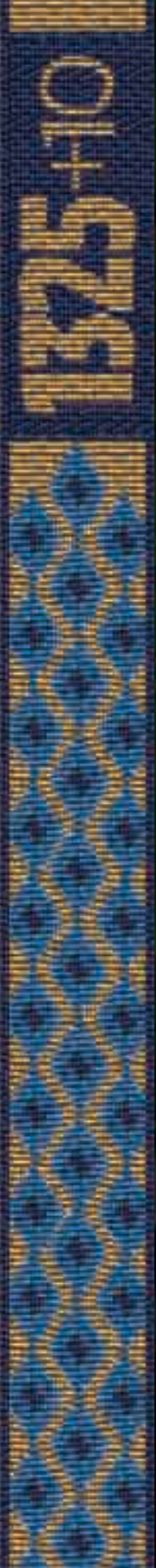


Planning and Financing for Gender-Responsive Peacebuilding



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WOMEN
COUNT
+10 FOR
PEACE

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What Women Want Planning and Financing for Gender-Responsive Peacebuilding

On the cover: KIBUMBA, DRC, October 2008: A Congolese woman carrying her child and belongings passes a Congolese army tank near Kibumba.

This paper was written by Hanny Cueva-Beteta and Limon B. Rodriguez with contributions from Rob Jenkins, Anne Marie Goetz, Samina Anwar and Rachel Dore-Weeks. It also draws on a background paper by Kade Finnoff and Bhargavi Ramamurthy.

“While peace agreements furnish a framework for transitions from conflict to peace, the blueprints for international engagement with states emerging from conflict are produced through a range of post-conflict planning processes.”

— United Nations Secretary-General, 2010¹

As blueprints for post-conflict reconstruction and development, national planning frameworks matter to women. Planning models determine which policy objectives will be prioritized and how resources will be allocated. Planning to enhance women’s well-being is, inevitably, complex. For instance, women’s inability to access services in post-conflict settings often stems from a combination of physical insecurity, which constrains women’s mobility, and pervasive social norms that deprive them of equal opportunities. Developing strategies to address these problems requires a planning process attuned to social relations and gender issues. All too often, however, women’s needs are overlooked in planning processes, and thus translated into neither funds nor eventually, results. The importance of funding for securing results cannot be overemphasized, as noted by the United Nations (UN) Secretary-General, in his 2009 Report on Peacebuilding in the Immediate Aftermath of Conflict: “funding for women’s early recovery needs is vital to increase women’s empowerment and correct historical gender imbalances.”²

This review of current patterns of planning and funding in post-conflict settings reveals a persistent gender bias, in which women’s needs and issues are systematically underfunded. The UN Secretary-General, in his 2010 Report on Women’s Participation in Peacebuilding, highlights the

“sobering” shortcoming of UN-managed funds in financing women’s post-conflict needs. While establishing a correct proportion of funding for meeting women’s specific needs, advancing gender equality, and empowering women is ultimately a political process, the UN Secretary-General made a commitment to ensure “that at least 15 per cent of UN-managed funds in support of peacebuilding is dedicated to projects whose principal objective (consistent with organizational mandates) is to address women’s specific needs, advance gender equality or empower women.”³

This paper addresses a wide range of questions in the broad area of planning and financing for gender equality in post-conflict settings. It presents findings from several studies conducted by the United Nations Development Fund for Women (UNIFEM, part of UN Women) on the inclusion of women’s needs and issues in post-conflict planning frameworks, such as Multi-Donor Trust Funds (MDTFs), Joint Programmes (JPs), Post-Conflict Needs Assessments (PCNAs), Poverty Reduction Strategy Papers (PRSPs) and United Nations Development Assistance Frameworks (UNDAFs). This paper is divided into seven sections: the first justifies and outlines the methodology adopted. Sections 2 to 5 analyze the four typical elements of a planning document. Section 6 summarizes the main findings and explores re-

lated issues. The last section recommends methods for improving gender mainstreaming in planning frameworks.

1. Methodology

Assessing the extent to which a cross-cutting issue like gender equality is incorporated in planning frameworks is a challenging task, and one that is difficult to quantify. Taking advantage of the fact that most strategic planning frameworks produce a matrix of activities (sometimes also called targets, outputs or results), indicators and budgets, UNIFEM developed a specific methodology to examine the inclusion of women's needs and issues in at least these three levels.

