalization of the NAPs and how flexible and responsive they remain in tracking gender, conflict, and peacebuilding dynamics, and how they might be better linked to post-conflict financing and planning processes that remains the question. The national budgeting and donor funding for NAPs needs closer attention and the adaptation of the Plans as useful programmatic inputs for planning and implementing activities that can be measured for impact and accountability. An EPLO study in 2010 reviewed the status of NAPs in EU Member States and found plans to be overly general in terms of lacking specific objectives, goals and budgets as well as low on accountability with weak or no indicators and lack of assigned responsibilities to different actors.

Finally, an observation that emerges from the Review is the need to delineate or clarify for programme staff and operational managers how the NAP and 7PAP inform or are to be used in any planning or design process for projects and activities. The 7PAP is often taken as a useful advocacy document to give specific sense what types of action might be considered in gender-responsive peacebuilding but it is not considered to be a programme template, or to replace the close mapping of a NAP and does not mitigate the importance of conducting context-driven gender-sensitive conflict analysis to reveal the dynamics and needs that should be addressed in projects that promote gender-responsive peacebuilding. The guidance for operational engagement with these frameworks and actions plans is critical to harnessing the intended positive understanding and change in how peacebuilding programmes are designed, implemented and measured to be gender-responsive.

### **2.3 Scoping of Good Practices and Learning on Gender-Responsive Peacebuilding**

In terms of implementation and practice the Review took a broad look externally and internally to identify emerging and good practices for gender and peacebuilding. It is a complex and diverse set of approaches and interventions. A sample range can be seen below. There are some well-researched case studies and cross-country analysis and some of the examples cited here drawn from desk-based research.<sup>3</sup> They are reinforced by feedback from interviews and observations made on the two field visits to Nepal and Guinea. However, the weakness of the evidence base for gender in peacebuilding is a common theme from the interviews and is backed up by a recent major literature review undertaken by ODI (2013) as part of DFID Research project on 'Assessment of the Evidence of links between gender, equality, statebuilding and peacebuilding'.

Much of the current information is qualitative and exists in silos of organisational assessments, reports or resource mobilisation case studies. Awareness and use of these resources even amongst specialists on gender in peacebuilding is mixed and inconsistent. There is a gap in dissemination and the effective

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<sup>3</sup> For example see CARE International UK (2012), Conciliation Resources (2013), DFID Research (2013), ICAN-MIT (2010), International Alert and Eastern Africa Sub-Regional Support Initiative for the Advancement of Women (2012), and UN Women (2011b).

‘translation’ of findings and large studies into useful insights and learning that can be directly applied to funding mechanisms for peacebuilding, training modules for improving awareness and capacities of all staff and partners working on peacebuilding, and improve and shape the identification, design and impact of more projects on the ground.

There is a need for deeper learning on headline achievements so that ‘success’ and how it is measured and tracked is better understood and so that good practices can be shored up and shared to build the growing body of practice and evidence that gender-responsive building needs. This is important in shifting the focus of implementation of SCR 1325 to operational practice and impact. The political significance of these impacts to transform the outcomes for greater participation of women in peacebuilding and for the quality of peacebuilding outcomes can then be informed by observable trends in new approaches to funding and interventions and evidence-based research on what works well in different areas (e.g. economic recovery, post-conflict governance, peacemaking and conflict resolution, budgeting and funding etc.)

Favoured areas of support tend to be SGBV (services and combating impunity), peacemaking and conflict resolution, support to women’s organisations and stand-alone projects targeting women within larger thematic programmes, for example in terms of rule of law and access to justice or economic recovery. There is increasing interest and funding for gender and SSR though again analysis of impact and results as well as documentation of approaches to integrating gender in effective ways remain thin. Areas where more attention might be directed include approaches to gender-responsive economic recovery that go beyond jobs and quick impact labour schemes and links more to peacebuilding outcomes; explicit political strategies for greater participation by women in peace processes and elections as critical aspects of peacebuilding processes; as well as overall stronger and better gender budgeting practices in programming.

The extensive nature of the field of gender and peacebuilding reflects the challenge of encouraging deep engagement in a number of areas that are critical for greater focus on gender equality and women’s empowerment in peacebuilding. Economic recovery and planning, political participation and governance are reviewed below as three strong areas of interest and practice that arise from the interviews and research and fall under the 7 Point Action Plan. These are just 3 areas that highlight the trends, learning, opportunities and challenges of implementing gender-responsive peacebuilding.

### **2.2.1 Economic Recovery and Planning**

The PBC in September held a high-level meeting dedicated to the theme of Women’s Economic Empowerment for Peacebuilding; a Declaration resulted from the meeting that prioritised actions that *inter alia*, targeted women’s participation in planning, aid strategies, and decision-making on economic recovery; holistic programming approaches ‘nurturing decent jobs’ that are supported by enabling conditions of skills and access to financial services; and delivering these services to rural areas.

#### **TEXT BOX 3: PBC (2013) ‘Declaration: ‘Women’s economic empowerment for peacebuilding’, PBC/7OC/3, 26 September 2013, New York (extracts)**

‘promote the economic empowerment of women and their equal engagement alongside men in post-conflict economic recovery’

‘accelerate efforts to mainstream gender perspectives into relevant activities [of UN entities]’

‘further measures to improve women’s participation during all stages of peace processes, particularly in conflict resolution, post-conflict planning and peacebuilding, including by enhancing their engagement in political and economic decision-making at early stages of recovery processes, by, inter alia, promoting women’s leadership and capacity to engage in aid management and planning, supporting women’s organizations and countering negative societal attitudes about women’s capacity to participate equally’;

‘measures to promote sustainable livelihoods for households led by women, especially widows, in post-conflict societies, including through financial support and access to productive resources and sustainable income-generating activities. In this regard, we stress the importance of assisting post-conflict countries in creating favourable conditions that can generate decent jobs for women, nurture their business skills, encourage them to join the workforce, and deliver the financial services that these women need, both in the formal and informal sectors’;

‘raising financial awareness among women in post-conflict situations in rural areas, including through financial literacy programmes for women in rural areas in national peacebuilding strategies, so as to enable the effective implementation of women’s economic empowerment programmes and the appropriate utilization of available financial resources. We further stress the need to provide particular support to women in rural areas in post-conflict situations, including, inter alia, through vocational training, training on income-generating activities, access to land, long- and short-term credit facilities, productive resources and other business support services, including agricultural extension services’

The studies, analysis and programmes reviewed reflect these themes of the Declaration and show the complex interplay of factors that need to be considered and addressed when aiming to implement peacebuilding programmes that focus on women’s participation and empowerment in economic recovery. They also demonstrate the web of actions and programmes that mutually enable political participation, economic recovery, conflict resolution and access to justice as gender-responsive peacebuilding. Current programmes where they exist are largely focused on smaller targeted subsets of these larger issues and can be reduced to income-generating projects that do not always consider the larger picture of gender roles and needs and how economic recovery can drive empowerment and gender equality to strengthen peacebuilding outcomes.

For example, in lessons learned on economic empowerment for women in northern Uganda, a study by International Alert and Eastern Africa Sub-Regional Support Initiative for the Advancement of Women (2012) found that:

‘...development and reconstruction policies in northern Uganda have not taken into account the important contribution made by women in the building of a peace economy. Despite the commitment made by most development agencies operational on the ground to mainstream gender into their programmes, women are still viewed as a vulnerable group instead of fully fledged economic agents. They continue to be marginalised from the major development plans set up by the government and international development agencies at the end of the war. Furthermore, very little attention has been paid by development planners to the high levels of sexual violence against women and the way in which unequal gender relations continue to affect the economic recovery’. (p.8)

UNDP in a recent report on ‘Women’s Leadership, Voice, Economic Recovery and Access to Justice: UNDP in Action in post-conflict countries 2010-2011’, call for greater focus on linkages between peacebuilding and economic recovery for women. It recommends that



‘Innovative economic empowerment programmes should be a priority focus given the close relationship between economic and political participation. Women’s economic empowerment programmes must incorporate peace building advocacy initiatives, led by women in conflict and post conflict. UNDP is increasingly recognizing that business as usual and traditional types of livelihoods enhancement do not necessarily lead to women’s economic empowerment’ (UNDP/BCPR 2011, p. 11).

UNDP also has a stated goal that a minimum 30% of temporary employment in Early Recovery settings should be for women.

In November 2013 UNEP, UN Women PBSO and UNDP published a policy report on ‘Women and Natural Resources: Unlocking and Peacebuilding Potential’, it highlighted the intersection of natural resources, peacebuilding and economic recovery to reveal a series of intersecting issues that need to be considered in shaping effective entry points for programmes. These include land rights and reparations, resource management, extractive resources, vulnerable livelihoods, security threats in working roles, agricultural production, and the role of women in decision-making on natural resources.

An interesting example of a holistic approach to economic recovery and empowerment can be found in the work of Women for Women International.

**TEXT BOX 4: *Women for Women International – the cycle of economic empowerment for women***

Women for Women International (WfWI) is an innovative NGO that is very much modelled as a social entrepreneurial organisation. It focuses on a modular approach to build a cycle of change grounded in economic empowerment and social networks for women in post-conflict countries. This takes a holistic view of a woman’s context and challenges in which ‘income generation’ is just one action among others that are implemented together to empower and sustain change for women as part of post-conflict peacebuilding. The actions include – savings clubs, peer support groups, confidence building, literacy and education, training, mentoring after graduating from modular programme. WfWI has been funded by Bloomberg Philanthropies and NoVo Foundation. A recent KPMG review found the following results to demonstrate impact of the approach:

- In Rwanda and DRC, 99% and 91% of graduates, respectively, reported saving a portion of their income, compared to 44% and 14% at enrolment.
- 100% of Rwanda’s 6,000+ current programme participants have bank accounts, thereby facilitating access to credit and reinforcing the importance of saving.
- In Rwanda and DRC, 86% and 99% of graduates, respectively, report having knowledge of good nutrition, compared to 34% and 4% at enrolment.
- In Rwanda and DRC, 25% and 36% of graduates, respectively, reported that they have taken action to stop violence committed against them, compared to just 4% at enrolment.
- Recognizing male leaders’ influence on attitudes and behaviour towards women, WfWI launched its Men’s Leadership Programme (MLP) in 2005. The MLP, which was originally developed and piloted in Iraq and Nigeria, complements WfWI’s programme services by educating male leaders and encouraging men to support women so that the lives of entire communities improve. By informing male leaders of women’s rights and gaining their support, WfWI’s programme impact on reproductive health and violence against women also improves

Post-conflict financing is another critical element for women's economic empowerment and recovery – PBF is such a mechanism, and this Review as well as the roll out of the Gender Promotion Initiative (GPI) in 2011 illustrates the attempts to understand how the integration of gender can be improved.<sup>4</sup> UN Women (2012c) sets out critical aspects of post-conflict financing and its weak responsiveness to gender. The paper cites the persistent weakness of Multi Partner Trust Funds including the PBF to mainstream gender in terms of reflecting it in log frames in terms of objectives, indicators and activities that can be tracked. A second challenge for such funds is the lack of disaggregated data to underpin monitoring and tracking. The findings of this Review would support the persistence of these challenges but also outline some indications of progress in addressing them currently and how these efforts can be taken further to accelerate that progress. This is taken up in Part II of the Report.

UN Women (2012e) builds on this by sharing lessons learned from a detailed accompaniment process that UN women undertook in supporting and helping civil society women representatives participate in and engage in setting priorities for post-conflict funding leading into and including the International Engagement Conference for South Sudan in Washington in December 2011. Such investments of time, capacity building for participation and political positioning to get access to decision-making forums for women are common across a range of programmes and experiences encountered by the Review. They indicate emerging good practice to give meaning to women's participation in post-conflict planning and financing.

### **2.2.2. Political Participation through Peace Processes and Conflict Resolution**

Building the constituency of women's participation in peace processes and conflict resolution is aimed at improving peace outcomes including social cohesion and legitimacy; the sense of exclusion in these processes can extend to exclusion from planning and recovery and the implementation of peace agreements. Actions and initiatives focused at different levels of conflict resolution range from formal Track 1 mediation and negotiation processes such as the Northern Ireland Peace process leading to the Good Friday Agreement in 1998 or the Arusha Peace and Reconciliation Agreement for Burundi in 2000. Track 2 can infer some civil society engagement or opportunity to influence the formal process. There are some signs of increased consultations with women's organisations that illustrate this but such engagement can remain informal and not very influential. Track 3 implies people-to-people diplomacy and is the objective of many peacebuilding projects targeting community engagement and capacities for mediation, dialogue and conflict resolution. In addition, there are many other entry points for gender-responsive peacebuilding in shaping peace agreements and what issues are on the table e.g. not trading away impunity for sexual violence in conflict; expert analysis and support bringing the information and inclusive perspective on issues under negotiation; creating space at the table for civil society voices and women's representatives to challenge enduring influence of 'men with guns' as the main protagonists of conflict and peace.

The low level of participation of women in peace talks has been historically well-documented and the trend is slow to improve.<sup>5</sup> However, there are some signs of improvement. In 2011, of the 14 peace

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<sup>4</sup> The GPI was launched in 2011 to catalyse support to specifically gender-related projects and support the 15% funding target set out in the 2010 report. It currently funds 8 projects in 8 countries with a total budget of US\$6.1m. The GPI is discussed more fully in Part II of this report. (Section 3.4 page 49)

<sup>5</sup> See C. Bell and C. O'Rourke (2010); UN Women at <http://www.unwomen.org/en/what-we-do/peace-and-security/facts-and-figures>, UN Women (2012d), and UN DPA (2013); UN (2013b) S/2013/525.



negotiations held under UN auspices, only 4 women participated in negotiation teams; by 2012 the annual report on Women Peace and Security to the Security Council reported that in the 9 processes of active negotiation, 6 had at least one woman delegate. There was also a noted increase in women experts on the UN mediation support teams over 2011 and 2012 (they were included in all 12 processes tracked in 2012). There is also a positive trend of consultations with women's civil society organisations as part of peace process though this remains a contested area of engagement as seen below in the examples. Also, the UN has finally broken through one ceiling and appointed the first two women to senior mediator and envoy positions in on-going peace processes and agreements. Ms. Aïchatou Mindaoudou Souleymane became the first woman UN chief mediator when she was appointed as Acting Joint African Union-United Nations Special Representative for Darfur, Head of UNAMID and Joint AU/UN Chief Mediator for Darfur *ad interim* in 2012 and H.E. Mary Robinson was appointed as Special Envoy to the Great Lakes in 2013. It has to be also welcomed that in January 2014, Mrs Bineta Diop, Founder and President of Femmes Africa Solidarité was appointed "Special Envoy for Women, Peace and Security of the Chairperson of the African Union Commission". Nonetheless these developments are nascent and require shoring up. Latest figures also indicate that out of 585 peace agreements from 1990-2010, only 13 highlighted the role of women in the implementation of the agreement.

