



GENDER CAMPUS

THE GLOBAL DEVELOPMENT AGENDA:
TOOLS FOR GENDER SENSITIVE
PLANNING AND IMPLEMENTATION

TRAINING MODULE

CORE CONTENT

Aid Effectiveness and the Implementation of Security Council Resolutions 1325 & 1820

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Training Module: Aid Effectiveness and the Implementation of Security Council Resolutions 1325 & 1820

Gender Campus

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Turin, Italy, 2009

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OVERVIEW

This module explores the gender dimension of the aid effectiveness agenda in regard to the implementation of Security Council resolution 1325 (2000) on Women, Peace and Security and Security Council resolution 1820 (2008) which recognises sexual violence in conflict as a tactic of war.

The first part of the module provides a broad overview of the aid effectiveness agenda and in particular the Paris Declaration on Aid Effectiveness and the Accra Agenda for Action and their implications for gender equality. In the second part, the module discusses in detail the key elements and principles of the UN SCRs 1325 and 1820. The connections between and relevance of the Paris Declaration principles and SCRs 1325 and 1820 are explored in the third part – with a particular focus on identifying key challenges and also entry points for strengthening the linkages and thereby accelerate the implementation of SCRs 1325 and 1820 within the framework of the aid effectiveness agenda.

Case study examples to illustrate ongoing efforts in implementing SCR 1325 are provided wherever relevant. A specific example of the European Commission's best practices and instruments that can be used to secure funding in support of women, peace and security is provided in Annex 1.

PRE-REQUISITES

Participants need to be familiar with:

- ✓ Elements of development cooperation practice (literacy).
- ✓ Basic gender concepts and the main approaches to gender and development (i.e. gender mainstreaming and women's empowerment).
- ✓ The Aid Effectiveness Agenda, particularly the Paris Declaration and the Accra Agenda for Action.
- ✓ Security Council Resolution 1325 (2000) on Women, Peace and Security (SCR 1325) and Security Council Resolution 1820 (2008) recognising sexual violence in conflict as a tactic of warfare (SCR 1820).

OBJECTIVES

The objective of this module is to explore aid effectiveness and the implementation of SCR 1325 & SCR 1820.

In this module participants will:

- ✓ review basic knowledge of the aid effectiveness agenda and implications for gender equality;
- ✓ identify the key elements of SCRs 1325 and 1820;
- ✓ examine connections between aid effectiveness and the implementation of SCRs 1325 and 1820;
- ✓ explore ways of strengthening the implementation of SCRs 1325 and 1820 within the framework of the aid effectiveness agenda.

INTRODUCTION

While the causes of conflict are myriad, they can be understood in terms of basic structural factors (such as systematic political exclusion, demographic shifts, economic inequalities, economic decline, and ecological degradation), and catalysts or triggers (such as assassinations, military coups, election fraud, corruption scandals, and human rights violations).¹

Conflict and war are not gender-neutral. Because men, women, boys and girls engage in and experience conflict and war in different ways, they each require different security, peace-building, humanitarian and development responses. The commitment to gender equality in development responses rests on the belief that human development should promote an environment in which both women and men can develop their full potential through the strengthening of human capabilities.

Basic capabilities in respect of human development include the ability to lead a long and healthy life, to acquire knowledge, to have access to resources needed for a reasonable standard of living, and to be able to participate meaningfully in the life of the community. Without these capabilities, choices and opportunities remain restricted and often inaccessible.

Because conflict breaks down economic and social structures, this often results in an increased burden on women, both during and after conflict, in respect of finding food and shelter as single heads of households. Women are often the sole source of support for children, parents and extended families and need access to employment opportunities, land, seeds, tools, credit, capital, training and education.

Conflict also increases women's vulnerability to sexual violence, rape and heightened levels of domestic violence. The consequences of such violence and deliberate tactics of war often result in serious health problems including the spread of sexually transmitted diseases, particularly HIV/AIDS, and unwanted pregnancies, requiring access to health services, justice, compensation and specialised programmes of re-integration, including Demilitarisation, Demobilisation and Re-integration (DDR) processes.

Specific attention to women's needs and priorities in conflict and post-conflict contexts, however, also requires the addressing of a range of historic and systemic gender gaps, unbalanced policies, and structures of discrimination, which have disadvantaged women and distorted overall development.²

While crisis situations radically affect social and cultural structures, they can also provide a window of opportunity for addressing structural inequalities. In this regard, it is imperative that women and women's needs and concerns be included at the outset of peace negotiations and accords, in national dialogue processes, in democratic elections, in constitutional reform, and in reform of justice and security systems.

Yet in conflict and post-conflict situations, women and women's needs, priorities and perspectives are **largely absent from peace processes** and during the early recovery and peace-building stages. Moreover it is still a major challenge to obtain adequate financing to respond to individual and community recovery needs in a gender-sensitive manner.

The failure to engage women in peace-building and the failure to respond to their needs imposes costs. There are significant economic costs for societies that maintain and perpetuate gender inequalities, including lower levels of economic growth than would otherwise be achievable in a more equal society. There is evidence that

¹ Adapted from the Forum on Early Warning and Early Response, (1999) *Conflict and Peace Analysis and Response Manual*. www.reliefweb.int/library/documents/studman2.pdf

² Goetz, Anne-Marie, (2009) UNIFEM Issue Brief: *Promoting Gender Equality in Recovery and Peacebuilding: Planning & Financing, Monitoring & Accountability*.

gender inequalities lead to higher levels of poverty and undermine overall development effectiveness.³

In order to avoid reconstructing what has failed, effective aid in conflict and post-conflict contexts can help create a new paradigm for security, rule of law, and governance that ensures gender equality and contributes to cost-effective and sustainable peace-building.

³ Goetz, Anne-Marie, (2009) UNIFEM Issue Brief: *Promoting Gender Equality in Recovery and Peacebuilding: Planning & Financing, Monitoring & Accountability.*

UNIT A. AID EFFECTIVENESS & SCR 1325/1820

1. Rationale for the aid effectiveness agenda

In 2005 donor country members of the Organisation of Economic Cooperation and Development's Development Assistance Committee (OECD-DAC), developing countries and multilateral institutions signed the Paris Declaration on Aid Effectiveness.⁴

The Paris Declaration marked a shift in the way that development assistance is delivered, an increased focus being placed on channelling funds through sector-wide approaches and national budget support rather than through specific projects negotiated by individual donors with specific ministries. It represents a move away from the system under which individual donors select and implement their projects in favour of genuine country-led development.



Central approaches to aid delivery in the new aid architecture

General Budget Support (GBS) and Sector Budget Support (SBS)

Budget support consists of financial assistance as a contribution to the overall budget. Within this category funds may be nominally accounted for against certain sectors, but there is no formal limitation on where funds may actually be spent.

Sector-Wide Approaches (SWAs)

Sector-Wide Approaches involve donor support for the development of an entire sector in a given country, such as health, education or agriculture, rather than specific project support.

Source: UNIFEM (2006), Promoting Gender Equality in New Aid Modalities and Partnerships, New York: March 2006; www.dfid.gov.uk/mdg/aid-effectiveness/newsletters.