The methodology is divided into two steps:

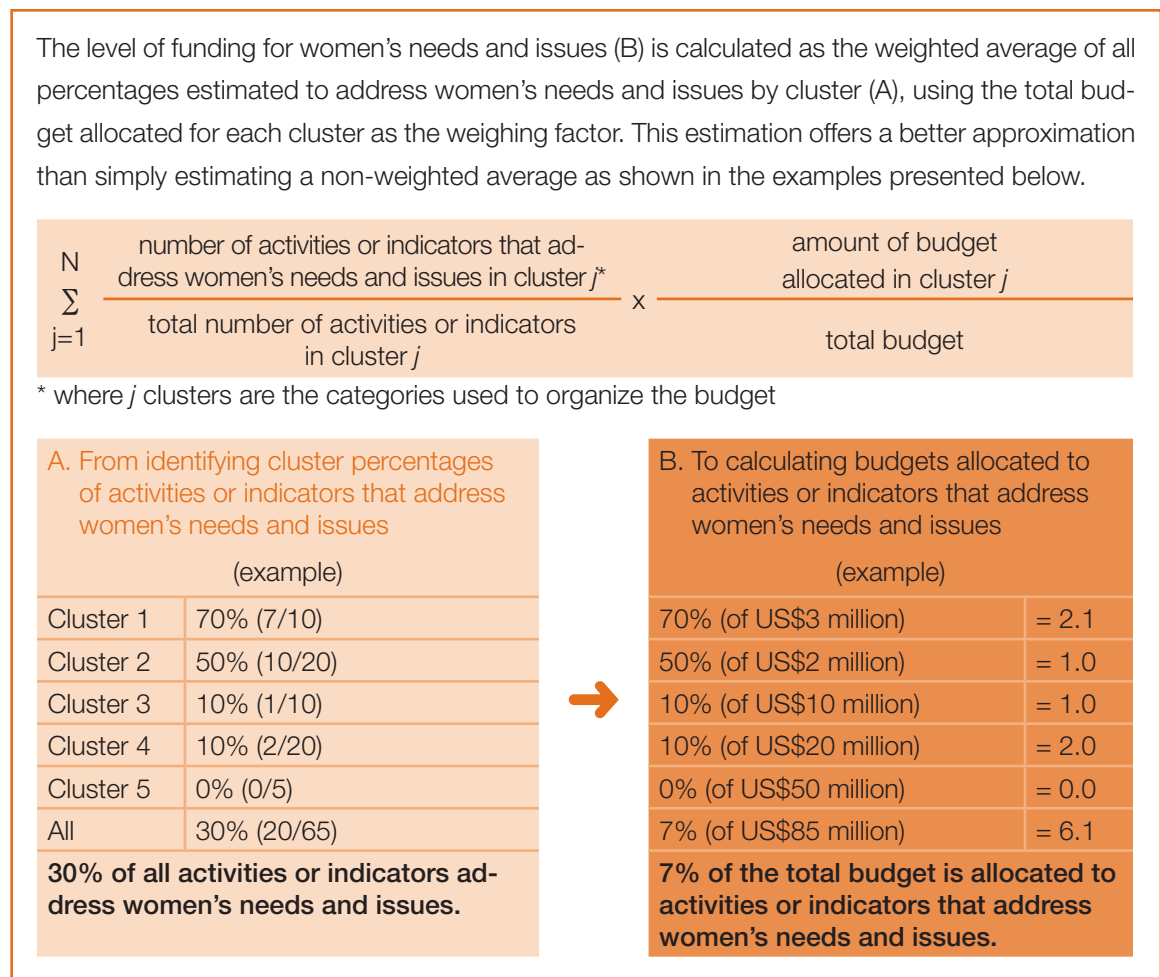
First, the content of all activities, indicators and budget lines was analyzed and classified according to whether these address women's needs and issues. Since all planning frameworks differ in the way activities and indicators are clustered, the smallest cluster employed for budget

allocation (for example, line item) was used in the context of this analysis. For each cluster (i.e., sector, sub-sector or any other categorization used), the following three estimated percentages were calculated:

- » Activities that mention women's needs and issues, calculated as a percentage of the total number of activities in the cluster;
- » Indicators that mention women's needs and issues, calculated as a percentage of the total number of indicators in the cluster; and
- » Budget lines that mention women's needs and issues, calculated as the percentage of the total budget for the cluster.