Examples of emerging good practice in terms of support to mediation and peace processes include

- In 2012, DPA consulted, developed and launched the first gender-related guidance for mediators focusing on the issues of conflict-related sexual violence in ceasefires and peace agreements. This development closely involved UN Women and the network UN Action Against Sexual Violence in Conflict. Gender was also mainstreamed into the general 'Guidance on Effective Mediation' also launched in 2012.<sup>6</sup> It is currently working on Guidance due during 2014 on *Gender and Inclusive Mediation* drawing on its training and capacity building activities.
- DPA has been rolling out a series of high-level seminars aimed at sensitisation and training arising from the guidance. This includes a new curriculum for High-level Seminar on Gender and Inclusive Mediation Processes; peer-to-peer seminars for envoys and mediators to review DPA practices and develop new approaches to inclusive mediation (in 2013, a total of 81 envoys, and senior mediation experts from a variety of backgrounds participated in four courses). In addition there are internal DPA Gender trainings on Women, Peace and Security; a total of 130 staff has been trained during 2011-2013.<sup>7</sup>
- DPA has also increased its own gender and mediation capacity by ensuring 1 of the 8 experts in its Mediation Support Standby Team is a gender expert. It has also increased participation of women in that team – 3 of the 6 experts for 2013 are women<sup>8</sup>.
- Special Political Mission reports and electoral Need Assessment Mission reports have been developing gender-sensitive analysis over the last 2 years.
- The Joint strategy of UN Women and DPA to support women's participation in peace processes and mediation is 3 year project announced in 2011. This frames a series of actions with UN Women

<sup>6</sup> See DPA (2012a), DPA( 2012b) and DPA (2013).

<sup>7</sup> UN DPA provided this information as part of the Validation mission conducted in New York in late February 2014.

<sup>8</sup> Taken from S/2013/525.

focusing on 'strengthening the capacity of national and regional women leaders and peace coalitions and support access opportunities for women in peace negotiations and more informal engagements with mediators and negotiators'. DPA focuses on building its gender and mediation capacity, training initiatives at senior levels and among political officers, and developing core guidance on gender and mediation.

- A positive trend can be seen since 2010 in the annual reports of the Secretary-General to the Security Council on Women, Peace and Security with a focus on stating specific actions and measures. The 2013 report (para. 21) for example includes the following:

'Stronger incentives such as training and additional financing are needed to encourage negotiating parties to include women and consult gender experts. Potentially effective mechanisms include earmarking funds to cover the costs of women's participation in negotiating delegations; supporting women's civil society and cross-party coalitions to feed recommendations into formal negotiations; and requesting Member States to include women when hosting peace conferences, national dialogues and friends meetings'.

- Good practice can also be found in an ongoing initiative by WILPF (2013-2014) in organising a cross-learning exercise between women's groups and networks in Syria and Bosnia-Herzegovina so that the latter can share the hard-earned lessons of protracted conflict, protracted peace talks, and protracted access to justice. This is part of current strong push from a number of organisations for the Syrian process to include women and gender-related concerns of the impact of the violent conflict and their role in the peacemaking process.
- The 2009 EU Concept on Strengthening EU Mediation and Dialogue Capacities included a commitment to leveraging, supporting and funding activities that can support women's participation in mediation and dialogue. Since 2011, the EU through the of the European External Action Service have been growing its own capacities and guidance as well as supporting the UN, regional organisations and NGOs working in these areas. The Division of Conflict Prevention, Peace Building and Mediation Instruments is taking these efforts forward. This includes support to the UN MSU in part to enhance gender capacities and inclusion of women mediators on rosters, and ideally on negotiating and mediation teams.

Despite these very welcome and growing trends of change a strong note of caution prevails in terms of the challenges of accessing and influencing formal peace processes in advancing women's participation at all stages. Across the range of UN and non-UN actors and sources consulted in this review two persistent challenges were cited in terms of building political will and overcoming institutional resistance in the formal workings that surround peace processes generally whether managed under the auspices of the UN, other international and regional organisations, or whether facilitated by a particular government as mediator. As one interviewee declared 'not even Norway can get gender into the Colombia peace process!'

Across the board of interviewees there were clear concerns about the current processes in Syria and South Sudan with the concern with the implication that a political sense of urgency once again ends up excluding or not prioritising the participation of women. There have been organised coalitions of NGOs advocating and actively supporting women's participation in the recent Syria peace process and calling for more

structured and systematic engagement with civil society and women's groups<sup>9</sup>. UN interlocutors emphasize the 'behind the scenes' work that is often part of such processes and outline steps that have been taken to, for example, encourage delegations to include women representatives, as well as the UN initiative to organise meetings with civil society organisations and women's groups as part of the overall approach to the mediation process. The Geneva Communiqué of June 30, 2012 in paragraphs 9 (b) and (e) set out the need for the process to be 'inclusive' and state that 'women must be fully represented in all aspects of the transition'. The room for manoeuvre to influence Member States or delegations can be limited. The talks in this case (Syria) remain 'talks about talks' and underscore the lengthy and non-linear nature of such processes that highlight the challenge of opening up and maintaining entry points for women's participation.

The learning on conflict resolution reinforces the need for training and readiness in building women's participation as an ongoing objective and positioning women mediators both at formal and informal levels as well as positioning civil society organisations for engagement. It also highlights the need for active and sustained leadership to build on the progress and experiences gained. This requires more detailed documentation of past and ongoing experiences and sharing of learning to continue advancing the emerging good practices and to support and enable accountability. The application and learning that can be drawn from the developments since 2010 such as those outlined above in the emerging good practices, in terms of outcomes and impact, will be a welcome addition to UN reporting and learning on the implementation of UNSCR 1325 as part of the Security Council-mandated 2015 global study for the planned High-Level Review on UNSCR 1325<sup>10</sup>.

The Great Lakes region provides an interesting and positive case where there are signs of renewed optimism in terms of practical action to increase women's participation in the on-going and complex efforts for peace and to put an end to the protracted violence and conflict in eastern DRC.

**TEXT BOX 5: *Innovation on gender, conflict resolution and peacemaking in the Great Lakes region***

Important progress was made in the signing of Peace, Security and Cooperation Framework for the DRC and the Region (PSC Framework) was signed by 11 countries in February 2013 with an oversight mechanism of '11+4' referring to the 11 signatories and the brokers of UN, AU, ICGLR, and SADC. This PSC Framework is also referred to as the *Framework of Hope*.

One of the provisions of the Agreement was the appointment of a UN Special Envoy 'to support efforts to reach durable solutions in a multi-track plan that allows the convergence of all initiatives in progress'. H.E. Mary Robinson, former President of Ireland and one of The Elders (brought together by Nelson Mandela as independent promoters of peace) was duly appointed as the UN Special Envoy for the Great Lakes region in March 2013; her appointment in itself marked a critical achievement for SCR 1325.

<sup>9</sup> For example, see Working Paper titled 'Ensuring the Effective Participation of Women and Women's Rights in the Syrian Peace & Mediation Process: A Five-Step Approach', prepared by WILPF, ICAN, Human Rights Watch, Kvinna Till Kvinna, Oxfam, and Democrashe; December 28, 2013. This paper was recently discussed as part of a Joint Committee Meeting organised by the European Parliament in Brussels on the theme of women and peace processes on 13/02/2014.

<sup>10</sup> UNSCR 2122, October 18<sup>th</sup>, 2013. Paragraph 16).

The Special Envoy's mandate and intentions regarding bringing women into the peace process were immediate and tangible. Working closely with civil society and women's organisations and networks in the region a new platform is being established – the Women's Great Lakes Platform (WGLP)

The aim is to ensure women are now engaged in the oversight and monitoring of the agreement even if they were not included in the talks for the agreement itself. This is set out in the ground-breaking Bujumbura Declaration of the Regional Conference on Women, Peace, Security and Development in the Great Lakes Region signed in July 2013. It endorses the Regional Action Plan (RAP) for 1325 that had been painstakingly consulted and focuses on cross-border and regional capacities and actions across DRC, Burundi and Rwanda.

The INGO Femmes Africa Solidarité (FAS) has been an active participant in these developments and helped facilitate the regional action plan. Similar sub-regional approaches are being explored by them in West Africa and the Mano River Union.

The Declaration also sets out specific 'asks' for the implementation of the peace agreement in terms of women's participation in formal political and economic processes; stating specific goals related to women's rights and gender equality in the implementation plans; and, ensuring benchmarks, indicators and follow-up measures for implementation are gender-sensitive.

Innovation of funding can be seen in this context by the involvement of the OAK Foundation and its support to Fonds pour les Femmes Congolaise (FFC) that acts as funder of first and last resort to small, remote, marginalised women's organisations that lose out on the usual pre-requisites of grant-making from statutory and large donors and certainly operate far from the peace processes and agreements that affect their daily lives. Small grants of \$1,000 - \$5,000 and training support are building participation with local advisers on hand to liaise with over 70 grassroots women's organisations. This grant work is in addition to other leadership and participation actions of FFC.

Follow up is on-going and further working meetings were held in February 2014. The regional action plan is not yet funded and reinforces the limits of mechanisms (including the PBF) to fund or operate at country level and not at sub-regional or regional levels. However the Office of the Special Envoy has put human resources behind the effort and is garnering financial and political support from some donor governments and in particular from private foundations to support local civil society organisations and networks.

This initiative is also showing innovation in terms of a UN-CSO partnership that is based on creating a shared platform for action and using it to define, fund and follow up on very concrete actions to include women in ALL levels of political dialogue and the peace process and to be part of the monitoring and oversight of the implementation of the Peace Agreement.

Overall, there is a sense of new space to 'do things differently' is opening up in international and national approaches to engaging civil society and linking formal and informal participation of women in the peace process. It is a recipe for an interesting surge in women's participation

UNDPA also points to experience of the national dialogue process in Yemen as good practice on women's participation in national dialogue processes and have developed this case study as a staple part of its high-level training seminars mentioned above. The good offices and work of the Special Adviser of the Secretary-General for Yemen are considered to have played an important role in opening up space for

women in the National Dialogue process that followed the Implementation Mechanism Agreement of 23 November 2011. This inclusion argument was based on the UN standard of a minimum of 30% participation of women, as well as the evident active role of women on the streets as part of the Yemeni civil protests and unrest. The inclusion of women had three main dimensions: (i) women would be represented in the Comprehensive National Dialogue Conference (NDC, a key-stone of the political transition) as their own “constituency” – independent of established political parties or movements; (ii) the standard of 30% would also apply for each of the “other” constituencies; and (iii) women’s participation at a minimum of 30% would be required in all bodies and at all levels, to the extent possible.

This example underlines the value of inclusion and the need for capacity-building for the women who were involved; as the process evolved, the women participants got better (in skills and effectiveness), some new women leaders emerged and gained confidence, and they consequently earned the respect of their counterparts. The proceedings were also televised which created greater awareness and appreciation of women’s participation in the process. Two PBF projects reinforced and supported the work of the SASG in enabling participation of women and civil society in national dialogue. (1) PBF/IRF-56 National Dialogue that is a joint project of \$2m managed by UNDP, UN Women, UNFPA and UNICEF et al since August 2012, and (2) PBF/IRF-73 Women and Youth Engagement joint project of over \$1m involving UNDP, UNFPA and UNOPS, since October 2013.

### **2.2.3. Political Participation through Elections<sup>11</sup>**

Women account for 21% of parliamentarians globally, a low figure that is shared by many countries enjoying peace and those emerging from conflict. In fact it could be argued that the opportunity to ‘remake’ institutions in post-conflict peacebuilding is enabling measures such as electoral quotas and other ‘temporary special measures’ (TSMs) that enable increased participation by women in public life and decision-making to be tested and provide important reminders for advanced democracies to renew efforts globally. The 2013 Report on Women, Peace and Security find that across the 31 countries they reviewed, ‘[t]here is a significant difference in the proportion of women elected in countries that have adopted temporary special measures in the form of electoral quotas compared with those that have not (an average of 27.4 per cent of women in States with electoral quotas in the countries and territories reviewed, compared with 10 per cent in States with no quotas)<sup>12</sup>.

Significant efforts have been made in the past few years to ensure gender is systematically and strategically mainstreamed in all UN electoral assistance. These efforts include, among others,

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<sup>11</sup> Feedback during the validation phase of this Thematic Review on Gender from DPA and UNDP stressed that election support projects were not sufficiently addressed in the Aides Memoire of the field visits to Nepal and Guinea and in the main report. Also, that more interviews could have been conducted with personnel working directly on elections in the UN while in the field. I have sought to respond to these concerns by reviewing and integrating additional information on the specific election support projects and coordination arrangements in Nepal and Guinea. While time constraints and the joint nature of the field missions (conducted with the parallel and larger PBF Review ) limited possibilities to cover all programmes, elections were discussed with the UN, civil society, NGO, donor and government interlocutors in the meetings and interviews that did take place. Documents were also reviewed and local media coverage of the elections that highlighted gender-related issues was also taken into account. It is on that basis that I draw my observations and conclusions as set out here. The overall intention is to illustrate some of the gender-related aspects to elections as one element of political participation in peacebuilding.

<sup>12</sup> UN (2013b), Box 10.

incorporating the relevant requirements of the 7PAP into related normative framework and policy-related documents on UN electoral assistance. Inclusive electoral processes, particularly promoting women's electoral participation, is a key guiding principle in developing UN electoral policies (which are developed and disseminated by the UN Focal Point for Electoral Assistance<sup>13</sup> in close cooperation with other relevant entities in the UN system) as well as in undertaking concrete electoral assistance activities on the ground. Guidelines for electoral Needs Assessment Missions (NAMs) were approved and disseminated in the UN system in 2012. Almost all needs assessment mission reports as well as desk review reports of 2012 and 2013 contained gender analysis and specific gender-related recommendations. In many cases where quotas and TSMs were not already in place, NAM reports also made specific recommendations on them. The 2012 'Guideline: United Nations Electoral Needs Assessments' (UNDPA/EAD 2012) highlights, *inter alia*, including relevant gender equality and representation issues as part of pre-departure briefings, identifying women's groups as one of the interlocutors to be met as part of the missions, and integrating gender analysis in specific terms into the methodology and reporting of the mission. During 2012, DPA also led a UN system-wide effort to draft, approve and disseminate a UN system-wide common narrative on women's participation in political and electoral processes.

In addition on 24 December 2013 DPA/EAD on behalf of UN Focal Point for Electoral Assistance (Under-Secretary-General for Political Affairs) issued an important system-wide Policy Directive on: 'Promoting women's electoral and political participation through UN electoral assistance' (UNDPA/ EAD (2013)). The policy directive was developed through extensive consultations among all relevant UN entities which are in one way or the other involved in providing electoral assistance. It sets out in one document a comprehensive understanding of the gender-related issues, challenges and needs to be addressed in electoral assistance. It address 4 specific elements of existing normative framework in relation to women's electoral and political participation; background and issues in relation to women's electoral and political participation; promotion of women's electoral and political participation through UN advocacy and electoral assistance; and, temporary special measures within the framework of UN electoral assistance. The directive identifies specific actions to encourage national authorities to gather data, consult with women's groups and civil society, appoint women to government posts, consider potential of transition period as an opportunity to address previous inequalities, etc.

Currently, the DPA/DPKO joint guidelines on enhancing the role of women in post-conflict electoral process that were first issued in 2007 are being updated to take account of the latest UN normative frameworks on women's participation as well as updated examples of good practices.