Part of the thrust behind the Paris Declaration was an effort to accelerate achievement of the MDGs by 2015. The Paris Declaration established global commitments on the part of donor and recipient countries to support more effective aid in the context of a promised **scaling-up** of aid:

- ✓ For donors, the concern was to channel aid more effectively to help realise development objectives and create accountability systems for tracking aid and outcomes.
- ✓ For partner countries the goal was to achieve greater and more predictable aid flows and to have real ownership over the development process.⁵

Underpinning the Paris Declaration is also the issue of **participation of stakeholders** in national planning processes and policy formulation which, as discussed later on in this module, is also a key factor in effective implementation of SCRs 1325 and 1820. The participation of stakeholders in planning and policy is an attempt both to deal with "democratic deficits" in the management of aid flows and to broaden country ownership of development so as to avoid imposition of aid flows and conditionalities that are out of line with nationally-determined social and development priorities.

⁴ www.oecd.org/document/18/0,2340,en_2649_3236398_35401554_1_1_1_1,00.html

⁵ Gaynor, Cathy (2006) *Paris Declaration Commitments and Implications for Gender Equality and Women's Empowerment*, DAC Network on Gender Equality Discussion Paper, DCD/DAC/GEN.

2. Why Gender Equality is Central to Achieving the Principles of the Paris Declaration

The Paris Declaration was developed as a follow-up to the Monterrey Agreements on Financing Development made in 2002.⁶

More wide-ranging in scope than the Paris Declaration, the Monterrey Consensus set out to address the challenges presented by the level of financing required to achieve internationally-agreed development goals such as the MDGs.

The Paris Declaration focuses more directly on the reform of aid management and delivery to enhance development outcomes.

The Declaration also laid down 12 indicators to provide a measurable and evidence-based way of tracking progress against aid effectiveness objectives and sets targets for 11 of the indicators for the year 2010. This moved the aid effectiveness agenda to the status of a blueprint for donors and partner countries to implement in a spirit of mutual accountability, so as to make aid delivery more effective, accountable, transparent and in line with recipient countries' national poverty reductions plans.

While the Paris Declaration did not explicitly address gender equality, implementation of its principles has significant implications for achieving this goal. Given the centrality of gender equality and women's empowerment to development, a 'gender-blind' interpretation and subsequent implementation of the Paris Declaration Principles will jeopardise achievement of international development goals including the Millennium Development Goals (MDGs) and SCRs 1325 and 1820.⁷

However, both the agreements themselves and their implementation and follow-up processes present important strategic opportunities for incorporating gender equality into the wider financing for development agenda. In particular the Paris Declaration principles of ownership, alignment and mutual accountability offer entry points for meeting national and international gender equality commitments through their focus on participatory processes at national level and their emphasis on national budgets and plans. The Paris Declaration rests on five linked principles, which should shape the delivery of aid and development results.



The Paris Declaration principles:

- ✓ **Ownership:** Developing countries will take control of their development policies and strategies and commit themselves to coordinating development actions.
- ✓ **Alignment:** Donor countries will align their aid support with countries' national development strategies, institutions and procedures.
- ✓ **Harmonisation:** Donor countries will work together to create more harmonised, transparent and collectively effective interventions.
- ✓ **Managing for Results:** Resources and decision-making will be geared to results.
- ✓ **Mutual Accountability:** Both donors and partners will be mutually accountable for development results.

⁶ www.un.org/esa/sustdev/documents/Monterrey_Consensus.htm

⁷ Chiwara L and Karadenizli M, (2008), Mapping Aid Effectiveness and Gender Equality: Global Findings, www.gendermatters.eu.

The findings of the EC/UN Partnership mapping studies revealed that implementation of the five principles has been uneven. Developing countries have pointed to continued policy conditionalities, unpredictability of aid flows and lack of balance in aid allocations across countries and sectors. One of the objectives of the studies was to assess the implementation of SCR 1325 and how far donors and governments were harmonising and aligning their efforts to mainstream gender equality and women's empowerment in policy responses to conflict and post-conflict situations. In all four post-conflict countries that were part of the mapping studies, namely the Democratic Republic of the Congo (DRC), Nepal, Indonesia and Papua New Guinea (PNG), the studies found that government and donor efforts to integrate gender priorities and issues in peace-building and post-conflict reconstruction processes were limited and not necessarily harmonised or well-coordinated; neither have they been directly linked to ensuring that post-conflict reconstruction and funding modalities take into account the needs and priorities of women and children.⁸ See the Indonesia Case Study below for more information.

In order to support gender equality outcomes, the new aid agenda needs to encompass a more explicit commitment to accounting for gender equality through:

- ✓ adequately-financed programmes that respond directly to women's needs;
- ✓ strengthened systems of accountability for governments and donors that will track as well as enhance their contributions to gender equality; *and*
- ✓ gender-sensitive progress assessments, monitoring and aid effectiveness indicators.⁹

3. Fragile States in the Paris Declaration

The long-term vision for international engagement in fragile States is the building of legitimate, effective and resilient State and other national institutions. While the guiding principles of effective aid apply equally to fragile States, they need to be adapted to environments of weak ownership and capacity and to immediate needs in respect of basic service delivery.

Partner countries commit themselves to:

- ✓ making progress towards building institutions and establishing governance structures that deliver effective governance, public safety, security, and equitable access to basic social services for their citizens;
- ✓ engaging in dialogue with donors on developing simple planning tools such as the transitional results matrix, in situations where national development strategies are not yet in place;
- ✓ encourage broad participation by a range of national actors in setting development priorities.

Donors commit themselves to:

- ✓ harmonising their activities: harmonisation is all the more crucial in the absence of strong government leadership, and should focus on upstream analysis, joint assessments, joint strategies, co-ordination of political engagement, and practical initiatives such as establishment of joint donor offices;
- ✓ aligning their assistance with central government-led strategies to the maximum possible extent or, if that is not possible, making maximum use of national, regional, sectoral or non-governmental systems;

⁸ Ibid

⁹ UNIFEM, (2008) Progress of the World's Women 2008/2009, New York: UNIFEM

- ✓ avoiding activities that undermine national institution-building, such as bypassing national budget processes or setting high salaries for local staff.

4. Gender Equality in the AAA: Moving from Commitment to Action!

In Accra in September 2008 development partners came together to review the implementation of the Paris Declaration on Aid Effectiveness. Participants endorsed the Accra Agenda for Action (**AAA**), which explicitly acknowledged the primacy of development outcomes as opposed to the more narrow focus of the Paris Declaration on the effectiveness of aid delivery processes.

The AAA asserts the indispensability of gender equality, human rights and social inclusion to achievement of development results. It recognises that gender equality is a “cornerstone” for achieving impact and acknowledges the need for policies to address gender equality in a more consistent, systematic and coherent way.¹⁰

The following commitments are made in the Accra Agenda for Action with the goal of strengthening aid policies in fragile States:¹¹

- ✓ Donors will conduct joint assessments of governance and capacity and examine the causes of conflict, fragility and insecurity, engaging developing country authorities and other relevant stakeholders to the maximum possible extent.
- ✓ At country level, donors and developing countries will work and agree on a set of realistic peace- and State-building objectives that address the root causes of conflict and fragility and help ensure the protection and participation of women. This process will be informed by international dialogue between partners and donors on these objectives as prerequisites for development;
- ✓ Donors will provide demand-driven, tailored and co-ordinated capacity development support for core State functions and for early and sustained recovery. They will work with developing countries to design interim measures that are appropriately sequenced and lead to sustainable local institutions.
- ✓ Donors will work on flexible, rapid and long-term funding modalities - on a pooled basis where appropriate - to bridge humanitarian, recovery and longer-term development phases; and they will support stabilisation, inclusive peace-building, and the building of capable, accountable and responsive States. In collaboration with developing countries, donors will foster partnerships with the UN System, international financial institutions and other donors.
- ✓ At country level and on a voluntary basis, donors and developing countries will monitor implementation of the Principles for Good International Engagement in Fragile States and Situations, and will share results as part of progress reports on implementing the Paris Declaration.