The second step was to calculate the budget specifically allocated to address women's needs and issues. This is estimated as the weighted average of all percentages estimated to address women's needs and issues by cluster, using the total budget for the cluster as the weighing factor (see Figure 1).

Figure 1 – Calculation of budget allocated to address women's needs and issues



In order to provide analysis and results by thematic area, the clusters were also aggregated according to six major thematic areas: economic recovery and infrastructure; security and rule of law; social protection and human rights; education; health; and governance and administration (see Box 1 for further clarification).

It is important to clarify from the outset that the methodology used for this analysis is subject to certain limitations. One of the most important is the methodology's high dependency on the structure of planning frameworks within clusters, and their level of inclusion of women's needs and issues. Planning frameworks with disaggregated categories or thematic areas will show a more accurate picture of the extent to which women's needs and issues are considered. In contrast, when a planning framework has relatively few categories, bias in estimating the gender content at the level of activities and indicators is more likely to emerge. For instance, if there is even a single mention of women's needs or issues in a relatively large category, according to the meth-

odology used, the full amount budgeted to that category would be considered gender responsive. Conversely, the budget for the entire category would appear gender blind in the absence of any reference to gender or women's needs and issues.

The above methodology was applied to a sample of planning frameworks across twelve countries covering over 3,000 activities and indicators, including six PCNAs, five PRSPs and six UNDAFs; in addition, over 394 project documents were analyzed from MDTFs and JPs across six countries (see Figure 2).

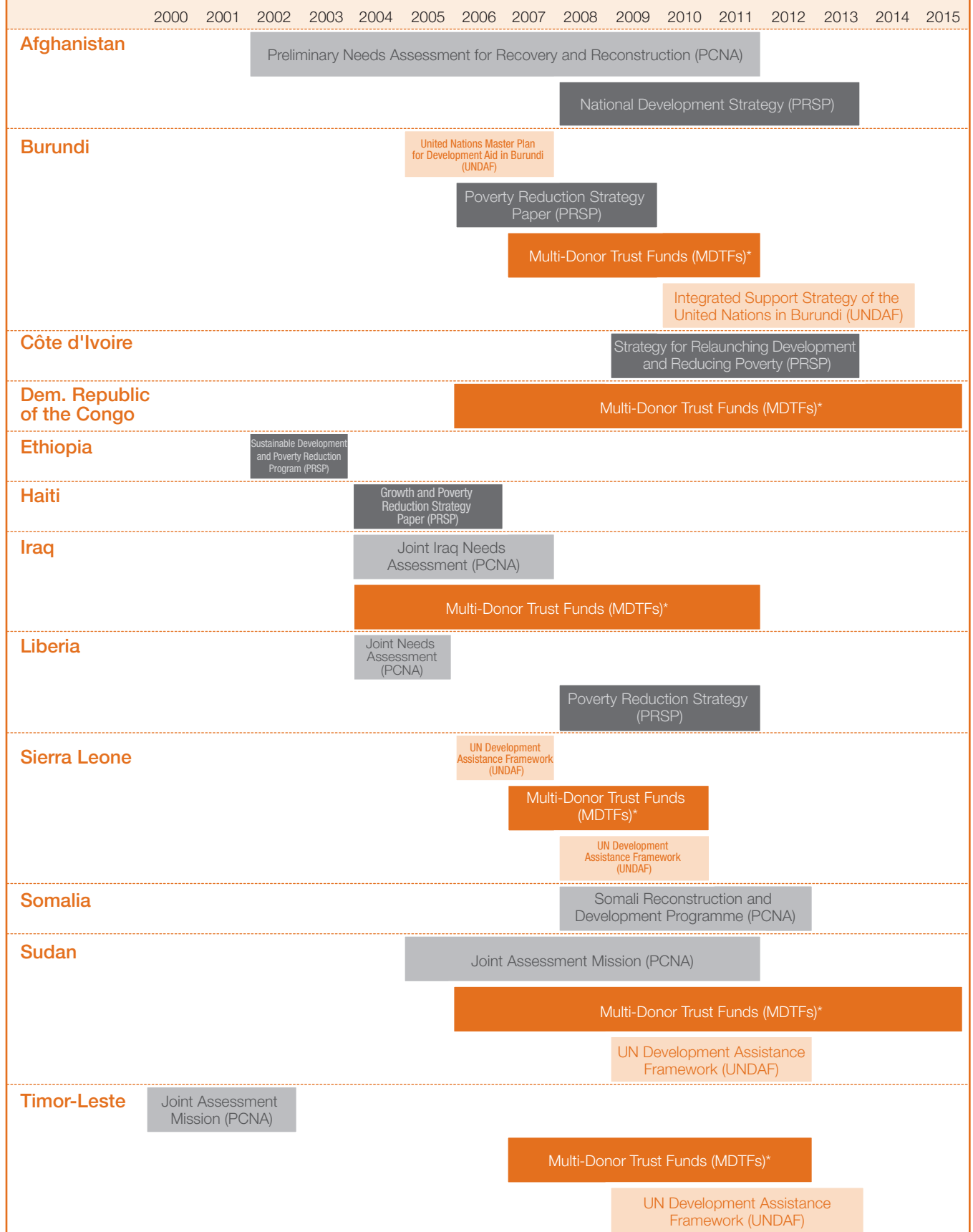
Box 1 – Example of application of methodology by thematic area