These are important and welcome steps that have already helped in improving consistency and coherence in mainstreaming gender in UN electoral support, and there are some indications of their practical impact on the ground. Further follow up work, and full compliance by all UN entities, will however be needed to see more consistent impact of these measures on integrating gender in a meaningful way that changes practices and outcomes for gender equality and peacebuilding in countries where the UN is providing significant political support, funding and technical support to elections. These developments provide an important source of on-going and future learning to build an evidence base on gender and participation in post-conflict peacebuilding that can contribute to tracking political participation in line with the 7 Point Action Plan and UNSCR 1325.

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<sup>13</sup> Under-Secretary-General for Political Affairs



In the context of this development of policy notes, briefings and guidance and encouraging developments in 2012-2013 within the UN on integrating gender-responsiveness in electoral support, both field missions of this Review to Guinea and Nepal found the challenges to women's participation in elections to be complex and persistent. In interviews with donors, civil society and some UN staff the issues of the quota, voter education, work with political parties on getting women onto the candidate lists, and support to all women candidates in campaigning and media coverage emerged as pressing issues. Also, one study that looked at Burundi noted that a 30% quota for representation of women in parliament was included in the Arusha Accord for 2000. It took until 2005 for this to be part of the constitution and another 4 years until 2009 for it to be included in the electoral code. The learning highlighted the need to have mechanisms for enforcement and implementation of quotas and TSMs and found that quotas on their own are not enough but have to be part of larger programme of actions focused on institutional change and the accompaniment of women's participation through electoral processes and into parliamentary roles.<sup>14</sup>

The observations from the two field missions for this Review to Nepal and Guinea include (1) the need and challenge of linking technical support initiatives for elections with a political strategy on women's participation that requires strong leadership by the UN in presenting one overall strategy that can generate synergies from the range of projects and political initiatives linked to elections and participation (2) the role and challenge of meeting the 30% quota in a context of persistent challenges including, for example, the willingness of political parties to add women to candidate lists, the lack of adequate campaign financing for women candidates, the different experiences of proportional representation versus the list system in enabling the quotas to be met, and the capacities and access to campaigning techniques and resources including media engagement (4) the tendency of 'projectization' of interventions so that certain actions like training women election observers can be seen as a main result when in fact such outputs need to be considered within a larger strategy. These observations point to the greater linking of strategy and projects to drive greater awareness and political commitment to increasing women's participation across the range of areas. There was also feedback that PBF could look to improving coordination with the electoral teams on the ground and UN Electoral Assistance Division (EAD) with regard to election- related projects funded by PBF.

In Nepal, despite concerns expressed by many interviewees in the run up to elections, the 30% quota for women members of parliament was actually met. These well-founded fears included concern as about the low number of women candidates selected by political parties for the First Past the Post (FPTP) segment of the election. The challenges for women candidates included lack of money to run campaigns and being selected for non-viable constituencies by their party where they might have no chance of winning. However, even with only 10 women coming through the FPTP (out of 240 seats) the quota was still observed in the Proportional Representation segment and the final outcome reached 30% for women in the total chamber of 594 seats. Final figures also confirm that 52% of voters in the 2013 elections were women.

UNDP, through the Electoral Support Project (ESP), provided advisory support to the Election Commission of Nepal (ECN) on ways to ensure the effective implementation of gender provisions in the constitution and legislation. The ECN adopted its Gender and Social Inclusion Policy in September 2013, which provides an important framework to empower women in Nepal in the electoral processes. The project included supporting mainstreaming of gender in ECN, training modules on gender and elections, and increased

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<sup>14</sup> International Alert and EASSI, 2012

participation for woman and marginalized groups in study tours. UNDP, also through ESP, partnered with UN Women to support women's participation in the Constituent Assembly elections with activities that included voter education and media engagement and public outreach on gender issues and women candidates.

It is also noted that the Government of Norway actively promoted gender and elections. It has supported a local network of 11 women's organisations called Sankalpa - Women's Alliance for Peace, Justice, and Democracy - since 2006 and more recently has worked on increasing women's participation in elections through greater voter registration, media public service announcements etc. In the course of the election Norway also supported the printing of generic posters for all female candidates across the parties to provide some redress for the lack of campaigning funds that was a major constraint for many women candidates and indeed widely regarded as a key reason why women would not be selected for First Past the Post lists.

From the field visit it seems that that while significant efforts were made by all relevant UN actors, including through the UN electoral support project (ESP), and work carried out by DPA, UNDP and UN Women to assist national efforts in promoting women's participation in recent elections, and while Nepal now is among the top 40 countries in terms of women MPs, more can be done in the future to leverage and strengthen a strategic approach to women's participation. This is in line with the wider issue of maintaining and shoring up women's participation in the on-going and protracted Peace Process and to ensure that they have a voice and place at the table across political parties and civil society.

In Guinea, there is a range of projects that in part encourage women's participation in community dialogue initiatives, strengthen women's civil society organisations and support to training of women as election observers. The PBF supported significant electoral projects in support of the legislative elections of September 2013 and there was an internal UN strategy note on supporting women's participation to the elections that covered a range of actions. The *'Stratégie d'Intervention pour la participation des femmes au processus électoral en République de Guinée'* was issued in August 2013 and its accompanying matrix, *Matrice des interventions liées à la participation des femmes au processus électoral* served an important coordination tool in the lead up to and during the elections. The UNCT also highlights the successes of PBF projects in advancing actions in this strategy and matrix. Some examples cited include (1) PBF/IRF-69 for the international facilitation in preparation for the elections by UNDP and UNOWA, included an informal consultation mechanism for women leaders that contributed to the creation of conditions for political parties to resume dialogue and sign up the political agreement of July 2013 that paved the way for the elections. (2) PBF/GIN/A-4 on enhancing the confidence of the political parties and electorate in the electoral process (RECOPPEL) included an activity by UNDP/NDI to support participation of women as candidates. As a result 150 women candidates acquired skills to conduct more effective electoral campaigns and compete successfully in the legislative elections. Five hundred (500) women candidate guides were also printed and distributed. One flagship activity was the 'case de veille' project that included training groups of women observers and setting up a situation room to analyse any early warning information and enable early action on conflict prevention by addressing issues as they arose in the lead up to and conduct of elections.

There may be scope for greater public profile and political leadership in headlining such coordination strategies and actions that could be part of an overall more explicit strategy on women's participation,



particularly given the potential learning from these coordination efforts and the link with the UNOWA and the wider political role and good offices of the SRSO for West Africa.

To conclude, there is now the policy framework, guidance and tools, as well as range of technical support projects to explore gender and elections more systematically, with explicit strategies for women's participation as well as evidence-based learning from electoral support projects that have been funded by PBF in different countries. This includes a need to focus on the challenges to women's participation in elections that are well documented including political parties and the dynamics of 'lists', lack of financial means for campaigning, media training and access, political experience, mobilising power to build a broad base of support, and social norms and voter attitudes. There is also a need to look at the different aspects of women's roles in elections in a more integrated way i.e. women as voters – awareness and education; women as candidates – support and creating political space and the means to campaign; women as observers or electoral commission members - participating in the organising and oversight of elections and results; and, women in parliament – technical support and knowledge, and managing political party and parliamentary settings. The policy directives and guidance as well as the existence of a body of technical support projects over a long time frame provide an important opportunity to actively build the evidence base in this vital area of gender, participation and peacebuilding.

#### **2.2.4. Governance, Gender and Peacebuilding**

Governance addresses a range of areas in peacebuilding including rule of law and access to justice, decentralisation, statebuilding, and civil society engagement focusing on state structures as well as state-civil society relations. UN Women provides a helpful and broad definition of 'gender-responsive governance': 'The management of public affairs in a manner that addresses the social relations that undermine women's capacity to participate in public decisions and responds to gender biases and patterns of exclusion. Women's inclusion in oversight processes and advancing women's human rights is a key standard against which the performance of officials should be assessed'.<sup>15</sup>

##### *Statebuilding*

Statebuilding is a term that has grown in currency in donor discourse and policy on funding and engaging with so-called 'fragile states' and post-conflict settings. In general terms it refers to the strengthening of state legitimacy, accountability and capacities to provide services for its citizens including often security, health, education and so forth. The OECD DAC has been at the forefront of facilitating guidance and dialogue on the issue. As with many mainstream policy debates however, there was a lag of a few years before the 'gender chapter' was added in.<sup>16</sup> The original Statebuilding Guidance was issued in 2011 and was followed by a 'New Deal for Engagement in Fragile States' at the Fourth High-Level Forum on Aid Effectiveness held in Busan in 2012. Gender did not figure highly in these debates and so the 'gender and statebuilding' piece of the DAC Guidance was launched in 2013. The gender perspective is nonetheless welcome and highlights the relevance of gender analysis to avoid doing harm, to enhance gender equality

<sup>15</sup> Taken from UN Women (2012a) 'Gender and Post-Conflict Governance: Understanding the Challenges', p.2

<sup>16</sup> See OECD (2013) *Gender and Statebuilding in Fragile and Conflict-Affected States*. This lag can be seen previously with the important reference document of the OECD DAC *Handbook on Security System Reform* that was launched in 2007; it took until 2009 for the additional 'Section 9: Integrating Gender Awareness and Equality' to be developed and launched separately. This 'lag' phenomenon reflects and affects the political will and policy imperatives for action that then come to be seen as 'adding women in' rather than being 'gender-responsive' as a matter of core business and practice. Peacebuilding is as affected by this as other areas of international relations.

as a goal in its own right and to enhance statebuilding and development outcomes. It may also become a growing issue for PBSO as donors such as the European Commission consider ‘statebuilding contracts’ in their support to conflict-affected countries.

### *Rule of Law and Access to Justice*

A recent study by UN Women (2013) ‘Improving Access to Justice During and After Conflict: Mapping UN Rule of Law Engagement’, is very useful in surveying this very large field of activity. Some of the findings are shared here:

- ‘The extent to which the objectives and forms of intervention are grounded in context-driven assessments – in which the voices of intended beneficiaries feature – is not always clear.’
- ‘More is still needed to turn awareness into reality, particularly in connecting women’s social and economic empowerment with what is done under a rule of law banner’
- ‘More sustained political support from UN field-presence leadership [is needed] about the importance of increasing women’s access to justice as a core part of post-conflict peacebuilding’
- There is still a tendency to prioritise training and other forms of capacity development, while infrastructure, administrative reforms and helping local actors mobilize resources lag behind.
- The most common areas of engagement are legislative reform, promoting awareness of legal rights and protection, and capacity-building or training of key justice chain actors (judicial officials, legal professionals, law enforcement and corrections officers). In the field, core access to justice work is being done in newer ways, such as training of paralegals and assisting civil society groups who support victims of SGBV .
- Mobile courts and similar administrative reforms aimed at improving how women are able to access justice services, as well as work on women’s access to informal justice processes, were the least common area of engagement even at field level.
- New guidance notes on reparations for conflict-related sexual violence and gender-sensitive transitional justice offer opportunities to improve [role of transitional justice in transforming gender biases]

For example, UNDP in the DRC through its ‘access to justice’ and governance work reports the following results: (i) mobile courts in eastern DRC to ensure cases could be properly prosecuted and heard in remote and insecure locations – 15 of these mobile courts – by end of 2011 results reported state 330 cases were heard of which 70% were concerned with allegations of sexual violence and some 200 perpetrators were convicted. This links with other related rule of law efforts in the DRC including support to important precedent-setting convictions of senior military officers for crimes against humanity, rape and illegal imprisonment, as well as training for gender-responsive policing (UNDP 2013).

### *Movement Building*

Across all the issues of participation outlined here the important theme, referenced by many interviewees and strongly reflected in the field visit, is that ‘movement building’ for civil society and women’s organisations remains a critical activity to be supported. This needs to be critical engagement in also ensuring inclusion in conflict-affected settings where strong cleavages can be found in regional, urban/rural, ethnic and other terms. Gender-responsive peacebuilding has grown before and after UNSCR 1325 as a focus of specialist programmes and units of INGOs e.g. Conciliation Resources, Saferworld,

International Alert, CHD, and, Crisis Management Initiative. There is also a legacy of working with regional, national and local women's organisations and building capacities that has been part of peacebuilding for decades.

Overall, there is a need and opportunity to link technical programmes with a deliberate political strategy for participation of women in peace process and/or implementation of peace agreements or similar processes of stabilisation, conflict prevention, and national dialogue that frame the conflict and peace being worked with. It is acknowledged that this is challenging work in a context where such strategies of participation often involve working with and gaining the ownership and buy-in of national governments, civil society and in some cases, non-state actors including armed groups.

### 2.3. Learning from the Field Visits

#### TEXT BOX 6: Thematic Learning from Field Visit to Nepal, October 27th – November, 2013

The PBF has allocated a total of US\$18m through the United Nations Peace Fund for Nepal (UNPFN) since 2009. A total of 13 projects have been funded – 12 of these projects from are PBF channelled through the UNPFN and 1 project under the PBSO Gender Promotion Initiative.

*Projects:* (1) The field visit found notable past and emerging PBF GM2 projects that reflect potential for greater engagement to optimise the gender-transformative aspects of 'big ticket' peacebuilding projects. For example, the very promising project on 'Building Peace in Nepal: Ensuring a Participatory and Secure Transition' ([PBF/NPL/D-3](#)) with UNDP and UN Women that takes a community perspective on security and armed violence prevention, as well as the very important issue of land reform (rights, access, ownership and administration) found in the project on 'Catalytic Support to Land Issues' ([PBF/NPL/A-1](#)) being implemented by IOM, UNDP and UN-Habitat. (2) The Government of Norway has supported a local network of 11 women's organisations called Sankalpa - Women's Alliance for Peace, Justice, and Democracy. It builds on support Norway has provided since 2006 to women's organisations and more recently has worked on increasing women's participation in elections through greater voter registration, media public service announcements etc. In the course of the election Norway also supported the printing of generic posters for all female candidates across the parties to provide some redress for the lack of campaigning funds that was a major constraint for many women candidates and widely regarded as a key reason why women would not be selected for First Past the Post lists.

*Conducive Leadership and Policy Environment:* There was a conscious attempt to 'bring gender in' in both rounds of PBF funding (2009 and 2012). This is attributable to certain factors: (1) strong awareness and leadership by the RC and certain heads of agency in ensuring gender considerations were part of peacebuilding priority-setting; (2) the profile and broad consultations on the NAP on UNSCRs 1325 and 1820 that was endorsed by the then Parliament in February 2011; (3) a growing focus on gender as part of the overall work on quality assurance, guidance, learning and effectiveness driven by the UNPFN Support Office; and (4) strong awareness and drive by donors to have gender inclusion and adherence to UNSCRs 1325 and 1820.

*Priority Setting and Results:* The Second Priority Plan (2012) provides a very good example of explicit and operational commitments to gender-responsive peacebuilding with deliberate efforts to use the 7PAP as a framework for implementing the participation commitments of UNSCR 1325:

'The UNPFN will also support the Nepal UN Country Team as a pilot to implement the Secretary-General's Seven-Point Action Plan on gender-responsive peace-building. UNPFN projects will be used specifically to promote four points from the Action Plan: post-conflict financing (ensuring that 15% of funds are applied to projects directly promoting gender and women in peace and security); women's representation in post-conflict governance; rule of law; and economic recovery. Therefore, beyond the Strategic Outcome focused on the NAP On 1325 and 1820, it is expected that there will be numerous projects located under other Strategic Outcomes that will also focus specifically on gender equality and the promotion of women, such as for example in police capacity building or peace-building dialogue. At least 15% of PBF funds under the Priority Plan will be allocated to projects that have women's needs, gender equality and empowerment of women in peace-building as the principle objective (i.e. Gender Marker 3).