¹⁰ Accra Agenda for Action, (2008) www.undp.org/mdtf/docs/Accra-Agenda-for-Action.pdf

¹¹ Ibid

UNIT B. AID EFFECTIVENESS AND IMPLEMENTATION OF SCR 1325 & 1820: MAKING THE LINKAGES

1. Security Council Resolution 1325 on Women, Peace & Security

Key Principles

SCR 1325, adopted unanimously by the United Nations Security Council in October 2000, is a landmark Security Council Resolution that affirms the importance of bringing gender perspectives to the centre of all United Nations conflict prevention and resolution, peace-building, peacekeeping, rehabilitation and reconstruction efforts.¹² The Resolution recognises the impact of conflict on women, their role in preventing and resolving conflict, and calls for their equal participation in international security and peace-making efforts.

Participation, Protection & Prevention: “3 P’s” Framework for Action:

Within its broad framework, SCR 1325 can be understood in terms of its three main pillars: Participation, Protection and Prevention.

- ✓ **Participation** and representation of women in all aspects of peace-building and security.
- ✓ **Protection** of women as a group within all aspects of peace-building and security.
- ✓ **Prevention** of sexual and other violence and prevention of conflict.¹³

SCR 1325 demands changes at all levels of peace and security work:

All States: end impunity and prosecute those responsible for genocide, crimes against humanity, and war crimes including violence against women and girls.

UN Member States: increase representation of women at all decision-making levels of institutions and mechanisms for the prevention, management and resolution of conflict; provide female candidates as special representatives and envoys to the UN Secretary-General; incorporate gender issues and HIV/AIDS awareness training into national training programmes for military and civilian personnel; increase voluntary financial, technical and logistical support for gender-sensitive training.

All actors involved in negotiating and implementing peace agreements: adopt a gender perspective including the following: attention to the special needs of women and girls; support for local women’s peace initiatives; involvement of women in all implementing mechanisms of the peace agreement; ensuring protection of the human rights of women and girls in the constitution, electoral system, police and judiciary.

All actors involved in disarmament, demobilisation and reintegration: consider the different needs of female and male ex-combatants and take into account the needs of their dependents.

All parties to armed conflict: respect international law that protects the rights of women and girls; protect women and girls from gender-based violence; respect the civilian and humanitarian character of refugee camps; take into account the needs of women and girls in refugee camps, including in the design of the camps.¹⁴

¹² Security Council resolution 1325. New York: United Nations Security Council, 2000. www.un.org/Docs/scres/2000/sc2000.htm

¹³ NGO Working Group on Women, Peace and Security (2005) *SCR 1325 Checklist*. www.womenpeacesecurity.org

¹⁴ INSTRAW (2006), *Securing Equality, Ensuring Peace: A guide to policy and planning on women, peace and security (SCR 1325)*. www.un-instraw.org/en/docs/1325/1325-Guide-ENG.pdf

2. Security Council Resolution 1820: sexual violence as a tactic of warfare

In contemporary conflicts, women are increasingly in the front line. A former United Nations force commander recently noted that, "it is more dangerous to be a woman than to be a soldier in the Eastern Democratic Republic of Congo." Security Council Resolution 1820, unanimously adopted in June 2008, stands as an essential complement to the full implementation of SCR 1325 on women, peace and security. SCR 1820 addresses one specific aspect of the women, peace and security agenda: namely sexual violence used as a tactic of war. SCR 1820 strengthens 1325 in this area by prohibiting amnesty for sexual and gender based violence (SGBV) and calling on the UN to develop peacekeeping tactics and mediation methods to address SGBV. Among other provisions, the Resolution:

- ✓ recognises that efforts to prevent and respond to sexual violence as a tactic of war may be linked to the maintenance of international peace and security – underlining that, as a security issue, it deserves a security response and therefore rightly belongs on the Council's agenda;
- ✓ affirms the recognition of sexual violence in conflict as a war crime, crime against humanity and constituent act of genocide, and hence a matter that can be referred to the sanctions committee;
- ✓ strengthens the prohibition on amnesty for such crimes;
- ✓ calls for stronger and clearer guidelines to United Nations peacekeepers to prevent sexual violence against civilians;
- ✓ calls for more systematic and regular reporting on the issue; *and*
- ✓ asserts the importance of women's participation in all processes relating to prevention of sexual violence in conflict, including their participation in peace talks.¹⁵



Who is Responsible for Implementing SCR 1325 & 1820?

- ✓ Security Council
 - ✓ Secretary General and the UN System
 - ✓ Mediators & Negotiators in Peace Processes
 - ✓ Peacekeepers, the Military
 - ✓ Armed Groups, Rebel Groups
 - ✓ Those involved in peacekeeping and peace missions
- UN & Member State support can build up the capacity of civil society to help advance peace-building processes.

¹⁵ Security Council resolution 1820. New York: United Nations Security Council, 2008.
www.un.org/Docs/sc/unsc_resolutions08.htm

3. Post Conflict Planning Processes – Ensuring Women’s Participation and Ownership of Development Priorities

Implicit in full implementation of SCRs 1325 and 1820 at the local, regional and global levels is gender-responsive aid effectiveness. SCR 1325 recognises that “peace is inextricably linked to equality between women and men”.¹⁶ While women, men, boys and girls are all subject to violence during conflict, specific resources need to be allocated to address the particular needs of women and girls as required by SCRs 1325 and 1820, including the far-reaching consequences of sexual and gender-based violence and often neglected gender-related issues in disarmament, demobilisation and reintegration.

The effective engagement of women in post-conflict planning, however, requires a pre-positioning process. If women are to play a role in the aftermath of conflict their capacities for peace-building, planning, and monitoring must be supported even before the guns fall silent. Both during and after conflict, women and gender experts must be present in peace negotiations and agreements, in the planning and implementation of UN peace operations, in decision-making on resource allocation, and in the creation and administration of new governments, security institutions and the rule of law. It is imperative that the inclusion of women and women’s needs be ensured at the outset and not as an afterthought once the frameworks for peace talks and for post-conflict recovery have already been set up.¹⁷



Key Questions for Ensuring that Women’s Priorities are Integrated in Planning Processes

Gender equality advocates¹⁸ have pointed out that achieving such goals requires addressing a number of questions such as:

- ✓ What is the involvement of women in peace negotiations and donor conferences?
- ✓ To what degree are they - and their priorities, concerns and values - integrated into in-country donor needs assessments?
- ✓ To what extent are they actively involved in developing frameworks for peace-building and national reconstruction and given serious consideration in defining priorities and resources?
- ✓ To what extent are systems of donor accountability for disbursement of funding during and after crises gender-sensitive?
- ✓ What is the involvement of women in peace negotiations and donor conferences?
- ✓ To what degree are they, their priorities, concerns and values integrated into in-country donor needs assessments?
- ✓ How can a gender lens be applied to auditing the outputs from the billions of dollars spent globally for humanitarian aid, reconstruction and peace-building? ¹⁹

While gender equality has received little attention in the evolving aid effectiveness agenda, and is only mentioned as a crosscutting issue in paragraph 42 of the Paris Declaration, the principles of the Paris Declaration and the commitments of the 2008 Accra Agenda for Action can be applied as a guide in implementing and evaluating gender-responsive aid effectiveness in fragile States. Development of truly gender-responsive aid effectiveness in conflict and post-conflict settings may be one of the

¹⁶ Security Council resolution 1325. New York: United Nations Security Council, 2000. www.un.org/Docs/scres/2000/sc2000.htm

¹⁷ Goetz, Anne-Marie, (2009) UNIFEM Issue Brief: *Promoting Gender Equality in Recovery and Peacebuilding: Planning & Financing, Monitoring & Accountability*.