The following example shows the application of the methodology by thematic area, using activities as the analytical starting point.

Thematic area	Activities that address women's needs and issues		All activities	Budget		Estimation
	(%)	(number)	(number)	(US\$)	(% total)	(%)
	$A=A1/A2$	A1	A2	B1	$B2=B1/\text{total B1}$	$B=AxB2$
Economic recovery and infrastructure	25	1	4	30	30	7.50
Security and rule of law	25	1	4	15	15	3.75
Health	25	1	4	15	15	3.75
Education	25	1	4	15	15	3.75
Social protection and human rights	50	2	4	10	10	5.00
Governance and administration	0	0	4	5	5	0.00
Total				100		23.75

Figure 2 –Timeline of planning frameworks included in the analysis by country

Four main instruments were analyzed in a sample of twelve countries; the following graph indicates the period during which each of the instruments would be applied.



Note: *See Section 5 on MDTFs.

2. United Nations Development Assistance Frameworks

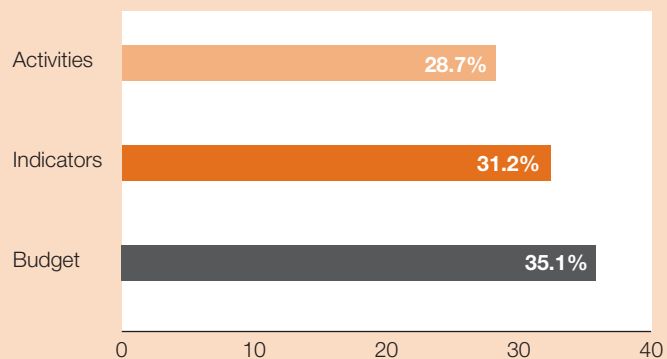
The UNDAF is used at the country level to coordinate UN system activities and to provide a coherent response to national priorities and needs. More generally, it is anchored to the framework of the Millennium Development Goals (MDGs). An UNDAF is conducted every two to six years, sometimes more often, depending on the country. In this sample, for example, two UNDAFs are included for the Republic of Sierra Leone for the periods 2006-2007 and 2008-2010; the Republic of Burundi for the periods 2005-2007 and 2010-2014; the Democratic Republic of Timor-Leste for the period 2009-2013; and the Republic of Sudan for the period 2009-2012.

An UNDAF usually has the following sections: planning and preparation process; context and situation analysis; priorities and technical assistance strategies; outcomes and results matrix; initiatives outside the results matrix; financing requirements; and implementation, monitoring and evaluation mechanisms.

The preparation and implementation of an UNDAF takes a collaborative approach, promoting participation among stakeholders in a country's development, including the government, international institutions like the World Bank and the International Monetary Fund (IMF), bilateral donors, civil society and the private sector.

Among all the UN planning frameworks under consideration here, UNDAFs stand out for their high levels of gender sensitivity (see Box 2 for specific examples of women's needs and issues addressed in UNDAFs). The extent of inclusion of women's needs and issues in UNDAFs is between 29 and 35 per cent at the activities, indicators and budget level (Figure 3).