**In addition, all remaining projects will be required to have women's needs, gender equality and empowerment of women mainstreamed or as a significant objective** (i.e. Gender Marker 2)

*GPI Project in Nepal : 'Gender-Responsive Recovery for Sustainable Peace' (FAO, ILO and UN Women)*

The project focuses on targeting women in communities that have not felt yet the dividends of peace and recovery. The project started in October 2012. Interviews revealed that the start-up phase required a lead-in period in terms of outreach and setting up by the agencies. The GPI project reflects the pressures of the time limits of the PBF in the start-up phase with a need to move quickly but also a challenge to access and reach out to neglected issues and constituencies that take time and investment. For example, accessing women beneficiaries who are not used to coming forward and who may require literacy and other forms of support to enable their participation in a project and to ensure they are not 'set up to fail' but are 'enabled to succeed' in taking fullest advantage of the project. This is a challenge that is found in globally in other projects and is a challenge of post-conflict environments where implementing gender-responsive projects might require start-up time and resources.

#### **TEXT BOX 7: Thematic Learning from Field Visit to Guinea, November 17-23, 2013**

The PBF has allocated a total of US\$ 45.2m to Guinea across 30 projects over the period from November 2007 to January 2014; it is the third highest recipient of PBF funding behind Sierra Leone and Burundi.

*Employment project:* Jobs and employment – there is scope for the UN to look at its experience across separate PBF initiatives which have produced learning and improve content and sustainability of economic recovery initiatives targeting women. The project PBF/GIN/D-1 started in December 2011 and is jointly managed by UNIDO/UNDP/UNFPA/ WFP with an allocation of \$2.1m. Interviews brought the continued refrain that this work was keeping women and youth from being caught up in political demonstrations in the context of the recent elections - yet project documents and reports also highlight environmental and employment benefits - both of which seemed limited based on the interviews conducted during the field visit. The two project sites I visited sites where women were cleaning and recycling plastics gathered from sea front areas, the activities were managed by men supervising groups of women undertaking the tasks which they communicated were poorly paid and not leading to a sense of long-term skills and security. A major new project (PBF/GIN/D-4) in part building on this project was approved in Dec 2103 and launched in 2014. It is important that lessons are learned in this new phase.

Women's employment needs and approaches require more rigorous thinking and planning in consultation with the communities and women themselves to realise economic recovery as part of gender-responsive peacebuilding. The safety and dignity of work are important in terms of promoting sustainability and

empowerment. Employment initiatives are not just about valid short term stabilisation and conflict prevention measures but need to be a catalyst for addressing the underlying risk and precariousness for women and youth (who are differentiated among themselves in needs and risks) ;

Another PBF project PBF/GIN/D-2 run by UNICEF and launched in 2013 is a study of the mining and agricultural sectors for employment opportunities for youth and women. This has great catalytic and transformative potential for women and participation in economic recovery if it is well done – it can leverage the current high cost short-term emergency work approaches to something more informed by longer-term potential for dignity, safety, sustainability and viability of work for women who are very marginalised from a number of educational and employment prospects.

#### *Electoral Support*

An innovative and successful action in support to the elections in September 2013 can be found in the *Case de Veille* project – a mobile electoral monitoring approach to ensure women’s participation in early warning and election observation roles during this election. It drew inspiration from similar experiences in the West Africa region including Liberia and Senegal. The project trained and deployed 600 women observers across the 8 regions of the country. The objective was to ensure the capacity and participation of women observers in nation-wide early warning on potential electoral violence to ensure real time observation, analysis and response and secondly to monitor the election process itself for any irregularities.

#### *Gender Promotion Initiative (GPI) Project*

The ‘Programme conjoint de prévention et réponse aux Violences Basées sur le Genre en Guinée’ was approved in May 2012 and got off the ground in October 2012 – it will run for 2 years. This joint project on SGBV is implemented by UNDP, UNFPA and UNICEF. The annual report of December 2013 on the GPI project indicates a number of early results related to increased reporting of gender based violence to the police and health centres, the institutionalization of SGBV and female leadership training targeting security and defence forces. The project fits well within a range of UN interventions following the events of September 28, 2009 when the armed forces opened fire on protesters during a peaceful demonstration at the national stadium. Some 160 people were killed and subsequent international Commission of Enquiry found that at least 109 women (among them minors) were raped including acts of gang rape. The UN has been engaged in responses in terms of services to survivors, working on the joint programme that includes a component on SSR and addressing GBV, and providing support of the Team of Experts on Rule of Law from the OSRSG on Sexual Violence in Conflict based in New York. The cumulative impact of these efforts could be considered in terms of how much change is envisaged since the events of the stadium in Conakry in September 2009.

## **2.5 Learning from Emerging Good Practices on Gender-Responsive Peacebuilding**

### *General Lessons*

- ✓ The body of practice for gender-responsive peacebuilding is still emerging and needs serious investment to gain traction; the lack of a critical mass of strategic projects and programmes is a major reason for the weak evidence base.

- ✓ While there are instances of good coordination and efforts to create overarching strategy, many projects and thematic approaches tend to be stand-alone and require greater strategic planning and programming to enhance coverage, impact and results.
- ✓ Better documentation of practices and operational learning is needed in terms of what works and what does not and how feasible is it to replicate or upscale; many of the studies remain focused on the level of policy and advocacy and summary lessons drawn from brief case studies. Greater thematic learning in all areas is needed that is grounded in operational realities and used to improve practice.
- ✓ There is scope for more interaction by the range of organisations engaged in peacebuilding to build and share knowledge and practice with a view to greater understanding and impact of gender-responsive peacebuilding. This includes better sharing of existing studies, evaluations and lessons learned.
- ✓ Favoured areas of support (though still requiring increased financing) tend to be SGBV (services and combating impunity), peacemaking and conflict resolution, support to women's organisations and stand-alone projects targeting women within larger thematic programmes, for example in terms of rule of law and access to justice or economic recovery. There is also a focus on gender and SSR.
- ✓ Areas where more attention might be directed include stronger approaches to gender-responsive economic recovery that go beyond jobs and quick impact labour schemes and link more to peacebuilding outcomes; explicit strategies for greater participation by women in peace processes/ conflict resolution and elections, that link technical and political responses as critical aspects of peacebuilding; as well as, overall stronger and better gender budgeting practices in programming.
- ✓ Across all the issues of participation a common theme emerges that 'movement building' for civil society and women's organisations remains a critical activity to be supported.
- ✓ National Action Plans for UNSCRs 1325 & 1820 (NAPs) are important entry points for gender-responsive peacebuilding particularly at country level and can leverage important sub-regional and regional leadership and networks to inform overall strategy and define programmatic activities. The operationalization of the NAPs remains a challenge in terms of tracking gender, conflict, and peacebuilding dynamics linking better to post-conflict financing and planning processes. It is important to learn and scale up from instances where deliberate planning efforts have been made, and to actively link the NAPs to post-conflict financing.
- ✓ There is a need to delineate or clarify for programme staff and operational managers how the NAP and 7PAP inform or are to be used in any planning or design process for gender-responsive peacebuilding projects and activities. The 7PAP is often taken as a useful advocacy document to give a specific sense of what types of action might be considered in gender-responsive peacebuilding but it is not considered to be a programme template, or to replace the close mapping of a NAP and does not mitigate the importance of conducting context-driven gender-sensitive conflict analysis to reveal the dynamics and needs that should be addressed in projects. Guidance for operational engagement with these frameworks and actions plans is critical for PBSO to ensure peacebuilding programmes are designed, implemented and measured to be gender-responsive.

#### *Key Lessons on Economic Recovery*

- The need to see women as economic agents and not just a vulnerable group.



- Thinking beyond subsistence to promoting security by moving beyond ‘food for work’, ‘cash for work’ and emergency schemes that have grown out of humanitarian operations to focus on livelihoods; not just food supplies to families which are important as a minimum but the peacebuilding phase could and should be looking to plant the seeds for greater security and opportunity for development linked to peace.
- There needs to be better understanding of the barriers that limit women’s and girls’ economic participation and empowerment – examples in the literature and interviews include literacy, training, social norms and attitudes, restrictive laws on status of women, vulnerability to SGBV, context of insecurity, transport, lack of access to savings or capital, family responsibilities, and lack of proper consultation and market research with women and communities on opportunities and challenges for programmes and intended outcomes.
- Current programmes are largely focused on targeted subsets of these larger issues and can be reduced to income-generating projects that do not sufficiently consider the larger picture of how economic recovery can drive empowerment and gender equality to strengthen peacebuilding outcomes.
- The vital linkage between economic well-being and empowerment on the one hand and political and social participation on the other is too often overlooked.
- Women are marginalised from critical formal planning process for post-conflict funding mechanisms, national plans for recovery, and financial engagement of the international community at the country level and internationally.

#### *Key Lessons on Political Participation*

- There are positive developments in women’s participation in conflict resolution, mediation and peace processes particularly since 2010 including the appointment of women to senior positions as mediator and envoy at UN and as envoy at the AU; systematic guidance and training for mediators at the UN, and increasing profile and role of women’s civil society organisations in and around high-level processes.
- There are interesting and growing approaches of NGOs and civil society organisations at all levels of peace processes and conflict resolution from community based capacities to formal talks. There is also an interesting and potentially important web of actions emerging in Great Lakes
- There is a strong consensus of the need to press forward with the momentum of building political will and creating enabling institutional environments so as to increase the political space for women at all levels of peacemaking and peacebuilding.
- The UN DPA and UN Women Joint Strategy (2011-2013) to support women’s participation in peace processes, mediation and conflict resolution should consider a review of this new approach so that lessons can be gathered on activities and their impact, organisational capacity, and challenges and opportunities for collaboration to shape future UN entry points for action to increase the participation of women at *all* levels of peacemaking and conflict resolution.
- There is importance and impact in the use of electoral quotas (usually 30%) and other temporary special measures for creating an entry point for women’s political participation. However, there is strong agreement that such quotas needs to be shored up by other actions to enable and sustain participation in terms of overcoming barriers to women’s participation in terms of candidate selection, campaign financing, media engagement and coverage, as well as support to managing political party and parliamentary processes and institutional contexts.



- Significant efforts have been made since 2010 in supporting gender and elections work, notably, the 2012 UN Guidelines for electoral Needs Assessment Missions (NAMs) and the 2013 Policy Directive on promoting women's electoral and political participation through UN electoral assistance. There are also good examples for technical support projects from Nepal and Guinea experience of elections during 2013. There is an opportunity to work on gender and elections more systematically and with explicit political strategies for women's participation as well as evidence-based learning from electoral support projects that have been funded by PBF in different countries.
- Overall, there is a need and opportunity to link technical programmes on peacebuilding with an explicit political strategy for participation of women in peace process and/or implementation of peace agreements or similar processes of stabilisation, conflict prevention, and national dialogue that frame the conflict and peace being worked with. This involves UN inter-agency discussion and action as well as featuring as part of national dialogue and ownership of national government, civil society and non-state actors.

## 3.0 PART II: INTEGRATING GENDER INTO THE WORKINGS OF THE PBF TO SUPPORT ENHANCED GENDER-RESPONSIVE Peacebuilding

### 3.1 Overview of PBSO/PBF and Gender

This section of the Review is internal and focuses on the initiatives and potential of the PBF as vehicle for implementation of gender and peacebuilding commitments. It examines the changes and improvements that have been put in place since the 2010 Report of the Secretary-General on Women's Participation in Peacebuilding. PBSO has been actively promoting the growth of funding to gender-responsive peacebuilding since 2010. Initiatives include (1) the adoption of a 'gender marker' to score projects since 2009 (2) the PBSO commitment to meet an interim target of 10% by 2012 in moving toward the 15% funding target set by the Secretary-General's report of 2010 and (3) the launch of the Gender Promotion Initiative in 2011 to accelerate the funding of gender in peacebuilding projects. Also, the PBF Guidelines are currently being updated and revised to improve guidance and parameters including for the implementation of gender commitments and initiatives.

The PBF has moved some way to responding to the 15% target with 10% of funding having been allocated to gender and peacebuilding projects in 2012. A large part of this momentum arises from the setting up of a PBF-initiated Gender Promotion Initiative (GPI) with a call for proposals specifically targeting women and gender equality in 2011. Some US\$ 6.1m has been allocated to 8 selected projects in Guatemala, Guinea-Bissau, Guinea, Nepal, Sierra Leone, South Sudan, Sudan, Uganda. The use of the Gender Marker tool to self-assess applications has been a feature of this process and of wider PBF applications since 2009 and is increasing awareness of gender-budgeting and analysis of allocations.

#### TEXT BOX 8: Overview of PBF Funding

Budget: As of February 2014 the PBF had disbursed \$443.7m to 21 participating UN entities.

Countries (coverage) – The 6 PBC countries (Burundi, Central African Republic, Guinea, Guinea-Bissau, Liberia and Sierra Leone) receive almost 60% of the overall funds and a further 23 countries have also benefited from PBF financing.

Priority Areas: There are 4 priority areas where sub-areas of support are further identified.

1. Support to the implementation of peace agreements and political dialogue
  - (a) Security Sector Reform
  - (b) Rule of Law
  - (c) (DD)R
  - (d) Political dialogue for Peace Agreements
2. Promote co-existence and peaceful resolution of conflict
  - (a) National Reconciliation
  - (b) Democratic Governance
  - (c) Management of Natural Resources (including land)
3. Revitalise the economy and generate immediate peace dividends
  - (a) Short-term employment generation
  - (b) Sustainable livelihoods
4. (Re)establish essential administrative services.
  - (a) Public Administration
  - (b) Public service deliver (including infrastructure)

Priority Area 1 is the most funded area with 41% of cumulative project approvals. This is followed by Priority Area 2 (28%), Priority Area 3 (17%), and Priority Area 4 (13.8%) (Figures from September 2013)

A UN Women (2012c) paper on post-conflict financing found that in terms of sectoral allocations for gender under the MPTFs generally, employment and infrastructure was the least gender-responsive in terms of how much of the sectoral budget reflects women's needs or issues. Social protection and human rights was the most responsive, though overall the data is difficult to establish because gender is not always well integrated and so not counted in the budget even in some instances where activities are actually happening! This was an issue I also found with the use of the Gender Marker for PBF during field visits and in reviewing project documents.

DFID is the largest donor to the PBF and its 'Multilateral Aid Review Update 2013' found that PBF represented 'good value for money' and is making 'reasonable progress in most areas' (DFID 2013. p.9). 'Reform priorities' of the original 2011 Multilateral Aid Review had focused on (1) contribution to results (2) cost and value consciousness and, (3) partnership behaviour (which includes as a consideration the 'promotion and participation of women and marginalised groups'). Progress on number 3 is considered on the 'satisfactory' side but in the bottom section of reformers, according to the update of December 2013. Progress on number 1 is 'reasonable' but performance is still categorised as 'weak'. The work in this area relates mainly to the development of results frameworks and reinforcement of M&E.