¹⁸ Whittington, Sherrill A. (2007) *Financing for Gender Equality: Post-Conflict Reconstruction and Peacebuilding*.

¹⁹ Ibid

strongest tools for realising the promises and potential of SCRs 1325 and 1820.

Planning Processes in Conflict and Post Conflict Situations: Advancing Ownership, Alignment & Harmonisation – Achieving Participation, Protection & Prevention.



Gaps and Challenges for Integrating Women’s Priorities in Post Conflict Reconstruction

National capacity-building in the immediate aftermath of conflict is often approached as a gender-neutral measure. It is assumed that women benefit as much as men from “gender-neutral” investment and aid management, demobilisation and revival of public services. Gender analysis, however, indicates that most gender-neutral investments do not have an equal value for women unless their needs are specifically assessed.²⁰

Neglect of women’s needs in planning processes in conflict and post-conflict situations - particularly in relation to physical security, productive asset and income control, and access to decision-making - can impose serious costs on recovery, undermining the credibility of efforts to reassert the rule of law, and slowing economic recovery.

The effective integration of gender equality and women’s empowerment priorities, however, must occur from the outset, for there is a striking absence of women and gender expertise in peace negotiations and peace accords.²¹ In particular:

- ✓ only **1.2%** of signatories to this sample of peace agreements were women;
- ✓ of 13 cases for which information was available, **no** chief or lead peace mediators were female;
- ✓ the rate of women’s participation in negotiating delegations averaged **9.6%** of the cases for which such information was available.²²

This major gap has serious consequences for aid effectiveness.

SCR 1325 specifically calls for *“increased representation of women at all decision making levels in national, regional and international institutions and mechanisms for the*

²⁰ UNIFEM, (2008) Progress of the World’s Women 2008/2009, New York: UNIFEM

²¹ UNIFEM, (2009) Women’s Participation in Peace Negotiations: Where are the Numbers?

²² UNIFEM, (2009) Women’s Participation in Peace Negotiations: Where are the Numbers?

prevention, management and resolution of conflict."²³ SCR 1820 calls on all parties to "facilitate the equal and full participation of women at decision-making levels."²⁴

The absence of women and gender expertise in peace negotiations and peace accords impacts on the effectiveness of needs assessments, missions, donor conferences and multi-donor trust funds.

Joint/Post-Conflict Needs Assessments – Identifying and Agreeing on the Priorities

What are they?

Needs assessments were first introduced by humanitarian agencies, involving definition of basic needs, identification of deficits in the fulfilment of these needs (based on standards, and considering vulnerability, risks and capacities), and assessment of the external assistance needed to close these deficits. Needs assessments for recovery and developmental purposes take a broader view of needs, including institutional, policy and infrastructure issues.²⁵

Joint Needs Assessments (JNAs), Joint Assessment Missions (JAMs) and Post-Conflict Needs Assessments (PCNAs) in conflict-affected situations are multilateral initiatives that usually build on the outcomes of peace agreements and are undertaken by the UN and the World Bank (and often additional institutions such as the African Development Bank), in collaboration with the national government and with cooperation inputs from donor countries.²⁶ JNAs, JAMs and PCNAs include both an assessment of needs and a national prioritisation and costing of needs. Ultimately these joint assessments aim to achieve sustained reconstruction and development and to deepen the peace process.²⁷

Providing timely and substantive support to post-conflict recovery and peace building has increasingly become a key priority for donors. A large part of this assistance is mobilised *via* international reconstruction conferences, at which donors make pledges based on an overall assessment of post-conflict recovery needs. The post-conflict needs assessment thereby provides an entry point for conceptualising, negotiating and financing post-conflict recovery strategies.²⁸

Do Post Conflict Needs Assessments Advance the Implementation of SCRs 1325 and 1820?

Both JNAs, JAMs and PCNAs can effectively advance the implementation of SCRs 1325 and 1820 by ensuring that there exists an overall commitment to gender equality and women's rights, technical gender expertise, inclusion of gender experts and representatives of women groups and networks, and dedicated resources in support of the process.

Yet, the absence of consistent methodologies and tools for integrating gender perspectives and women's rights in PCNAs, or of post-disaster assessments and planning processes, poses a major obstacle for aid effectiveness. Advocates point out that in the case of Sudan, Somalia and the Great Lakes Region the PCNAs indicate that "gender will be mainstreamed". However clear direction on how to "mainstream" is missing, leaving a serious gap in accountability for gender equality and women's empowerment. In addition,

²³ Security Council resolution 1325. New York: United Nations Security Council, 2000. www.un.org/Docs/scres/2000/sc2000.htm

²⁴ Security Council resolution 1820. New York: United Nations Security Council, 2008. http://www.un.org/Docs/sc/unscl_resolutions08.htm

²⁵ United Nations Development Programme, World Bank, United Nations Development Group, (2004) *Practical Guide to Multilateral Needs Assessments in Post-Conflict Situations*.

²⁶ The Darfur post conflict needs assessment is called the Darfur Joint Assessment Mission (D-JAM). <http://darfurjam.unsudanig.org>

²⁷ <http://darfurjam.unsudanig.org/index.php?fid=intro>

²⁸ Adapted from United Nations Development Group: Post Conflict Needs Assessments. www.undg.org/index.cfm?P=144

women and gender experts are usually not included in the design of the financing instruments, the decision-making structures or the monitoring systems.²⁹

The Costing Gap – A Key Challenge!³⁰

A UNIFEM analysis³¹ of PCNAs found that there is no easy way of assessing how a cross-cutting issue such as gender equality is addressed within PCNA sectors and sub-sectors, and that it is even harder to identify cost estimates for activities that respond to women's needs.

The analysis reveals that one major shortfall in efforts to mainstream gender into needs assessments has been a deficiency in costing procedures and, as a result, inadequate resource mobilisation.

Eight PCNAs were analysed to assess the extent of gender mainstreaming in PCNA situation analyses and in cost estimates for priority measures. The study found that gender issues are 'front-loaded' in Conflict Needs Assessments – mentioned in sub-sector overviews – but are less often specified in cost estimates for priority spending.

About 38% of budgeted sub-sectors contain gender analysis, but on average fewer than 8% of actual budgets specify women's needs.

Economic recovery and infrastructure sub-sectors received 60% of total funding but were weak on gender analysis and on funding allocations for women's needs.