Figure 3 – Extent of inclusion of women's needs and issues in UNDAFs (as percentage of the total budget)

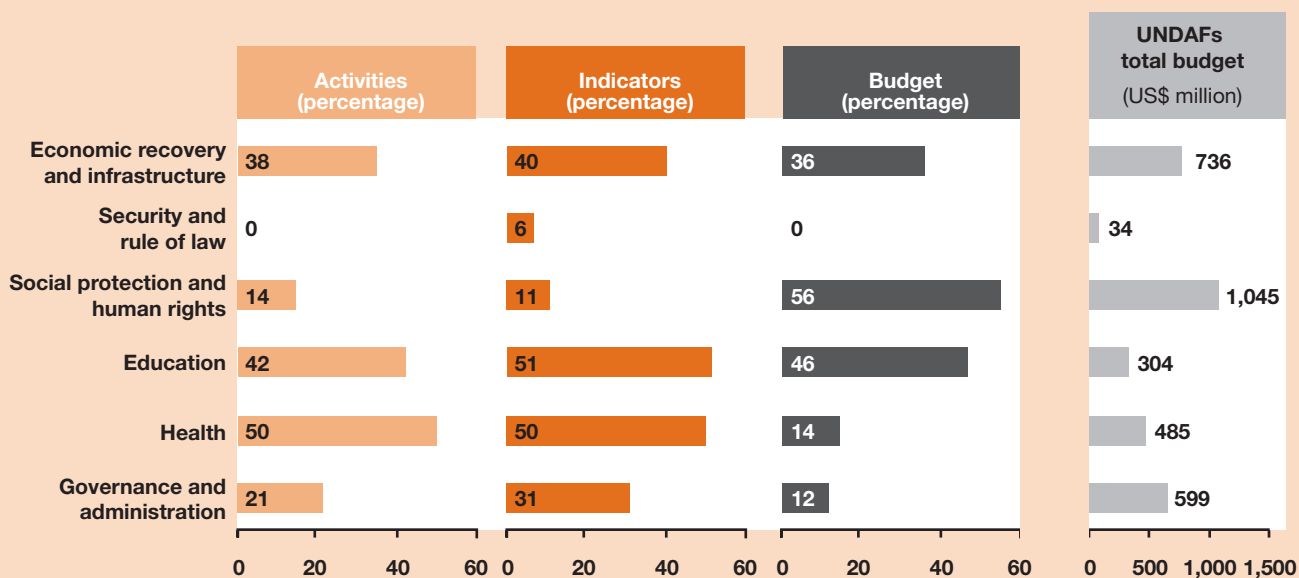


Sources: Finnoff and Ramamurthy (2010); United Nations Development Group (2004); United Nations Development Group (2006); United Nations Development Group (2009a, 2009b, 2009c, 2010d) Estimation by UNIFEM.

In the UNDAFs analyzed for this review, the thematic areas with the highest degree of gender sensitivity at the activities and indicators level are health, education, and economic recovery and infrastructure (Figure 4). At the budget level, social protection and human rights also demonstrates a high degree of gender sensitivity, together with education, and economic recovery and infrastructure. Security and rule of law is the thematic area demonstrating the least gender sensitivity across all levels.

Two observations are worth highlighting: first, compared to the other planning frameworks that were analyzed in this review, UNDAFs show higher gender sensitivity in the area of economic recovery and infrastructure, accompanied by a relatively lower percentage of the total budget allocated to this area. Second, the thematic area of social protection and human rights receives a much higher proportion of the total budget in UNDAFs than it does in other planning frameworks considered here.

Figure 4 – Extent of inclusion of women’s needs and issues in UNDAFs by thematic area (as percentage)



Sources: Finnoff and Ramamurthy (2010); United Nations Development Group (2004); United Nations Development Group (2006); United Nations Development Group (2009a, 2009b, 2009c, 2010d)
Estimation by UNIFEM.