The 'value for money' measure (number 2) is a controversial one in policy and peacebuilding circles with concerns about 'cost cutting' and 'cost effectiveness' as a trade off against concerns of 'outcomes' and 'impact' particularly in areas such as peacebuilding and gender-responsiveness which require tracking and measure of processes, participation and perceptions in many cases. There is also a need to take account of what 'effectiveness' means in terms of building inclusive peace in different sectors and in a 'fragile' context where costs may be higher and setbacks part of the process.

The 2011 Multilateral Aid Review had also expressed concern for more work on integrating gender: ‘Some evidence of PBF-funded interventions targeted specifically and successfully at the role of women in reconciliation and reconstruction, although the PBF needs clearer policies and structures to promote gender equality’ (DFID 2011, p.189). Unfortunately, this gender recommendation was not revisited as part of the 2013 update and so the recent positive actions of PBSO discussed here were not captured or assessed in terms of progress and considering further steps that might be needed at this juncture.

A review by Australian Aid in 2012 explores gender as a cross-cutting issue and points to the GPI and 15% funding target for gender to conclude that ‘PBF has good systems in place to ensure gender is mainstreamed throughout its activities’.<sup>17</sup> It does suggest that the impact of GPI for gender outcomes should be considered in future evaluations of programmes as well as consideration of organisational implications for PBSO of integrating gender in this way.

What is clear is that PBSO / PBF has taken major steps to advance gender considerations in its work. This Review finds very positive space opening up for greater traction and impact but there remains much to be done to build on the catalytic drive of the 2010 Report, the GPI and the 15% target.

Further changes are only feasible with the foundations of credible gender-sensitive conflict analysis and targeted operational guidance and support (documentation, technical advice and accompaniment) to UN entities and partners at the country level. It furthermore needs to be driven by leadership at HQ that demonstrates that gender-responsive peacebuilding is part of what PBSO does in all aspects of its work. This requires organisational learning, training and capacity to grow sensitisation, knowledge and resources among all PBSO staff and partners. *Ad hoc* and informal examples of such actions do exist but need at this point to be driven by a PBSO Action Plan or Road Map to formalise a set of actions and improvements that will drive momentum for greater integration of gender.

Any focus on ‘value for money’ needs to be balanced with understandings of ‘change’ and ‘impact’ in terms of peacebuilding when measuring ‘success’ or ‘effectiveness’ that will need to be considered when PBF seeks to promote and strengthen (as it should according to this Review) gender data, indicators, results framework, and articulating at project and portfolio levels well-grounded theories of change for gender-responsive peacebuilding.

The extent to which support to gender-responsive peacebuilding commitments are considered or influence the development of Priority Plans is a general global concern in how selection and allocation of PBF funds are performed. There is a vital role of PBSO in working with the UNCTs/ UN Offices on the ground to ensure gender is a more prominent consideration in all peacebuilding priorities and projects. This requires awareness and understanding by all project teams of *how* to conduct gender-sensitive conflict analysis in practicable and feasible ways. It also has to be a feature of policy dialogue with Government counterparts (including military and security contacts) and civil society representatives. The PBC also has a critical leadership role to play in terms of creating entry points to bring gender on to the agenda for the Commission and its Country-Specific Configurations.

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<sup>17</sup> See Australian Aid (2012), pp.4,6

### 3.2 The use, application and learning on the Gender Marker by PBSO/PBF<sup>18</sup>

The application of the Gender Marker is a general challenge for PBF and reflects wider and on-going refinements of its usefulness as both a design tool and measure of accountability in targeting and mainstreaming gender in peacebuilding projects and programmes - at a minimum it should be raising awareness of using a gender lens on all projects. The PBF Gender Marker has been adopted since 2009 and has the following scoring system.

- Score 3 for projects that are targeted 100% to women beneficiaries and/or address specific hardships faced by women and girls in post-conflict situations;
- Score 2 for projects with specific component, activities and budget allocated to women;
- Score 1 for projects with women mentioned explicitly in its objectives, but no specific activities are formulated nor is a budget reserved; and
- Score 0 for projects that do not specifically mention women.

Based on an analysis of the updated PBSO spreadsheet of PBF from February 2014 compared with data from 2007 up to September 2013 examined in course of the Review, the following overview of the Gender Marker (GM) was established. It is based on a total of **281 projects across the 4 priority areas of the PBF** – (i) support to the implementation of peace agreements and political dialogue (ii) promote co-existence and peaceful resolution of conflict (iii) revitalise the economy and generate immediate peace dividends, and (iv) (re)establish essential administrative services. These include projects funded under both the Immediate Response Facility (IRF) and Peacebuilding and Recovery (PRF) mechanisms. The breakdown in project terms is as follows:

**Table 1: Overview of PBF Projects and Gender Marker Scores**

GM Score	Year and Number of PBF Projects Scored							Total PBF Projects
	2007	2008	2009	2010	2011	2012	2013	
0	13	15	26	16	12	3	8	93
1	10	7	18	18	9	2	14	78
2	2	2	4	16	18	13	26	81
3	1	1	8	4	4	6	5	29
<b>TOTAL</b>								<b>281</b>

The updated spreadsheet from February 2014 provides a dashboard on gender that sets out a breakdown of funding over 2007-2013 according to GM scores 0-3. Table 1 below illustrates the breakdown in funding amounts according to GM score, and Table 2 sets out the percentage levels of each GM score in terms of the overall funds.

<sup>18</sup> The reference, analysis and recommendations on the Gender Marker in this report refer **only** to the PBSO Gender Marker.

**Table 2: PBF Total Funds allocated by Gender Marker Score 2007-2013**

Year of Approval	Gender Marker				TOTAL
	0	1	2	3	
	\$USD m	\$USD m	\$USD m	\$USD m	\$USD m
2007	21.24	16.21	7.08	3.00	47.53
2008	26.51	8.67	4.05	0.91	40.14
2009	19.09	12.53	6.66	4.20	42.48
2010	22.53	34.64	27.95	4.24	89.36
2011	16.99	8.66	53.23	1.73	80.61
2012	4.52	1.63	29.52	4.11	39.78
2013	5.87	11.45	51.07	5.47	73.86
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Total funds	116.75	93.79	179.56	23.66	413.75
Total %	28.22%	22.67%	43.40%	5.72%	100%

**Table 3: Gender Marker Scores as a Percentage of Overall Funds Per Year 2007-2013**

Year of Approval	Gender Marker				TOTAL
	0	1	2	3	
	% of funds allocated to GM 0	% of funds allocated to GM 1	% of funds allocated to GM 2	% of funds allocated to GM 3	
2007	44.7%	34.1%	14.9%	6.3%	100%
2008	66.0%	21.6%	10.10%	2.3%	100%
2009	44.9%	29.5%	15.7%	9.9%	100%
2010	25.2%	38.8%	31.3%	4.7%	100%
2011	21.1%	10.7%	66.0%	2.1%	100%
2012	11.8%	4.1%	74.2%	10.3%	100%
2013	7.9%	15.5%	69.2%	7.4%	100%

There is a welcome trend of declining amounts attributed to GM0 over 2007-2013. This is in part due to greater awareness, take up and application of the Gender Marker and also the launch of the GPI in 2011 with allocations beginning to take effect in 2012. GM2 projects are increasing with a notable jump since 2010.

PBF ProDocs have a specific box to enter a gender mark but it is not always completed. In some cases the box has simply been deleted! There is a need for consistency in requiring the gender marker score as part of the ProDoc and to scrutinize the self-marking as part of approval process. One piece of valuable feedback to this Review was the suggestion that a set of guide questions could be integrated into the ProDoc to guide the formulation of a narrative section justifying the proposed GM score. This would ensure some reflection on the use of the GM and also require demonstration that some level of meaningful gender analysis has

taken place. This is a wider general learning point for PBSO on using the GM to promote the integration of gender into programming of PBF. It is also suggested that the PBF Gateway include a column on GM in its project listings per country as a matter of routine. And that on each project description/ summary page the GM is made explicit.

In other research, UN Women and UNDP undertook a scan of programming in 6 UNDP country offices and found some differences between the self-assessment of the Gender Marker rating of projects and the consultant review score. UNDP's own 2012 Review of its Gender Marker is a very helpful study in improving the use and effectiveness of this tool and is useful to PBSO as it considers the use of its GM through the PBF. The UNDP Review raises the challenge of accuracy and objectivity of some 1/3 of the initial scores it reviewed and suggests means of improving the training and quality control to improve the accuracy of GM scores.<sup>19</sup> This is a trend that is borne out by my review of the use of the PBSO GM in PBF project documents and discussions during field visits.

The PBSO gender marker needs to be better used as tool of programme development and accountability in the project identification and selection phase. Checks and balances are critical for accountability and quality control where self-assessment alone is considered a global weakness of the use of Gender Markers. It is important that self-marked GM scores should be scrutinised and that the marker itself serve the entry point for gender-related discussion on projects. Project managers and teams should be guided and engaged in understanding 'how' to integrate gender through a hands-on approach. There is some emerging evidence that this is being explored more recently as part of workshops now being rolled out by PBSO desk officers and the PBF Monitoring and Evaluation team during 2013.

The past and current PBF scoring has actively encouraged a focus on targeted women only projects if the GM3 score is to be achieved and demonstrated. The GPI has reinforced this by calling for targeted projects only and creating an incentive for countries to consider targeted projects only in their bid to contribute to the 15% target. There is a need for *both* targeted and mainstreaming approaches (GM2 and GM3) and both need to be underpinned by quality gender analysis as part of conflict analysis conveying the commitments of UNSCR 1325 and other international frameworks on gender, conflict and security. Such analysis is a prerequisite for appropriate theories of change at project and portfolio levels that have substance and link to clear policy and political leadership and guidance on gender and peacebuilding.

A zero (0) gender marker (which is permissible under the existing PBSO scheme) simply should not be acceptable. Its utility is to demonstrate that proper analysis in preparing any project has not taken place. Good practice of mainstreaming gender into all aid would demand that a project achieve GM1 in outlining the key gender dimensions of the situation which the project aims to address – in conflict terms this is a rich and important area of male and female roles, identities, risks and vulnerabilities as well as gendered impact of structural factors – human development indicators, militarised culture of politics and society etc. Understanding the relationship between gender and peacebuilding as well as existing core commitments to mainstreaming gender demand that some form of gender analysis informs the design of projects and explanation of target groups and expected impact and change.

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<sup>19</sup> See UN Women and UNDP (2013) 'Budgetary Baselines and Methodology Development for Strategic Results Framework (SRF) and Seven-Point Action Plan (7PAP) and also the draft update note from November 2013 by UN Women on the 7PAP. Also, see UNDP (2012) 'Assessment of the UNDP Marker: Successes, Challenges, and the Way Forward'.

There is also a need to monitor the GM over the duration of a project as the fluid nature of peacebuilding programming means that projects may undergo revisions that could either have a positive or negative impact on the extent to which women are involved or gender equality is prioritized, but these changes are not currently captured.

A number of UN entities, the IASC (Interagency Standing Committee) and other international organisations such as the OCED DAC have developed their own Gender Markers often with different methodologies. The UNDG in 2013 brought some order to the area by issuing Guidance on Gender Markers for the UN system. The background paper for the Guidance carried out a comparative analysis of 5 GMs including the PBF GM. It found the PBF marker to be weaker in intent than others as 'The PBF definitions go in a different direction from the other sets, focusing on women as beneficiaries, rather than gender inequalities.' (UNDG 2013a, p.10). Targeting women is considered by other GMs to not be sufficient to merit a 2 or 3 – there has to be a statement of change with regard to gender equality to empowerment of women. The paper goes on to note that 'The PBF marker is managed manually. Inclusion in a larger data/project management system is an important indicator of institutional ownership and facilitates the manageability of the data.'

The 'adding women in' assumptions of the PBSO Gender Marker weaken its usefulness and impact to promote gender-responsive projects. The focus on women actively encourages an outdated minimalist approach of simply 'adding women in', rather than seriously addressing gender-related needs and change based upon sound gender analysis as part of conflict analysis.

The Gender Marker is being upgraded in the on-going updating of the PBF Guidelines due to be ready later in 2014. This is a positive and necessary step to strengthen the marker and bring it into line with the much-needed coherence and convergence brought by the recent UNDG Guidance (UNDG 2013b). However, the improvement of the GM is not simply a matter of changing language from 'women' to 'gender equality and/or empowerment of women'. It speaks to a deeper need for a commitment to integrating gender analysis and theories of change both at programmatic and funding levels as well as PBSO organisational capacity and support to integrating gender effectively in all its work.

Hence the recommendation in this Review for a Gender Strategy and Action Plan as well new commitments to operational learning, tools and guidance to strengthen PBF implementation of gender-responsive peacebuilding. There is good learning also from Nepal on the GM (see Annex 4 and Text Box 9) that could be usefully shared and considered as part of the proposed Gender strategy and action plan.

#### ***Follow up actions***

- The PBSO Gender Mark is a useful tool for improving and guiding better design and selection of projects. It can only be useful if underpinned by genuine joint conflict analysis that is called for in the application guidance of the PBF – and, that this conflict analysis is gender-sensitive. The GM score and sex-disaggregated data should be minimum requirements for information sought in all project proposals. A set of guide questions could be integrated into the ProDoc to guide the formulation of a narrative section justifying the proposed GM score. This would ensure some reflection on the use of the GM and would also require demonstration that some level of meaningful gender analysis has taken place.



- There is also scope to use the GM in the monitoring of the projects to take account of any changes that negatively or positive impact on the integration of gender equality over the duration of projects.
- The PBSO Gender Marker needs to be updated in line with recent UNGD Guidance, requirements for the UN System Wide Action Plan on Gender Equality, and established good practice
- All ProDocs should have to reflect a Gender Marker score and the scores should be evaluated in terms of the accuracy of the self-assessment as part of the approval process
- Consideration should be given to dropping the use of the O score and to focus on encouraging an increasing volume of GM2 and GM3 projects. Good practice of mainstreaming gender into all aid would demand that a project achieve a minimum GM1 score in outlining the key gender dimensions of the situation which the project aims to address.
- PBSO needs to provide clear, concise operational guidance on using the Gender Marker that is practical and can be easily used by project managers, teams and partners at country level. PBSO, and other partners such as UNDP and UN Women, could make technical expertise on the gender marker available to PBF countries to build their capacity on the use of the Gender marker
- PBF should profile the Gender Marker a core part of its project summaries, information and analysis
- Gateway could list the GM next to project and also whether it is IRF or PRF – this makes for an easier read across of what gender-responsive projects are being funded by the different windows.

### 3.2 15% Target

The 15% target set in the report of 2010 aims to ensure that ‘15% of UN-managed funds in support of peacebuilding to projects that address women’s specific needs, advance gender equality and/or empower women as their principal objective (consistent with organizational mandates).’ This is a global task for PBSO/PBF throughout its work. Stronger foundations have yet to be established to enable such tracking through the project documentation, budget formats, and subsequent reporting. Currently the 15% target is being tracked only in terms of GM3 projects and this is creating a perverse incentive of relying on targeted projects for women to raise the spending on gender-responsive peacebuilding. A further observation and caution is that when calculating the 15%, the target should be looked at country by country and not simply at an overall portfolio level and global overview; this is important in ensuring accountability and also preventing scenario of 15% being met but relying on a few progressive examples to reach that global figure.