It is often argued that these sectors are 'gender neutral' and that women benefit as much as men from investments in these areas. This is not necessarily the case. If temporary employment programmes, for instance, do not make specific provisions to make employment accessible for women, including due attention to constraints on their labour such as childcare, women may not benefit.

Similarly, women may not benefit from infrastructure programmes that revive markets in which women are not active or build up social infrastructures without facilities for girls and women.

Donor Conferences – A Harmonised Approach to Mobilising Aid in Post-Conflict Reconstruction

Donor conferences provide a key opportunity for mobilising external assistance in support of socio-economic development with the aim of bringing greater prosperity to post-conflict contexts, and contributing to sustainable growth and consolidation of democratic institutions and good governance practices. Donor conferences are also an opportunity for discussing key economic policies, preferred modalities of donor support, and principles of donor coordination. At donor conferences donors are often asked to pledge against financial needs identified in medium-term expenditure frameworks.³²

However, women and gender experts are often absent from donor conferences and women's needs and gender considerations often go largely and inconsistently unaddressed.



Sudanese Women's Recommendations to the Oslo Donor's Conference April 2005:

Sudanese women called for a commitment to principles of gender-responsive resource allocation that would require at least 80% of budgetary allocations

²⁹ Gumbonzvanda, Nyaradzai, (2008) *Financing Gender Equality in Fragile States*.

³⁰ Refer to Module 3 which contains a Section on Costing methodologies.

³¹ Goetz, Anne-Marie, (2009) UNIFEM Issue Brief: *Promoting Gender Equality in Recovery and Peacebuilding: Planning & Financing, Monitoring & Accountability*.

³² European Commission/World Bank, (2008) Kosovo Donor's Conference Brussels, Belgium

and resource support for Sudan's reconstruction to meet at least three of the following criteria:

- ✓ Direct benefits for women, contributing directly to women's empowerment and increasing women's capacities, opportunities and access to resources.
- ✓ Reduction in gender inequalities in law, policy and practice.
- ✓ Direct benefits for young people, especially girls, in disadvantaged communities; implementation of Sudanese women's recommendations to the Oslo Donors Conference in April 2005.
- ✓ Targeting of rural areas.

Source: UNIFEM, (2005) *Towards Achieving the MDGs in Sudan: Centrality of Women's Leadership and Gender Equality*

www.unifem.org/attachments/products/TowardsAchievingMDGsInSudan_eng.pdf

In 2008, ahead of the second Sudanese Donors' Consortium held in Oslo, Norway, Sudanese women expressed grave concerns about the situation of women in Sudan and sent an urgent appeal to donors for resources specifically for addressing women's needs.

In a meeting prior to the Donor Conference facilitated by UNIFEM, the Initiative for Inclusive Security and the Norwegian Ministry of Foreign Affairs, a group of 20 Sudanese women from across Sudan assessed progress made since the first Sudanese Donor's Consortium as too slow. In a joint declaration the women pointed out the following:



Three Years Later: Progress for Women Remains Slow Sudanese Women's Statement in Advance of 2008 Oslo Donors Conference

"We are particularly concerned about the persistence of extremely poor human development indicators in relation to women and girls' literacy, maternal mortality, productive asset security, economic and political empowerment and protection from gender-based violence. There are several gaps in aid performance from a gender equality perspective:

Resources for women's empowerment and gender equality remain very limited. There is a need for dedicated gender equality expertise in major peace and development trust funds, and for gender-sensitive indicators on the performance of aid;

Mechanisms to promote women's rights such as the relevant national ministries do not have sufficient resources or influence in decision-making fora;

Women's real access to justice is limited by significant capacity constraints in the judicial sector and the absence of reform of Family Law and adequate criminal law provisions for addressing violence against women. Legal reforms must be accelerated to bring judicial processes in line with constitutional equality provisions, including laws of particular relevance to women;

Women are not given the opportunity to lead and to own peace building and development. They are insufficiently represented on the oversight committees of trust funds, and on all commissions overseeing the implementation of the Comprehensive Peace Agreement and the peace negotiations in Darfur."

To address these issues the women demand focused support for women's leadership, including endorsement and realisation of a 25% quota for women

in public office; fast-track efforts to address the most severe aspects of discrimination against women, notably in education and maternal mortality, as well as gender-based violence; enhanced cooperation between government and women's civil society organisations; and increased government and donor accountability to women through the creation of a body to monitor allocations and their impact on women. "The time to invest in women is now", say the women in their declaration. "Let us not lose this opportunity."

Source: UNIFEM, (2008) Press Release: Ahead of Donor Conference, Sudanese Women Express Grave Concerns about Women's Situation and Lack of Funding
http://www.unifem.org/news_events/story_detail.php?StoryID=680

4. Aid Delivery Mechanisms in Post Conflict Reconstruction and Fragile States

Programme Based Approaches

Can they Ensure Funding to Meet Women's Needs in Post-Conflict and Fragile States?

The Paris Declaration principle of alignment requires aid to be aligned with national development strategies, institutions and procedures. Donors are also expected to deliver more untied aid, increase its predictability and avoid creating parallel implementation structures that result in an excessive number of potentially conflicting targets and requirements from partner countries. To this end donors have adopted programme-based approaches which allow the channelling of aid through national budget systems and Medium Term Expenditure Frameworks based on Sector-Wide Policies and plans. However, the use of country systems is conditional on governments having strong institutions and strengthening their Public Finance Management Systems that promote performance-based budgeting. In post-conflict and fragile States such conditions are not normally met and therefore donors prefer to use other forms of aid delivery, including project funding or basket funding. For example in **DRC** the major part of the aid – 65% – received between 2005 and 2006 was delivered through project funding, even though both government and civil society saw this mechanism as carrying the risk that donors would continue to exercise control over the management of allocations and disbursements. The choice of project funding in this instance was largely due to limited capacity and inadequate public finance management systems.³³

Women's rights activists and gender equality advocates have, however, argued that in situations of fragility the use of project funding remains critical in addressing the priorities and needs of women and children. They have the potential to direct funding to specific areas of concern including violence against women and HIV/AIDS which have a direct impact in their lives. Such arguments are illustrated below in the case study from **Afghanistan**.

Multi-Donor Trust Funds

To what extent are systems of donor accountability for disbursement of funding during and after crises gender-sensitive?

Multi-donor trust funds are used to provide financing mechanisms in which money from different donors is pooled to achieve a common set of objectives agreed with a government. Multi-donor trust funds can provide a convenient way of pooling donor resources and a mechanism for ensuring efficient and coordinated delivery of financial support.³⁴

³³ Muteshi J, (2008) Mapping Aid Effectiveness and Gender Equality in Africa: Regional Issues and Trends, www.gendermatters.eu.