Box 2 – Examples of women’s needs and issues addressed in UNDAFs

Thematic area	Example
Economic recovery and infrastructure	<p>Increased agricultural services and inputs, especially for women, internally displaced persons (IDPs), returnees, refugees and other groups with specific needs</p> <p>Land use and land tenure policies, regulations and systems are introduced by the government in collaboration with communities, with a focus on access to land by women</p>
Security and rule of law	<p>Ex-combatants, and women and children associated with armed forces and groups demobilized and provided with reinsertion and reintegration support</p>
Education	<p>Safe, inclusive, child-friendly learning spaces provided for basic education (including water and separate sanitary facilities), particularly for girls, nomads, children with special needs and children in conflict-affected and underserved areas</p> <p>Curriculum reviewed to include practical life skills for health, nutrition, hygiene, peacebuilding, prevention of female genital mutilation (and childcare practices for parents)</p>
Health	<p>Comprehensive health management information systems, including (birth, death) registration and maternal death audit, established at all levels</p> <p>Essential integrated basic packages (comprehensive reproductive health care, nutrition, integrated management of child illnesses, expanded immunization services), adequate equipment and supplies, and referral facilities available at the community level, with a special focus on groups with specific needs (including IDPs, returnees and refugees)</p> <p>Capacities, including institutional infrastructure and human resources, to provide pre- and in-service training, including midwifery schools, created and/or strengthened</p>
Governance and administration	<p>Legislative and regulatory mechanisms promoting women’s political leadership and representation developed and implemented</p>

3. Post-Conflict Needs Assessments

PCNAs have different names at the national level and are processes used by countries emerging from conflict or after episodes of crisis to coordinate donors, collectively identify main recovery priority actions, and mobilize resources.

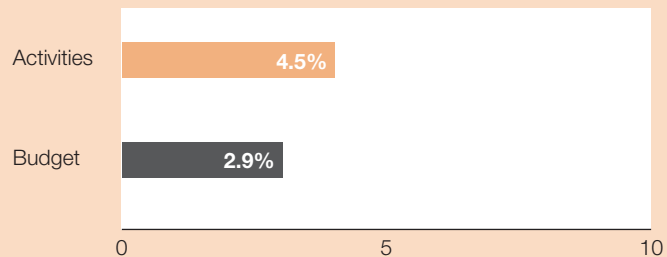
Normally, a host government will launch a PCNA process. Government agencies, donors, international organizations and international financial institutions, including the UN, the European Commission, the World Bank, and regional development banks, participate in the process. Other national stakeholders may also be consulted, such as civil society organizations, the private sector and political parties. After the assessment is completed, a donors conference is planned and held.

PCNA documents tend to be divided into two main sections: the narrative analysis and the Transitional Results Framework (TRF). The narrative analysis is generally organized according to thematic areas (these vary by country) and comprises the context, situation analysis, problem statement, and priority needs and actions. In most cases, budgetary needs are not mentioned in the narrative section; and if they are, they are only broadly included. In the TRF, outcomes, indicators and targets of the PCNA are further elaborated; in most cases, the TRF is also laid out by thematic area, following a similar organization to the narrative section. In the sample examined for this review, estimated budget needs were often identified within the TRF itself; where this was not the case, the budget was presented separately. PCNA documents can also include sections on the process of document preparation and consultation; and implementation, management and coordination mechanisms.

Analysis of six PCNAs showed that in the narrative section, gender issues are mentioned across the thematic areas, particularly in social protection and human rights, education, and health. However, in

contrast to UNDAFs, gender issues are mentioned much less systematically in the results framework: less than 5 per cent of activities and only 2.9 per cent of budget lines were found to mention women's needs and issues (see Figure 5).

Figure 5 – Extent of inclusion of women's needs and issues in PCNAs (as percentage of the total budget)



Note: Three cases analyzed did not have fully developed Transitional Results Frameworks; in these cases, analysis of activities was based on the narrative section. Information on indicators is not presented as it was only available in one of the six cases analyzed.

Sources: Asian Development Bank, World Bank and United Nations Development Programme (2002); United Nations and World Bank (2003); United Nations and World Bank (2008); United Nations Development Group (2005a, 2005b, 2005c); United Nations, World Bank and National Transitional Government of Liberia (2004); United Nations, World Bank, European Union and Inter-American Development Bank (2004); World Bank (1999) Estimation by UNIFEM.