The tracking of the 15% target is a challenge more generally for PBF in different settings and practical learning is needed on how feasible it is to measure and track the target at both project and portfolio levels. The questions that emerge are challenging in terms of how ‘targeted’ and ‘mainstreaming’ (transversal or gender-specific components in larger programmes) efforts to integrate gender into peacebuilding activities are identified and measured (or not). There is a need to track budget allocations to GM 3 projects and also determine figures on the elements of GM 1 and 2 that can be considered a contribution to gender spending. The UNPFN in Nepal has done a very credible job in how it has worked with programme teams to undertake gender budgeting and to critically examine their project design and assumptions. Text Box 9 later in this report illustrates how the office has actively worked in the 2012 funding round to ensure all projects are GM2 and GM3; they have also through technical accompaniment and hands-on support worked to ensure gender-budgeting of the GM2 projects that allows them to cost in some way the gender-

transformative elements of programmes that are mainstreaming gender. PBSO should seek to share and learn from this example with a view to inform its development of operational guidance on use of the GM and tracking of the 15% target that is recommended in this Review.

The GM and gender-budgeting practices need to be supported to improve their usefulness for integrating gender into the PBF funding, allocation and planning processes and to better track the 15% target to include mainstreaming as well as targeted projects (i.e. at least GM 2 and GM3 projects). Project teams need to be supported and advised on developing more detailed budgets that set out gender-related commitments and spending so that the 15% target can be tracked.

### **3.3 IRF versus PRF**

Based on my two field missions, it was not always easy or evident to differentiate between the substance and impact of the two funding approaches of IRF and PRF in terms of intended change or impact for gender and peacebuilding.<sup>20</sup> The two modalities often blurred and particularly in the case of the Guinea Portfolio. IRF projects can often have no-cost extensions or not have clear operational closing dates and so end up with a time-frame similar to PRF. The modality for project selection is obviously more rapid and less consulted in the IRF case but it is not always evident that full consultation in the case of gender-related needs or analysis or with potential project partners and beneficiaries is consistent or documented in decision-making. Please refer to Annexes 4 and 5 for fuller discussions on the PBF portfolios for Nepal and Guinea.

Grounded Theories of Change would help frame the difference of modality and focus of a project being emergency or mid-term (more structured) and so would frame expectations and limitations of enhanced gender and peacebuilding outcomes. For example, a short-term urgent project to support a dialogue process may not allow time to build capacities for participation that some organisations or constituencies of women would need but it does not preclude pushing for participation of readily available and qualified women mediators, spokespersons and representatives.

### **3.4 The roll out of the Gender Promotion Initiative – some observations and learning**

The Gender Promotion Initiative (GPI) was launched in June 2011 and 16 countries eligible to apply to PBF were invited to respond to a call for proposals; all 16 countries applied with a total of 24 project proposals. By September 2011, 7 projects had been conditionally approved. As of late 2013 US\$ 6.1m has been allocated to 8 selected projects in Guatemala, Guinea-Bissau, Guinea, Nepal, Sierra Leone, South Sudan, Sudan, and Uganda. These range across (1) a joint programme to combat SGBV including in SSR in Guinea in the context of serious violations as a result of a military clampdown on protestors in September 2009 (2) support to peacebuilding in South Sudan bringing together women, men and youth to combat violence and promote reconciliation, and (3) Gender Responsive Recovery for Sustainable Peace in Nepal responds to the post-conflict relief and recovery needs of conflict-affected women and girls through a multi-pronged

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<sup>20</sup> IRF is aimed at jump-starting peacebuilding by quickly disbursing funds for projects of 1-2 years; and PRF, is supporting 'more structured peacebuilding process' on priorities and needs identified and agreed with national actors for funding of up to 3 years.

approach that involves addressing both the psycho-social as well as the economic recovery concerns of the target group. The project engages the comparative advantage of the three respective UN agencies: UN Women on gender equality and women's empowerment, FAO on agriculture and livestock development and ILO on entrepreneurship development and labour issues.

The aims of the GPI are stated as follows<sup>21</sup>:

'Help implement the commitments of the Secretary-General's 7-point action Plan on Women's Participation in Peacebuilding;

- Address gender-equality concerns and strengthen women's empowerment within the PBF portfolio; and
- Stimulate UN system learning in programming of gender-responsive peacebuilding projects, including the collection and dissemination of good practices.'

Many of the GPI projects remain at an early stage or are yet to get off the ground. There is an opportunity and need to learn about GPI as it is being implemented across the 8 countries that have currently received funds, particularly in terms of the planning and impact of these targeted projects. That they exist in some form is important and they *can* be catalytic if linked to driving larger areas of engagement such as SSR, land reform, conduct of elections, national dialogue (given here as examples as critical large interventions will depend on context). Even as stand-alone projects they have merit in building a constituency of action and participation for women in peacebuilding.

However, given the emerging trend of GPI driving the efforts to reach the target of 10% and later 15% there needs to be caution about 'unintended consequences'. Targeting can be helpful but does not replace existing commitments to 'mainstream' gender in all funding; there is a risk that overly focusing on the 15% target and GPI by PBF could give the unintended message that the other 85% of PBF funding is clear of responsibility to make interventions gender-responsive. Indeed good practice suggests that targeted projects and programmes should be 'complementary' and supportive to mainstreaming efforts. It is the classic dilemma of promoting gender change and seeking to take account (in this case) of the fact that peacebuilding needs to be inclusive if it is to be sustained. Hard lessons have been learned in development about the marginalisation and disempowerment of women that can result from 'women's programmes' if they are not driven by a strategy for change and put in context of other initiatives.<sup>22</sup> Mainstreaming and targeting are equally valid strategies and should receive equal effort and attention in PBSO's continuing drive to implement gender-responsive peacebuilding.

The Nepal visit helped to amplify a global concern about the differentiation between GM2 and GM3 and a tendency to default to clear women-targeted GM3 projects as the predominant mode of doing good gender-responsive peacebuilding. Yet, the transformative potential of larger complex programmes integrating gender into their design and objectives might be greater in terms of impact where GM2 is assigned. This integration of gender considerations (whether drawn from existing commitments of UNSCR 1325 and NAP, or UN frameworks such as 7PAP, or most ideally grounded in gender-sensitive conflict analysis) can take the forms of particular components of activities targeting gender-related peacebuilding

<sup>21</sup> <http://www.unpbf.org/news/pbf-gender-promotion-initiative/>

<sup>22</sup> For example, see UN OSAGI (2002) and Naila Kabear (1992).

outcomes OR can be demonstrated through robust, embedded and measurable gender mainstreaming efforts.

The trip to Guinea where the GPI project focuses on combating SGBV raised the question of how far it can catalyse learning and impact for gender-responsive peacebuilding in the context of the wider portfolio and this will need to be considered as the project comes to an end. This is particularly so with synergies to the major SSR interventions and to the national reconciliation activities. While the issue of GBV and the security of vulnerable communities and groups is a very important aspect of gender-responsive building, it is important that the objectives around gender equality also extend to women and girls as agents for peacebuilding in all three axes of the priority plan in Guinea – security sector reform, national dialogue, and youth and women employment. GPI could take account of such considerations when it considers how far to catalyse new projects and advance the gender focus for PBF.

From both interviews and field visits some reservations emerge that the modality of the GPI might risk creating a parallel budget line and project pipeline that sits outside or is not well-aligned with existing efforts (e.g. Priority Plans, Joint Steering Committees etc.) thus weakening the potential impact of selected GPI projects while adding to administration layers in-country. Also, that other ways of channelling more funding to gender-responsive peacebuilding may be possible including leveraging existing mechanisms more effectively to mainstream and strengthen gender-responsive peacebuilding outcomes in GM2 projects for example. Overall, the GPI is welcome for profiling the need to work harder on operationalizing gender-responsive peacebuilding but, there is a concern that GPI is currently driving an exclusively ‘targeted’ project approach focusing on women-only projects that if not watched could create new incentives that may undermine wider gender-responsive approaches.

### **3.5 PBF Management Frameworks: Ensuring the Explicit Integration of Gender-Responsive Peacebuilding**

The PBSO is to be commended for the momentum of actions since the Secretary-General’s 2010 report. These indicate an openness and willingness to learn about and improve impact of gender-responsive peacebuilding. An important aspect will be the new Guidelines currently being revised.

The PBSO Strategy 2012-2013 and Performance Management Plan Results Matrix 2011-2013 will be reviewed in light of the PBF Review for 2013 that is parallel to this review. These operational documents have already in their current form sought to reference the UN commitments and gender in peacebuilding and call for disaggregated data throughout. They preface the intention to make more use of conflict analysis and gender analysis in setting PBF priorities. The main commitment is to meeting the 15% target through GM3 projects. The document also states a commitment to mainstream gender in all its projects.

The scaffolding is thus in place and needs to be strengthened through operational learning and guidance and driven forward by strong leadership in converting the commitments into actions and reporting on progress.

The Review finds that there has been an evolution and strengthening of Monitoring and Evaluation framework and indicators by PBF but that there is scope for integrating gender further. The capacity of the PBF in terms of M&E was strengthened in 2013. Interviews indicate growing systematic engagement with front-end of application process to raise awareness and inform through an increasing number of workshops with UN at country level and opportunities to engage and promote of integration of gender

among other themes. This is part of an overall push by PBF to enhance its reporting on results and impact and to enhance effectiveness. PBF staff members agree as many interviewees did in this Review that M&E nonetheless remains an area in need of more support to enable and measure gender-responsive peacebuilding.

Core project documentation needs to reflect the seriousness of the integration of gender and the implementation of gender-responsiveness peacebuilding - *Create it, Cost it, Count it*. That is to say, gender analysis and theories of change for gender-responsive peacebuilding have to be set out when designing the project (whether it is mainstreamed or targeted project), and the budget has to set out as far as possible, the breakdown of activities so that the cost of the gender-related activities or the inclusion of women and girls is counted. Overall, gender reporting needs strengthening to demonstrate budget allocations, gender disaggregated data, dynamics of participation and change and results through the projects. However, if analysis and good use of the GM is in place then that should bode well for ensuring there are indicators and outcomes to track as the programmes are implemented and reported upon.

The recent Conflict Analysis Note issued by PBF in October 2013 has taken into account internal feedback and suggestions on highlighting gender analysis as an important part of conflict analysis. However, the guidance remains very 'high level' and abstract. This is understandable as PBF is a funding mechanism and ultimately it is for recipients and partners to ensure good implementation. However, the wider PBSO beyond PBF is also engaged in leading policy and learning on peacebuilding – given the general concerns about the existence and quality of gender-sensitive conflict analysis this is an area of concern that should be part of any gender strategy and action plan in terms of (1) knowledge building with a wider range of partners who are grappling with this issue (2) drilling down for operational learning from PBF projects and country level experience and (3) piloting and supporting better practice in this area as a consideration of funding in certain test cases.

The focus suggested here is two-fold (1) ways in which PBF can better integrate gender and build the critical mass of experience and practice of gender-responsive peacebuilding through its project portfolio (2) ways in which PBF can better measure 'success' or 'effectiveness' of gender-responsiveness in the project portfolio.

- (1) Conflict analysis and priority setting – operational guidance informed by pro-active work with other actors on leading and encouraging the practice of gender-sensitive conflict analysis – UNDP, for example has invested in conflict analysis and tools and UN Women has issued very broad guidance on making these efforts gender-sensitive. Organising working sessions on developing good practice and hands-on guidance for good practice could be considered with relevant UN entities as well as specialist NGOs with experience of developing such analytical tools.
- (2) Updating of the PBSO GM in line with UNDG guidance. Development of specific operational guidance on using the GM – drawing on existing learning and good practices within the PBF e.g. Nepal.
- (3) The gender marker application needs to be activated more as a tool to be used in the project review stage of the design and selection of PBF projects, and the target for the 15% target on spending of PBF funds on gender needs to be tracked through gender budgeting across at least all GM2 and GM3 projects. This means critically engaging with applicants on the assigned marker and

justifications for it as well as demonstrating *how* and *where* gender analysis and considerations have informed the design and projected outcomes of the project. This includes practical measures such as sex-disaggregated data and gender-related indicators to track progress and impact.

- (4) The need to better measure the 'success' or 'effectiveness' of gender-responsive peacebuilding requires gender data, indicators, results framework, and articulation at project and portfolio levels of well-grounded theories of change for gender-responsive peacebuilding. These efforts will need to engage with the relevance and usefulness of the existing 26 indicators that were developed by UN system through the UN Technical Working Group on Global Indicators for UNSCR 1325. They cluster under the headings of Prevention, Participation, Protection, and Relief and Recovery and form the basis of the *UN Strategic Results Framework on Women, Peace and Security 2011-2020*. It may be that a distinction will have to be made between these strategic level/global indicators and project/programme level indicators to for PBF to support design of indicators that can better capture the impact of the integration of gender into its programmes and processes, and track specific trajectories of change for gender and peacebuilding at the project and portfolio level in the countries that benefit from PBF funding. Nonetheless these global and country level efforts at developing indicators for results and accountability should be mutually reinforcing.

### 3.6 Organisational Opportunities

PBSO capacities are stretched and there is a reliance on PBF Overhead budgets, secondments, and JPOs outside of the regular posts to fill important areas of work. There is also a tendency of the PBSO to operate in separate silos that reflect the branches of the Office.

- (1) Office of the ASG Assistant Secretary-General
- (2) Policy Planning and Application Branch (PPAB)
- (3) PBC Support Branch
- (4) Financing for Peacebuilding Branch

There is greater scope for working together on gender in the respective areas to raise the profile of gender-responsive peacebuilding on the PBC and among PBF recipient countries and UN presences at the country level. There is also the need and opportunity for PPAB and PBF to work together on operational learning, guidance, training and knowledge management. Within the PPAB there is a need to establish a core post for gender to ensure stability, consistency and credibility for PBSO engagement internally and with stakeholders.

PBSO is advised to have a dedicated gender strategy accompanied by an action plan/road map setting out a priority list of actions to support and strengthen gender-responsive peacebuilding in its work. A Gender strategy is envisaged as part of the SWAP and should have both an organisational and programmatic focus in terms of how PBSO will seek to further embed the promotion and implementation of gender-responsive peacebuilding in coming months and years building on the momentum created since 2010.

### 3.7 The Peacebuilding Commission (PBC)

The relationship between the PBC and the PBF is more complex than it appears on the surface. While the PBF was established alongside the PBC to reinforce the UN peace architecture and funding modalities for



post-conflict countries, the PBF operates quite separately as a Fund that generates priorities and modalities based on its own governance structure and strategic plans.

There are currently 6 countries on the agenda of the PBC, each with its own 'country-specific configuration' dedicated to accompanying a peacebuilding process at the country level and building an international coalition of support; Burundi, Central Africa Republic, Guinea, Guinea-Bissau, Liberia, and Sierra Leone.