³⁴ Paul Thornton, (2006) *Asian Regional Forum on Aid Effectiveness: Implementation, Monitoring and*

Another means of disbursing funds in conflict contexts is the through the Central Emergency Response Fund (CERF), a humanitarian fund established by the United Nations to enable more timely and reliable humanitarian assistance to be provided to those affected by natural disasters and armed conflicts.³⁵

Yet to date there is a sizeable funding deficit in multi-donor trust funds, CERFs and other peace-building funds in respect of women's needs in conflict and post-conflict situations.³⁶

In most cases multi-donor trust funds have no specific mechanisms with which women and women's representatives can access the resources. Significant obstacles such as rules, processes, language and other requirements make it difficult for national women's organisations to access funds. In addition there is a lack of funds set aside for building up the capacity of women's groups, and for providing information to enable the women's groups to access the funds.³⁷

There is only a rough indication of the relative lack of funding for women's post-conflict needs, as these funds do not use a **gender marker** to track financial allocations. The only method, therefore, of calculating funds allocated to addressing gender equality issues or women's specific needs is through assessment of individual projects.³⁸

Addressing Gender in Humanitarian Appeals (CAPs)

A recent UNIFEM study examined gender-based expenditure in humanitarian appeals. 17,000 projects were reviewed in consolidated and flash appeals for 24 countries over the three-year period 2006–2008. Just **2.3%** of projects submitted for funding in these emergency appeals addressed gender issues, whether by including women as major beneficiaries along with others (e.g. women and child health projects) or in women-specific projects (e.g. addressing gender based violence). Only about **2%** of committed funds specifically addressed women's needs. The majority of both categories of gender project (gender-related and gender-specific) fell into somewhat gender-stereotyped areas – health and gender-based violence - suggesting that there is also a deficit in planning and analytical imagination in outlining women's needs for support in such areas as shelter, rehabilitation and integration of combatants and displaced populations. While consolidated and flash appeals deal primarily with humanitarian response, this analysis provides an indicative suggestion of patterns of early recovery response.

While it is invidious to put a figure on the amount of recovery financing that should be allocated to women's needs, particularly since women can benefit from non-gender-marked projects such as water and sanitation (assuming that implementing partners recognise women's needs and resource use patterns), **a funding level of 2% is without question exceptionally low** for a category of people that international agencies have recognised as experiencing particular vulnerabilities which require a response.

Evaluation. www.adb.org/Documents/Events/2006/Aid-Effectiveness/country-papers/INO-MDF.pdf

³⁵ Goetz, Anne-Marie, (2009) UNIFEM Issue Brief: *Promoting Gender Equality in Recovery and Peacebuilding: Planning & Financing, Monitoring & Accountability*.

³⁶ Goetz, Anne-Marie, (2009) UNIFEM Issue Brief: *Promoting Gender Equality in Recovery and Peacebuilding: Planning & Financing, Monitoring & Accountability*.

³⁷ Gumbonzvanda, Nyaradzai, (2008) *Financing Gender Equality in Fragile States*.

³⁸ Goetz, Anne-Marie, (2009) UNIFEM Issue Brief: *Promoting Gender Equality in Recovery and Peacebuilding: Planning & Financing, Monitoring & Accountability*.



Need for donor alignment in support of women & gender equality in peace-building funding mechanisms – the Nepal Peace Trust Fund

The Nepal Peace Trust Fund, established in 2006, seeks to mobilise donor funding to consolidate the peace process. At the request of the Ministry of Finance and supporting donors, UNDP deployed experts to guide the design, set-up and management of the Fund and to train government officials. The operational arrangement for the Trust Fund follows the pooled funding modality in support of the following areas: rehabilitation of displaced people, accomplishment of the Constituent Assembly Election, reconstruction of physical infrastructure, and rehabilitation of Maoist combatants. The Ministry of Women has not been included in the Trust Fund's Operational Committee. Furthermore the Trust Fund's Operation Rules do not provide for inclusion of any gender equality issues in the activities supported through the Fund. As a result, the budget has not included any separate allocations for gender equality and women's empowerment.

Source: Chiwara, Letty and Karadenizli, Maria (2007) *Mapping Aid Effectiveness and Gender Equality: Global Findings*

To what extent are women and gender experts actively involved in developing frameworks for peace-building and national reconstruction and given serious consideration in defining priorities and resources?

A UNIFEM mapping study of 12 countries, three of which were conflict-affected, showed that in general, while some progress had been made in integrating gender equality priorities in national development plans, these priorities tend to evaporate when it comes to sectoral programming and resource allocation. The evaporation of gender equality priorities in programming and budgeting processes has been attributed to the limited capacities of Ministries of Finance and Economic Planning, Sector Ministries and national women's machinery to undertake gender analysis within macroeconomic policy formation, which in turn limits their ability to integrate gender equality targets and indicators into results frameworks and medium term expenditure frameworks.³⁹

The mapping study showed that, where governments put in place institutional mechanisms to expand the participation of gender equality advocates in national priority setting, it resulted in better integration of gender equality and women's empowerment priorities in national development and poverty reduction strategies. The mapping highlighted the need for technical capacity and consistent engagement of gender equality advocates in national development planning, budgeting and monitoring to ensure that gender commitments are followed through and governments and donor partners are accountable for the financing of gender equality and women's empowerment.

5. Accelerating the Implementation of SCR 1325 and SCR 1820 through the Aid Effectiveness Agenda

Key Entry Points

It has been noted that women's exclusion from power-sharing and wealth-sharing agreements at the peace table and subsequently from national government, and the relatively low priority often assigned to women's recovery needs, results in a relatively small allocation for gender-related spending. However, the size of the funding deficit,

³⁹ Chiwara, Letty and Karadenizli, Maria (2007) *Mapping Aid Effectiveness and Gender Equality: Global Findings*

particularly given the commitment of international institutions and bilateral donors to addressing gender equality issues, is surprising and requires an explicit response.⁴⁰

Drawing on the EU's Comprehensive approach to the EU implementation of United Nations SCR1325 and 1820 on women, peace and security⁴¹, below are given some key entry points for accelerating the implementation of SCRs 1325 and 1820:

- ✓ **Promoting respect for international humanitarian law** – to implement SCR 1820 the EU will pay particular attention to respect for the prohibition of rape and other forms of sexual violence in peacekeeping operations.
- ✓ **Three pronged approach** – the EU will (i) integrate women, peace, and security issues into political and policy dialogue with partner governments, particularly for countries affected by armed conflict, in post-conflict situations or in situations of fragility; (ii) mainstream a gender equality approach in its policies and activities, especially in contexts of crisis management and in its long-term development cooperation; and (iii) support specific strategic actions (for example through the European Instrument for Democracy and Human Rights or the Instrument for Stability – see Annex 1 for more details).
- ✓ **Strengthening local, national and regional ownership and implementation of Resolution 1325 and ensuring consultations and cooperation with local stakeholders** – this will include consultations with issue-specific groups (e.g. those concerned with health); support for and building up of local capacity of Non-State Actors to ensure their full participation in the promotion of women's rights and gender equality; and support for countries in their efforts to develop and base national action plans or other national level strategies on Resolutions 1325 and 1820.
- ✓ **Solid contextual understanding** – the EU will promote a gender-sensitive approach in the preparatory phases of its activities, thus seeking to obtain a thorough understanding of issues such as women's participation in political, cultural and economic life, and sexual and gender-based violence.
- ✓ **Specific attention paid to children's rights** – the EU will pay particular attention to girls and boys as victims of sexual violence.
- ✓ **Strengthening cooperation with other actors, especially the UN** – the EU will further consolidate its work with regard to women, peace and security related issues through strategic cooperation with international actors (eg. UN Secretariat and relevant UN agencies, notably UNIFEM and the ICRC).
- ✓ **Political support for SCRs 1325 and 1820** – the EU will promote implementation of the Resolutions through its political and human rights dialogue with partner governments and seek to raise awareness and mobilise decision-makers on the issues at stake, with particular regard to the preparation of Beijing +15 and the 10th Anniversary of SCR1325 in 2010.
- ✓ **Training** – the EC will organise on a regular basis headquarters-based training on women, peace and security in addition to gender training courses ongoing in its Directorates.
- ✓ **Integration of women, peace and security considerations in sector activity** – special focus will be given to sector dialogue and programmes in Security Sector Reform, Governance and Civil Society, Economic Security, Health, Education, and Humanitarian Aid.

⁴⁰ Goetz, Anne-Marie, (2009) UNIFEM Issue Brief: *Promoting Gender Equality in Recovery and Peacebuilding: Planning & Financing, Monitoring & Accountability*

⁴¹ Council of the European Union, Dec 2008, 15671/1/08 Rev 1 – Comprehensive approach to the EU implementation of UN SCR 1325 and 1820 on women, peace and security.



KEY POINTS

- ✓ Joint donor assessments in situations of fragility should include a gender analysis with the objective of identifying needs and priorities and developing policy interventions to promote gender equality and women's empowerment.
- ✓ Donors should consistently use the gender marker on funds targeting women explicitly and directly or as part of a broader beneficiary group. The marker's existence and the requirement to use it has the positive effect of raising planners' awareness of the issues and of the need to bear in mind gender-specific needs in particular sectors.
- ✓ Implementation of gender-specific interventions in fragile States should be supported through the establishment of specific financing mechanisms, including basket funding.
- ✓ The UN can play an important role in bringing together government, donors, civil society and women's organisations for inclusive and effective dialogue with the objective of realising an agenda and the accompanying resources for promoting gender equality and women's empowerment in situations of fragility.
- ✓ Measures to address sexual and gender-based violence should be integrated into all development programming in post-conflict and crisis situations, in line with SCRs 1325 and 1820.
- ✓ Project funding mechanisms designed in a participatory and harmonised manner present an opportunity for ensuring donor support for specific women's needs and priorities in post-conflict and fragile States.
- ✓ Aid should support strengthening of government and civil society partnerships and build on the untapped human capital of marginalised social groups and local communities so as to ensure sustainable development results.

6. Making the Paris Declaration Principles Work for Gender Equality and Women's Empowerment ⁴²

Principle of National Ownership

Partner countries exercise effective leadership over their development policies and strategies, and co-ordinate development actions

- ✓ Partner countries should create opportunities for gender equality advocates and their national women's machinery to participate in and shape decisions on aid delivery at country level.
- ✓ Donor and partner countries should strengthen the capacities, resources and authority of national women's machinery to monitor the impact of national development planning and spending on gender equality and women's rights.
- ✓ Indicators for monitoring and evaluating national ownership generally check for the presence of Poverty Reduction Strategies. They need also to measure how far these strategies integrate national gender equality priorities.

Principle of Alignment

Donors base their overall support on partner countries' national development strategies, institutions and procedures

⁴² UNIFEM, (2008) Progress of the World's Women 2008/2009, New York: UNIFEM

- ✓ Donors should support partner countries' efforts to align their Poverty Reduction Strategies with existing gender equality and women's empowerment commitments, including National Action Plans on Gender Equality, and to translate these plans into budget-linked and results-oriented operational programmes.
- ✓ Partner countries should adopt Gender Responsive Budgeting as a tool for enhancing results-based management and accountability and for ensuring financial allocations for gender equality priorities.

Principle of Harmonisation

Donors' actions are more harmonised, transparent and collectively effective

- ✓ Division of labour and planning among donors (e.g. Joint Assistance Strategies) and between donors and partner countries (Poverty Reduction Strategies) should promote mutual accountability for national policies and commitments to gender equality.
- ✓ Donors should undertake joint analyses and reviews of implementation gaps at national and sectoral levels in order to improve dialogue, decision-making, implementation and monitoring of gender equality commitments.
- ✓ Joint assessment missions in fragile States and conflict countries should help integrate gender analysis and develop specific interventions in support of gender equality and women's empowerment.

Principle of Managing for Results

Managing resources and improving decision-making for results

- ✓ Donors and partner countries should invest more in building up capacities and strengthening systems for collection, analysis and use of sex-disaggregated data in aid management as a way of measuring the impact of aid on gender equality.
- ✓ Donors and partner countries should agree to track resources invested in gender equality and women's empowerment as part of performance assessment frameworks.

Principle of Mutual Accountability

Donors and partners are accountable for development results

- ✓ Donors and partner countries should integrate gender-responsive indicators and targets in performance assessment frameworks for monitoring the results and impact of development assistance.
- ✓ Donors and partner countries should agree to assess the extent to which international agreements on gender equality are being translated into national-level policies, and the extent to which these efforts are supported by donor funding.

CASE STUDIES

1. The EC Takes Action to Make Gender Equality in Aid Effectiveness a Reality

Following up on the High Level Forum on Aid Effectiveness, the EuropeAid Cooperation Office started to draft an Action Plan for implementing the AAA. As a follow-up to the 2005 Paris Declaration EuropeAid had already taken steps to ensure that staff members would be informed about the requirements for ensuring aid effectiveness (through websites, information notes and training sessions). It also developed strategies for achieving EU targets on aid effectiveness and tools to monitor EuropeAid's progress on achieving these targets. It set up two networks – at HQ and Delegation level - to implement the EC's work programme on aid effectiveness and worked towards promoting the participation of an increased number of staff members at Delegation level in activities requiring a division of labour, and in identification of possible in-country constraints that could hamper aid effectiveness. The new Action Plan, which is at present being finalised, aims to improve on these achievements by incorporating the commitments in the AAA. It identifies five priority areas for action: (1) use of country systems including capacity-building; (2) division of labour; (3) untied aid; (4) changed conditionality; (5) predictability and transparency. In addition it includes three thematic priorities: (1) adaptation of aid policies for countries in fragile situations; (2) deepening of engagements with civil society organisations; and (3) promotion of gender equality.

The three thematic priorities will be of particular importance for the EC-UN Partnership. Thematic Priority 1 clearly states that women need to be protected and have to participate fully in peace- and State-building objectives, particularly in fragile States (to be piloted in Sierra Leone, Guinea Bissau, Burundi, Haiti and Yemen).

Measures to be undertaken under thematic priority 2 are mainly focused on developing programmes and activities in building up the capacity of Civil Society Organisations (CSO) and promoting their involvement in EU policy and programme development and implementation. The EC-UN Partnership will use this entry point and focus its cooperation on enhancing CSO involvement, particularly of women's organisations, as many of the National Action Plans of the Partnership's pilot countries show.

The third thematic priority, promotion of gender equality, is based on the commitments in the European Consensus and prescribes activities in four areas: (a) policy consistency, (b) capacity-building, (c) accountability and reporting on gender, and (d) gender in fragile situations. It proposes developing these activities in a group of pilot countries, namely Ethiopia, Cameroon, DRC, Honduras, Nicaragua, PNG, Indonesia, Nepal and Ukraine, which happen to be partner countries in the EC-UN Partnership and therefore offer the Partnership a clear entry point for close cooperation.

For more information on the EC's instruments and on best practice in respect of aid in support of women, peace and security, see Annex 1 at the end of this module.