All 6 countries currently receive funding from the PBF and account for almost 60% of all expenditures. However, the PBF had a wider remit in funding over close to 30 countries. One pillar of the PBSO is to act as the secretariat for the PBC and support the Commission in its work at global and country-specific levels. While there is contact and information-sharing, there is a sense in which it depends on individuals and the debates and agreements at the PBC remain separate from the PBF portfolios. The Lessons Learned configuration of the PBC offers some opportunities to create a link on operational learning. Feedback indicates currently the sessions can remain at quite a formal level and that linkages to lessons learned from PBF is not currently underpinned by regular working level contacts and openness of discussion on specific projects or country portfolios. There is scope for more structured communications regarding the countries on the PBC agenda and specific engagement on the PBF portfolio in these countries. These contacts could also be more informal and focused on linking political level discussions with the impact and change that the PBF seeks to bring about at country level.

The lack of structured engagement with gender and UNSCR 1325 commitments on women peace and security on the PBC is a general observation and requires follow up. For example, the field visit to Guinea found that the PBC Country-Specific Configuration for Guinea has hosted a number of discussions and country level visits to accompany the country. These are considered by many to be well-prepared and conducted and have sought to respond well to the 'crise du jour' which the transition has involved in moving to the 2013 elections. The hope now is for a more strategic perspective. While gender and women have featured in these discussions there remains a need to translate them into policy positions and create a coherent set of actions that can give greater weight. However, it must be also be said that Guinea is the only country where the request to join the PBC included gender-related concerns arising from *inter alia* the sexual violence perpetrated in the clamp down of 2009 demonstrations.

### **3.8 Development of Partnerships**

#### **3.8.1. UN Women**

UN Women has a strong mandate and role to play in helping the UN system in implementing SCR 1325 and moving from advocacy to action on the 7PAP in terms of evidence-based learning and guidance to country offices. However, there is a strong sense amongst many interlocutors that UN Women currently does not have the operational presence and reach to meet the accompaniment needs of the PBF portfolios at the country level. Some question if this is the role they should be asked to play. In countries where there is strong UN Women office then this may be possible. However operational learning and guidance is an area where a partnership between PBSO and UN Women could be discussed while including and acknowledging the role that many other UN entities play in supporting gender-responsive peacebuilding through the PBF.



Since the 2010 report PBSO and UN Women have been engaged in a 3 year partnership programme called 'Building Back Better: Gender-responsive Peacebuilding' to support the implementation of the 7-Point Action Plan. The PBSO 2012 Annual Report describes this work in the following way:

'This project supports international efforts to build inclusive and sustainable peace in conflict-affected countries through enabling women to participate in, and the provision of gender expertise to, key peacebuilding processes. There are longer-term, resource intensive efforts focused on the Central African Republic, Liberia and South Sudan. In the short term, PBSO and UN Women jointly supported targeted and catalytic initiatives from women's groups and the UN in Guinea, Kenya, Libya and Yemen. The partnership also established mechanisms for longer-term "light-touch" engagement with the UN Country Teams in the Central African Republic, Chad, Comoros, DRC, Guatemala, Guinea-Bissau, Kyrgyzstan, Liberia, Mali, Nepal, Sierra Leone and Sudan, which have self-nominated to pilot implementation of the Seven-Point Action Plan by mapping gender-responsive peacebuilding into existing efforts.' (UN PBSO 2012c, p.9)

This Thematic Review also notes joint work and cooperation in this partnership on training (e.g. June 2013, gender-responsive peacebuilding training for UN staff with International Alert), thematic workshops (e.g. April 2011, integrating a gender perspective into Post-Disaster and Post-Conflict Needs Assessments as part of making post-crisis planning more gender-responsive), and policy analysis and knowledge development around, for example, the implementation of the 15% target for post-conflict funding set out in the 2010 SG report.

Learning from this experience and building on the elements of partnership that have evolved, there is scope to focus and harness the PBSO-UN Women partnership to strengthen the operationalization of gender-responsive peacebuilding in the PBF portfolio. This can draw on UN Women's normative and technical guidance mandate and strengths for the UN system in promoting women's empowerment and gender equality in the area of women, peace and security. For example, to support PBSO in developing stronger operational learning and knowledge base on gender-responsive peacebuilding; training for PBSO and UN at HQ and field levels to sensitise on specific sectors of peacebuilding (the 7PAP and beyond as appropriate to context) and to address programmatic tasks and tools related to conflict analysis, gender marker, results frameworks.

Elements of a renewed partnership with UN Women could include:

- Training and knowledge development to support operationalization of policy commitments including guidance for field staff as well as dissemination and sharing of research and policy work of UN women in ways that are useful for operational programmes and implementation at country level. For example, the recent studies on gender-responsive governance and gender-responsive budgeting for peacebuilding could help inform the work of programme teams and partners.

The Women, Peace and Security Sourcebook of 2012 (UN Women) which featured updated analysis and overview of challenges and opportunities in the key areas of gender-responsive peacebuilding provides a very good foundation for considering how targeted training modules and practice-based workshops could be rolled out in certain PBF countries and training of PBSO staff and UNCTs and programme teams could be considered as part of this. UN Women has on-going work on a 'Gender-Responsive Peacebuilding Toolkit'. The management response to the recent ODI Thematic Evaluation also indicates that UN Women is seeking to support new knowledge products and practical programming guidance across key areas of

the agenda on women, peace and security and to follow up on work on theories of change with its own country offices.

- Generating and organising cross-learning: This would aim to bring lessons from one country to another on the integration of gender by working with and learning from the main implementers of PBF funds. Cross-learning could also be enabled by drawing on existing staff with experience of PBF and freeing them up to give training or exchange visits with other PBF countries.

The UNPFN in Nepal provides very positive examples of internal UN staff potential for knowledge building and technical support. The Gender and Peacebuilding Specialist in Guinea was also doing a very good job across a large portfolio and producing some high quality analysis and support to the UN system there. Informal sharing of information and approaches has occurred between Nepal and Guinea but there is greater scope to formalise such learning across all PBF countries with an initial focus on GPI recipients.

### **3.8.2 Engaging Specialist NGOs, Civil Society Organisations and Private Foundations**

As it moves toward an appropriate and guided hands-on approach that is operational in intention and impact, PBSO could usefully engage with innovative and critical work being undertaken on programme approaches, gender analysis and theories of change by particular INGOs, civil society organisations and private foundations. This includes linking up with innovative civil society actors and private foundations that are driving new ways of reaching constituencies and pioneering programme approaches. Specific partnerships and events could be explored in this regard.

Serious consideration should be given to direct funding of INGOs and CSOs to advance innovation and learning on gender-responsive peacebuilding. This could be considered at a global level with a vetted number of organisations and/or be carried in consultation with the UN SRSG or UN RC at country level.

Examples from this review include the Oak Foundation, Women for Women International, Femmes Africa Solidarité, FCC, MADRE, WILPF, ICAN, and Inclusive Security. Also, including established specialist peacebuilding INGOs that are driving policy and programmatic learning on better understanding and articulating the relationship between gender and peacebuilding to inform context-driven theories of change for greater impact and improved understanding and measurement of related outcomes and results. Examples from this Review include International Alert, Conciliation Resources, and Saferworld. Finally, PBSO should be looking to the entry points for operational learning with global and regional platforms and networks such as GNWP, WANEP, EPLO, and MARWOPNET.

### **3.8.3. Promoting internal UN cooperation to improve practices of gender-responsive peacebuilding by PBSO and PBF**

The work on the Gender Marker is indicative of the ways in which different approaches and entities can be addressed and a common way of One UN advanced that can improve effectiveness; in the case of the GM to strengthen the application of the tracking of funding and ensure greater accountability in advancing the integration of gender into budgeting and programmes. This Review demonstrates a range of work and studies being undertaken by the UN entities that receive PBF funding. The coordination mechanisms for peacebuilding policy also exist. There may be some merit in considering drawing on these existing mechanisms to create a 'working group' approach to developing the guidance etc. that PBSO needs.

The UN Senior Peacebuilding Group at the senior/Principal level and the UN Peacebuilding Contact Group at the technical level are forums where gender-responsive peacebuilding is discussed and where PBSO

and other UN stakeholders could gain support and coordination for taking forward specific actions to advance this policy and operational agenda.

The SRSGs, Resident Coordinators and UN Country Teams (UNCTs) are a vital platform for PBF in the development of priority plans with the national authorities and the implementation and programming of PBF projects. PBSO's relationship with SRSGs and RCs (and with DPA, DPKO and UNDP depending on the country/mission) in particular countries where peace agreements, UN missions, and elections for example are happening is important to help leverage and guide effective entry points for gender-responsive PBF actions. The operational learning and development of guidance must also emerge from and be supported at the country level. As the field trips for this Review demonstrate, there is rich learning and some good practices emerging at the country level that can be usefully shared and up-scaled. Tapping into the existing knowledge and experience and facilitating the drawing out of lessons and practices from the PBF portfolio is a critical task that needs to engage the UNCTs on the ground and support the RC leadership of the UNCT in advocating and coordinating PBF activities and learning.

### 3.9. Organisational Support and Learning

#### TEXT BOX 9: Operational Learning from Nepal Field Visit, October 27 – November 2, 2013

*Management of GPI:* GPI funds are administered directly from New York and created a new layer of administrative procedures that had not been factored into the lead-in and start-up time and costs of the project. Some clarification of roles and channels would contribute to greater efficiency and there is also scope for learning in terms of how GPI could adapt to in-country UN mechanisms to enhance coherence and reduce risk of increased administrative burdens for agencies/entities.

*Dedicated Strategic Capacity for Support and Learning:* The existence of a small team to manage and oversee the UNPFN through which PBF channels its funds has been an important factor for success in terms of learning and actions on gender-responsive peacebuilding. The UNPFN office has supported and facilitated as well as led valuable learning, not only at programmatic level of what worked and what did not but also process learning in terms of hard-earned practices of engaging PBF stakeholders on integrating gender into design, implementation and monitoring and evaluation.

*Gender Marker and Tracking 15% target:* The UNPFN team provided strong accompaniment to project teams in the application and use of the GM and produced innovation in the process, notably in mainstreaming and tracking of gender in large-scale programmes.

Before the 2012 Funding Round, gender budgeting was only calculated on the basis of GM 3 projects—as a result, the gender budgeting was only 9% of total funding through the UNPFN. In the last Funding Round, UNPFN changed this and calculated the gender budget by adding the entire budgets of GM 3 projects with the gender-responsive outputs of GM 2 projects—as a result, their gender budgeting reached 30% of overall UNPFN funding (24% for PBF projects). If only GM 3 projects had been measured the last Funding Round would only have been 5.6% gender budgeting overall including 0% for PBF-funded projects through the UNPFN.

The team has also moved forward and developed a draft Gender Scorecard in June 2013 that is part of wider UNCT efforts to develop a gender scorecard for the 7PAP to track commitments in key areas including post-conflict financing.

The experience of UNPFN provides great potential to assist PBSO/PBF in New York in strengthening its Guidelines for gender and also for refining this tool that would be extremely useful to other PBF focus countries. There needs to be specific engagement from New York on the draft UNCT Scorecard and to look at how it might be refined and finalised as a practical tool to potentially guide the programmatic cycle of PBF projects. This is a 'good practice' and experience worthy of replication and take up by PBF more globally. The learning and outcomes of this process could very usefully contribute to cross-learning with other countries

### 3.9.1. Dedicated Gender Capacity and Leadership

Both field missions found the value added of dedicated expertise increased likelihood of improving practices in integrating gender effectively etc. As Text Box 9 above illustrates, the presence of a strong secretariat function in the form of the existing UNPFN office to provide technical backstopping and undertake 'added value' tasks such as operational learning, developing appropriate tools and processes has had a significant impact on the integration of gender at all stages of the programme cycle.

The work of the Gender and Peacebuilding Specialist (UN Women/PBSO) in Guinea is creating opportunistic entry points over the past year or so but for these to be sustained there is a need for more systematic consideration and integration of gender in operational terms. Since her arrival she has undertaken fundamental analysis of the PBF portfolio and provided practical feedback on how projects might be improved in terms of gender-responsiveness. She has also been working well with different projects aimed at Security Sector Reform and has engaged in training and integration of gender into ongoing initiatives.

UNDP rolled out a very interesting initiative in 2009 of deploying Senior Gender Advisers to 10 crisis countries to support UNDP leadership and where relevant, the wider UN system and Integrated Missions. A 2012 *draft* report of a study of lessons learned from the initiative focused on the experience of Iraq, Burundi, Kosovo, and Liberia. The study finds that the added capacity enabled UNDP to move beyond project only, piecemeal approaches and to have more strategic vision and impact in areas of enhanced women's political participation and elections, livelihoods and women's economic empowerment, and women's security and access to justice particularly with regard to SGBV and working with strengthening the capacities of national counterparts. This was achieved, in part, by the role the Senior Gender Advisers played in building a supportive organisational culture for integrating gender that addressed systems and accountability, as well as working with women's groups.

However, despite these positive examples, there is still the need for greater ownership and leadership of gender throughout PBSO and among UN stakeholders– the classic obstacles that gender mainstreaming has faced in development apply to peacebuilding, in terms of marginalised focal points, under-resourced units, delegation of responsibility to more junior (and often female) staff and lack of management accountability for addressing gender their job descriptions or responsibilities.<sup>23</sup> With these caveats in mind, PBSO needs to strengthen its own internal gender capacities and training for all PBSO staff; a dedicated full time post at a minimum rather than relying on *ad hoc* secondment and temporary arrangements. This simply serves to reinforce the precarious position of gender as an agenda item and objective of the PBSO and the PBF.

<sup>23</sup> For example see Norad (2006) 'Lessons from Evaluations of Women and Gender Equality in Development Cooperation', by Berit Aasen

The dedicated specialist should be supported and enabled by clear leadership of senior management across PBSO for the integration of gender into the 3 pillars of its work on PBC, policy, and PBF. Her/his role would be advise, guide, initiate and provide technical assistance at HQ and field level to ensure PBSO staff get the support and training and advisory inputs to take gender-responsive peacebuilding into their daily work and outcomes.

The field visits did not include a country where is an on-going UN Peace Operation or Mission. However, in countries where missions are in place there is scope to work with the SRSG Office and Gender Unit in these missions to link up where appropriate and relevance with Women Protection Advisers, Senior Gender Advisers and other gender-related capacities (including at DPKO and DPA in New York) to galvanise scarce strategic and programmatic capacities to inform PBF funding and programming at country level.

There is scope to explore different models of deployment of technical assistance and support in countries with large PBF portfolios including (1) full-time funded post for a fixed period (2) surge capacity in the form of field missions by PBSO gender and monitoring and evaluation staff (3) joint missions with UN entities receiving funds from PBF (4) draw on partnerships with NGOs and consultants to design specific support and training packages.

### 3.9.2. Operational Learning

For PBSO the foundations to embed gender-responsive peacebuilding require a commitment to operational learning and digging deeper on the projects, reports and outcomes of both the GPI as well as the overall PBF portfolio to more effectively support the mainstreaming of 'gender in peacebuilding' into all projects, decisions, and results.

The documenting and sharing of practices is critical to improving the quality and impact of gender-responsive peacebuilding. For PBSO this has to be part of the next phase of policy engagement and operational learning as well as funding considerations and reporting on the PBF. A stronger lessons learned system is needed to draw on the rich experience of the PBF and provide necessary accountability and learning from the implementation of the funds. This includes negative and positive learning so that future projects in all countries can benefit and be improved.

Operational learning requires dedicated resources (posts and funding) as well as open and supportive collaboration across the 3 pillars of the PBSO – all are focusing on the same end of peacebuilding outcomes for the countries of the PBC and the wider set of countries who are recipients of significant PBF funding. This cooperation would include for example linking up with the PBC Lessons Learned configuration that is currently led by Japan. It would require greater day to day working contact between Policy Branch and PBF pillars on a shared Strategy for Operational Learning

Furthermore this learning strategy would reach out to specialised partners and stakeholders within the UN system and as importantly *outside* the UN system – this reaching out would include specialist NGOs and innovative Foundations and civil society organisations who have reputation and track record in successfully supporting a range of gender-responsive actions and programmes. It would also include key donor agencies who have invested in gender and peacebuilding.

### Overall Findings on Gender-Responsive Peacebuilding in the PBF and PBSO

- ✓ The PBSO is to be commended for the momentum of actions since the Secretary-General's 2010 report. These indicate an openness and willingness to learn about and improve impact of gender-

responsive peacebuilding. This Review finds very positive space opening up and opportunities to build on the catalytic drive of the Secretary-General's 2010 Report, the Gender Promotion Initiative (GPI) and the 15% target for funds dedicated to 'address women's specific needs, advance gender equality and/or empower women as their principal objective'; PBSO met its interim target of 10% in 2012.

- ✓ The extent to which support to gender-responsive peacebuilding commitments are considered or influence the development of Priority Plans is a general concern in how the selection and allocation of PBF funds are performed. There is a vital role for PBSO in working with the UNCTs/ UN Offices on the ground to ensure gender is a more prominent consideration in all peacebuilding priorities and projects.
- ✓ Gender-responsive peacebuilding needs to be a feature of UN policy dialogue with Government counterparts (including military and security contacts) and civil society representatives. The PBC has a critical leadership role to play in terms of creating entry points to bring gender on to the agenda for the Commission and its Country-Specific Configurations.
- ✓ The **PBSO Gender Marker** needs to be strengthened and updated in line with recent UNDG guidance – to move it from being about 'adding women in' to being underpinned by gender-sensitive conflict analysis. The Gender Marker is due to be updated as part of updated PBF Guidelines due in 2014;
- ✓ The **15% target** for funding of gender and peacebuilding requires guidance to enable tracking through the project documentation and subsequent reporting. Currently the 15% target is being tracked by PBF only in terms of GM3 projects and this is creating a perverse incentive of relying on targeted projects for women to raise the spending levels on gender-responsive peacebuilding. There is a need to budget allocations to GM 3 projects and also determine figures on the elements of GM 1 and 2 that can be considered a contribution to spending. A further observation and caution is that when calculating the 15%, the target should be looked at country by country and not simply at an overall portfolio level and global overview; this is important in ensuring accountability and also preventing scenario of 15% being met but relying on a few progressive examples to reach that global figure
- ✓ There is an opportunity and need to learn about **Gender Promotion Initiative** as it is being implemented across the 8 countries that have currently received funds. The emerging trend is that GPI is driving PBSO efforts to reach the target of 10% and later 15%; there needs to be caution about 'unintended consequences'. There is a risk that overly focusing on the 15% target and GPI by PBF could give the unintended message that the other 85% of PBF funding is clear of responsibility to make interventions gender-responsive. Indeed, good practice suggests that targeted projects should be 'complementary' to mainstreaming efforts.
- ✓ That GPI projects exist in some form is important and they *can* be catalytic if linked to driving larger areas of engagement such as SSR, land reform, conduct of elections, national dialogue (given here as examples as critical large interventions will depend on context). Even as stand-alone projects they have merit in building a constituency of action and participation for women in peacebuilding.
- ✓ The **PBSO Strategy 2012-2013 and Performance Management Plan Results Matrix 2011-2013** have already in their current form sought to reference the UN commitments and gender in peacebuilding and call for disaggregated data throughout. They preface the intention to make more use of conflict analysis and gender analysis in setting PBF priorities. The main commitment is to meeting the 15%



target through GM3 projects. The document also states a commitment to mainstream gender in all its projects. The scaffolding is thus in place and needs to be strengthened through operational learning and guidance and driven forward by strong leadership in converting the commitments into actions and reporting on progress.

- ✓ Overall, **gender reporting** needs strengthening to demonstrate budget allocations, gender disaggregated data, dynamics of participation and change and results through the projects. **Core project documentation** needs to reflect seriousness of integration of gender and the implementation of gender-responsiveness - Create it, Cost it, Count it. That is to say, a theory of change for gender-responsive peacebuilding has to be set out when designing the project (whether it is mainstreamed or targeted project), and the budget has to set out the breakdown of activities so that the cost of the gender-related activities or the inclusion of women and girls is counted.
- ✓ **PBSO capacities** are stretched and there is a reliance on PBF Overhead budgets, secondments, and JPOs outside of the regular posts to fill important areas of work including gender. This simply serves to reinforce the precarious position of gender as an agenda item and objective of the PBSO and the PBF. Within the PPAB there is a need to establish a **core post for gender** to ensure stability, consistency and credibility for PBSO engagement internally and with stakeholders.
- ✓ There is a tendency of the PBSO to operate in three separate silos that reflect the branches of the Office. There is greater scope for working together on gender in the respective areas to raise profile of gender-responsive peacebuilding on the PBC and among PBF recipient countries and UN presences at the country level. There is a need and opportunity for PPAB and PBF to work together on **operational learning**, guidance, training and knowledge management.
- ✓ The Lessons Learned configuration of the PBC offers opportunities to create a link on operational learning. There is scope for more structured communications links regarding the countries on the PBC agenda and specific engagements on the PBF portfolio in these countries.

## 4.0 Recommendations

- (1) The Thematic Review recommends that PBSO develop a Gender Strategy and Action Plan to build on the momentum generated since 2010 and to guide PBSO priorities and actions on gender-responsive peacebuilding over the short and medium term (6-24 months). The strategy should reflect that mainstreaming and targeting are equally valid strategies for integrating gender and will receive equal effort and attention. This Gender Strategy and Action plan should reflect the leadership of senior management across the PBSO for the integration of gender into the 3 pillars of its work on support to the PBC, policy, and PBF.
- (2) The Action Plan should reflect a series of concrete activities in the following areas: Programming, Partnerships, Operational Learning and Organisational Capacity. Particular actions are suggested in the other recommendations set out here that can inform this recommended plan of action.



## **PBSO/PBF Programming**

### *Gender Marker*

- (3) The PBSO Gender Marker to be updated in line with recent UNDG Guidance, requirements for the UN System Wide Action Plan on Gender Equality, and established good practice
- (4) The MPTF Gateway for PBF to list the Gender Marker score as part of the public core information and on projects and also to indicate whether projects are IRF or PRF so as to strengthen the profile and information on gender-responsiveness.
- (5) All ProDocs to be required to include a Gender Marker score and the scores should be evaluated in terms of the accuracy of the self-assessment as part of the approval process.
- (6) PBSO to develop and roll out clear, concise operational guidance on using the Gender Marker that is practical and can be easily used by project managers, teams and partners at country level. PBSO, and other partners such as UNDP and UN Women, could make technical expertise on the gender marker available to PBF countries to build their capacity on the use of the Gender marker as well as drawing on good practices from country teams and sharing them.
- (7) Consideration to be given to including a set of guide questions in the ProDoc to guide the formulation of a narrative section justifying the proposed Gender Marker score. This would ensure some reflection on the use of the Gender Marker and would also require demonstration that some level of meaningful gender analysis has taken place. Consideration to also be given to using the Gender Marker in the monitoring of projects to take account of any changes that negatively or positively impact on the integration of gender equality over the duration of projects.
- (8) Consideration to be given to dropping the use of the zero (0) score and to focus on encouraging an increasing volume of GM2 and GM3 projects.

### *Gender Budgeting and tracking the 15% in both GM2 and GM3 projects*

- (9) Gender-budgeting practices need to be supported to improve the gender-responsiveness of PBF funding, allocation and planning processes and to better track the 15% target. This needs to include mainstreaming as well as targeted projects (i.e. at least GM 2 and GM3 projects). Project teams to be supported and advised on developing more detailed budgets that set out gender-related commitments and spending so that the 15% target can be tracked. This requires PBSO to develop operational guidance, training and field support options for building capacities for gender-budgeting linked to the PBF.
- (10) PBSO learn from and share the Nepal example of the 2012 funding round of PBF with a view to inform its development of operational guidance on use of the gender marker and tracking of the 15% target that is recommended in this Review.

### *Operational Guidance*

- (11) PBSO to prioritise the development of clear and practical 'how to' guides on critical themes and tools of gender-responsive peacebuilding for the accompaniment process at country level to help programme managers/staff and intended beneficiaries translate commitments into meaningful

actions and programmes. This could help enhance effectiveness and impact of projects and strategies.

- (12) PBSO to also support training and advocacy actions that have operational intent and impact in setting out the implications of SCR 1325 and the usefulness of the 7PAP by demonstrating how to integrate gender in all steps of the PBF process – identification and design of project, consultations with partners and beneficiaries, gender budgeting, monitoring and evaluation, and reporting on results and impact.
- (13) PBSO needs to improve the measurement of ‘success’ and ‘effectiveness’ of gender-responsive peacebuilding. This requires gender data, indicators, results framework, and articulation at project and portfolio levels of well-grounded theories of change for gender-responsive peacebuilding. These efforts should engage with the relevance and usefulness of the existing 26 indicators that were developed by UN system for UNSCR 1325. The work on operational learning and developing PBF operational guides on critical themes of gender-responsive peacebuilding featured in these recommendations should give priority to supporting this important monitoring and evaluation work.
- (14) The updating of the PBF Guidelines provides an opportunity to signpost elements of operational guidance and learning on gender-responsive peacebuilding that will be worked on as part of proposed PBSO Gender Strategy and Action Plan.

#### *Gender Promotion Initiative*

- (15) PBSO needs to continue tracking and learning from implementation and impact of the current round of GPI projects and to address the emerging trend of addressing 15% funding target exclusively through targeted programmes including the GPI.
- (16) PBSO should consider a further round of GPI projects to continue building the programmes and evidence base for gender-responsive peacebuilding. Any future round should give greater consideration to the potential catalytic potential of GPI projects to leverage entry points in larger peacebuilding programmes (e.g. SSR, National Dialogue, Land Reform, Electoral Support etc.) to integrate gender effectively.

#### **PBSO Operational Learning**

- (17) PBSO requires a commitment to operational learning and digging deeper on the projects, reports and outcomes of both the GPI as well as the overall PBF portfolio to more effectively support the mainstreaming of ‘gender in peacebuilding’ into all projects, decisions, and results. This requires closer working relations and planning on operational learning between the Policy Branch and PBF including a shared Strategy for Operational Learning.
- (18) A robust and systematic lessons learned system is needed to draw on the rich experience of the PBF and provide necessary accountability and learning from the implementation of the funds to promote and implement gender-responsive peacebuilding.
- (19) PBSO should seek to formalise learning across all PBF countries on implementing gender-responsive programming and sharing good practices. This cross-learning from PBF good practices PBSO requires structured follow up with a possible initial focus on GPI recipients.

- (20) Given the general concern about the existence and quality of gender-sensitive conflict analysis this is an area of concern that should be part of any gender strategy and action plan in terms of (1) knowledge building with a wider range of partners who are grappling with this issue (2) drilling down for operational learning from PBF projects and country level experience and (3) piloting and supporting better practice in this area as a consideration of funding in certain test cases. PBSO could explore with UN stakeholders, NGOs and specialists with experience of conflict analysis the possibility of organising working sessions on developing good practice and hands-on guidance for PBF projects in this area.

### **PBSO Partnerships**

- (21) PBSO can learn from and build upon the past partnership with UN Women to focus and harness the PBSO-UN Women partnership as a basis for strengthening the operationalization of gender-responsive peacebuilding in the PBF portfolio. Elements of a renewed partnership with UN Women could include: Training and knowledge development to support operationalization of policy commitments including guidance for field staff; Generating and organising cross-learning to bring lessons from one country to another by learning from the main implementers of PBF funds.
- (22) PBSO could usefully engage with innovative and critical work being undertaken on programme approaches and gender analysis and theories of change by particular INGOs, civil society organisations and private foundations. Specific partnerships and events should be explored in this regard.
- (23) Serious consideration to be given to direct funding to INGOs and CSOs to promote innovation and learning on gender-responsive peacebuilding. This could be considered at a global level with a vetted number of organisations and/or be carried in consultation with the UN SRSG or UN RC at country level.
- (24) PBSO should explore and consider the potential of regional and sub-regional initiatives in terms of possible learning on gender-responsive programming as well as future possibility of PBF funding to cross-border programming in this area. The examples of the Great Lakes and Mano River Union are indicative of the potential in this area.
- (25) PBSO to explore the opportunities of engaging The UN Senior Peacebuilding Group at the senior/Principal level and the UN Peacebuilding Contact Group at the technical level to gain support and enable coordination for taking forward the specific actions recommended here to advance the policy and operational agenda of gender responsive peacebuilding.
- (26) PBSO to work closely with the relevant SRSGs, Resident Coordinators and UN Country Teams in taking these recommendations forward as they provide the vital platform for PBF in the development of priority plans with the national authorities and the implementation and programming of PBF projects. The operational learning and development of guidance needs also to emerge from and be supported at the country level.
- (27) It is recommended that PBSO and PBC explore plans for more structured communications regarding the countries on the PBC agenda and specific engagement on the PBF portfolio in these countries. These contacts could also be more informal and focused on linking political level discussions with the

impact and change that the PBF seeks to bring about at country level. The Lessons Learned configuration of the PBC also offers opportunities to create improved linkages on operational and country-specific learning.

- (28) The PBC could be encouraged and supported by PBSO to promote more structured engagement with gender and UNSCR 1325 commitments on women peace and security in its work at global and country level.

### **PBSO Organisational Capacity**

- (29) PBSO needs to strengthen its internal gender capacities and training for all PBSO staff; a dedicated full time post at a minimum rather than relying on ad hoc secondment and temporary arrangements. Her/his role would be advise, guide, initiate and provide technical assistance at HQ and field level to ensure PBSO staff get the appropriate support and training and advisory inputs to take gender-responsive peacebuilding into their daily work and outcomes.
- (30) There is scope to explore different models of funding and deploying technical assistance and support in countries with large PBF portfolios including (1) full-time funded post for a fixed period (2) surge capacity in the form of field missions by PBSO gender and monitoring and evaluation staff (3) joint missions with UN entities receiving funds from PBF (4) draw on partnerships with NGOs and consultants to design and deliver specific support and training packages.

### **Synergies with the PBF Review 2013 and Earlier Thematic Reviews of PBSO**

There have been deliberate efforts to create synergies between the Thematic Review on Gender, and the PBF Review for 2013. This ambition to promote synergies between the two Reviews in particular refers to the understanding, learning and possible improvements in the workings of the PBF to integrate gender into its programme cycle at all stages. It is important that PBSO consider both these Reviews together as it considers its response to the recommendations and plans its future strategy and actions with regard to gender-responsive peacebuilding. It is also important that PBSO seek to draw on the earlier thematic reviews it commissioned on DDR, SSR and peace dividends to take forward any relevant recommendations or findings that might assist in taking forward the commitments on gender-responsive peacebuilding.