Source: Chiwara Letty (editor); Engendering EC Programming: A Briefing Note. To be found at www.gendermatters.eu – intranet password protected

2. Lack of Harmonised Efforts to Implement SCR 1325 in Indonesia⁴³

Implementation of UNSCR 1325 in Indonesia has so far centred on workshops and seminars with little or no impact on women's participation in actual peace or conflict processes. In February 2007 a workshop on capacity building for NGOs in post-conflict areas reintroduced SCR 1325 to the State Ministry for Women's Empowerment as well as to NGOs through training in advocacy and the role of media. One outcome was an Anti-Gender-Based Violence Coalition coordinated by the NGO *Yayasan Jurnal Perempuan* to raise awareness of SCR 1325 and increase women's participation in peace-building in post-conflict areas, as well as to address gender-based violence in conflict-affected areas. However such initiatives have not yet received concerted donor support.

The Government's plans to implement SCR 1325 in 2008 include a needs assessment in post-conflict areas of Central Sulawesi, Maluku and Papua, dissemination of information on the SCR in post-conflict areas, and design of an implementation strategy as well as a coordination mechanism. Training and development of standard procedures in post-conflict management are also being considered. A lead agency for implementation of SCR 1325 is to be designated – probably the State Ministry for Women's Empowerment or the Coordinating Ministry for Politics, Law and Security.

From the donor partners' side, UNFPA is the international lead agency, supported by the Asian Development Bank, CIDA-Canada, UNDP and UNIFEM. However, with the exception of UNFPA and UNIFEM, the agencies support gender mainstreaming activities without explicitly referring to SCR 1325. The UNDP Peace through Development Project conducts women's leadership programmes, organises women's fora and encourages women's participation in local-level planning processes. The Ministry of Home Affairs also supports women and girls in post-conflict areas. Guidelines are being developed for women's empowerment in post-disaster, conflict and border areas.

3. Inclusive Partnerships to Harmonise Support to Development and Gender Equality: Special Fund to End Violence against Women in Afghanistan⁴⁴

This case study demonstrates how a harmonized approach to funding innovative and community-led initiatives has the potential to increase resources and cooperation around critical and often under-resourced constraints to gender equality and women's human rights.

Decades of internal conflict and gender discrimination have perpetuated women's economic and social disenfranchisement in Afghanistan. Violence against women and girls is endemic in all spheres of public and private life. Over 87 per cent of all women suffer from domestic abuse, making the country 'one of the most dangerous places in the world to be a woman.'⁴⁵ Despite ongoing efforts by the Government and donors to increase girls' access to education, nearly a third of the districts have no girls' schools. Only 16 per cent of women are literate, half the rate for men.⁴⁶ For women in the labour force, wages are almost three times lower than they are for men.

Since the fall of the Taliban in 2001, Afghanistan has made considerable progress in establishing a coherent framework for development that incorporates measures to eliminate

⁴³ Corner L. 2008; Mapping Aid Effectiveness and Gender Equality in Asia Pacific: Regional Issues and Trends. www.gendermatters.eu.

⁴⁴ www.gendermatters.eu

⁴⁵ Womankind, 2008, *Taking Stock Update: Afghan Women and Girls Seven Years on*, Womankind, London.

⁴⁶ UNIFEM Factsheet 2008, <http://afghanistan.unifem.org/media/pubs/08/factsheet.html>. July 14 2008.

gender inequality, discrimination, and social exclusion. These include establishing the Ministry of Women's Affairs (MOWA) in 2002 and ratifying the Convention on the Elimination of all forms of Discrimination against Women (CEDAW) in 2003. The 2004 Afghanistan Constitution codified women's and men's equal status as citizens (article 22), and later the same year women actively participated in the country's first direct presidential election. The Afghanistan National Development Strategy (ANDS) includes gender equality as one of the eight crosscutting themes. In early 2008, a MOWA-led National Action Plan for the Women of Afghanistan (NAPWA) was signed by the President, and inter-ministerial meetings are now taking place to decide how best to implement UN Security Council Resolutions (SCR) 1325 and 1820 that mandate the protection of women's human rights in conflict settings, especially in terms of sexual violence, and their participation in all aspects of peace processes.

However, women's equal access to justice and service delivery to their day to day lives remains limited. Like other post-conflict societies, Afghanistan is characterized by weak capacity in government departments and among civil society organizations as well as little interface and much distrust between local and national governments and among executive, legislative and judicial bodies. Escalating violence and insecurity—as well as increased attacks on women in particular—pose considerable challenges to women's rights and gender equality.

Special Fund to Eliminate Violence against Women and the Girl Child

The Special Fund for the Elimination of Violence against Women and the Girl Child, formed in 2007, focuses on strengthening national capacity to combat sexual and gender based violence and providing coordinated and comprehensive support to women survivors of violence and those at risk. It provides small grants to community-led initiatives, prioritizing innovative projects that address the political, economic and social realities of communities and support sustainable grassroots approaches to ending violence against women, including multi-stakeholder involvement from the government and civil society.

Five donors (Swiss Agency for Development and Co-operation, DfID-UK, Governments of Italy, Norway, Denmark) and three UN organizations (UNIFEM, UNHCR and UNFPA) have committed a total of US \$3 million to the Special Fund, which is guided by an 11-member Advisory Board. Members of the Board include these donor and UN contributors as well as the Afghanistan's Ministry of Education and Ministry of Women's Affairs, Medical Mondale, Norwegian Church Aid and the Agency Coordinating Body for Afghan Relief. Currently administered by UNIFEM Afghanistan, the Special Fund is scheduled to transition to national leadership after two years. The Advisory Board has set up a coordinated monitoring process to conduct joint missions and facilitate capacity development, technical sessions and knowledge sharing.

The Fund received 84 applications from almost all parts of the country in response to its first call for proposals. From this pool, 10 projects were funded in 2008, ranging from US\$32,000 to US\$249,000. Once grantees are selected, the Fund Administrator and Advisory Board work with them to identify key areas for capacity development and leadership training. Additionally, grantees are invited to occupy two-year rotating seats on the Advisory Board and participate in the discussions and decisions taken by the Board.

Emerging lessons and challenges

The Special Fund creates a mechanism to enable government-civil society-donor partnerships that attract additional support for efforts to end violence against women. It holds the potential of strengthening country-owned processes and institutional capacities to eliminate gender discrimination and inequalities by involving national partners in the joint management of a Fund that can ultimately be wholly managed by them. It also contributes

to harmonization of donor efforts to address violence against women in line with Government initiatives while increasing co-operation between government and civil society. Grants reflect the importance of locally-driven, country-led programming to combat gender-based violence.

The sustainability of interventions supported through the Fund depends to a large extent on the impact of ongoing conflict and political instability, as well as on linking what emerges from local-level experience to national-level policy development and implementation.

Recommendations

1. Actions to address sexual and gender-based violence should be integrated into all development programming in post-conflict and crisis situations, in line with UN SCR 1325 and UN SCR 1820.
2. Project funding mechanisms that are designed in a participatory and harmonized approach present an opportunity for ensuring donor support to specific women's needs and priorities in post-conflict situations.
3. Aid should support strengthening of government and civil society partnerships and build on the untapped human capital of marginalized social groups and local communities in order to ensure sustainable development results.

Afghanistan is not part of the EC-UN Partnership pilot countries. However, this case study is included in the folder for the valuable lessons it provides for the Ghana High Level Forum. The views expressed in this case study do not necessarily reflect those of the EC/UN Partnership.