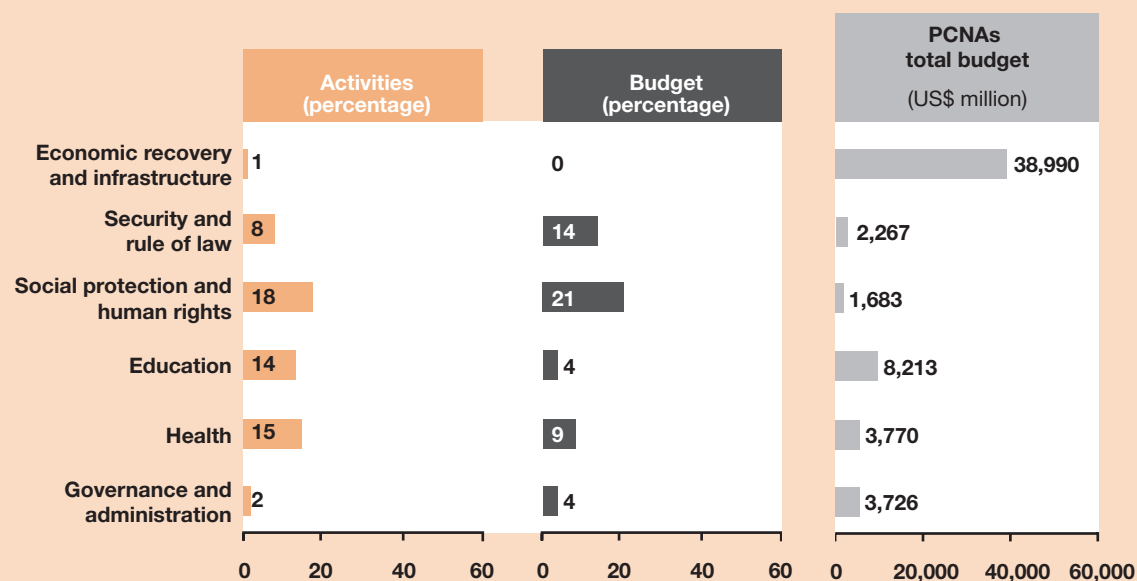
Of the thematic areas, social protection and human rights, education and health were found to have the highest levels of gender responsiveness (see Figure 6). However, social protection and human rights attracts only a small percentage of the total budget. In contrast, while the budget for economic recovery and infrastructure represents more than half of the total funds, this area was found to have the lowest degree of analysis and provision for women's needs.

This reflects a widespread presumption that economic recovery and infrastructure is gender neutral, based on the expectation that women and men benefit equally from investments in this area. Unfortunately, in most contexts this is not the case. For example, women may not benefit from temporary employment schemes if these do not address women's labour constraints,

such as childcare, nor do they benefit from infrastructure projects that lack toilet facilities for girls and women and/or are undertaken in markets where women are inactive. Specific examples of

how women's needs and issues were addressed in the PCNAs examined, broken down by thematic area, are highlighted in Box 3.

Figure 6 – Extent of inclusion of women's needs and issues in PCNAs by thematic area (as percentage)



Note: Three cases analyzed did not have fully developed Transitional Results Frameworks; in these cases, analysis of activities was based on the narrative section. Information on indicators is not presented as it was only available in one of the six cases analyzed.

Sources: Asian Development Bank, World Bank and United Nations Development Programme (2002); United Nations and World Bank (2003); United Nations and World Bank (2008); United Nations Development Group (2005a, 2005b, 2005c); United Nations, World Bank and National Transitional Government of Liberia (2004); United Nations, World Bank, European Union and Inter-American Development Bank (2004); World Bank (1999)
Estimation by UNIFEM.

Box 3 – Examples of women's needs and issues addressed in PCNAs

Thematic area	Example
Economic recovery and infrastructure	Creating temporary employment for women
	Establishing agricultural credit and microfinance schemes that target women
	Including women in investment planning and implementation teams
Security and rule of law	Disarmament and demobilization of ex-combatants, including women formerly associated with armed groups
	Increasing women's representation in security sector institutions, conflict resolution and constitution making
Social protection and human rights	Providing free legal aid clinics and building capacity of women's organizations

Thematic area	Example
Education	Attracting, training and retaining female teachers Building sanitary facilities in schools for girls and boys
Health	Increasing tetanus toxoid coverage for pregnant and lactating women Lowering the price of Caesarian operations Improving women's access to water Increasing the number of midwives
Governance and administration	Developing affirmative action programmes in the civil service
Overall	In Somalia, a special women's symposium was held to reflect gender priorities in the final PCNA document. Attended by 140 representatives, the symposium also drew on women's contribution to peacebuilding and implementation of the framework ⁴

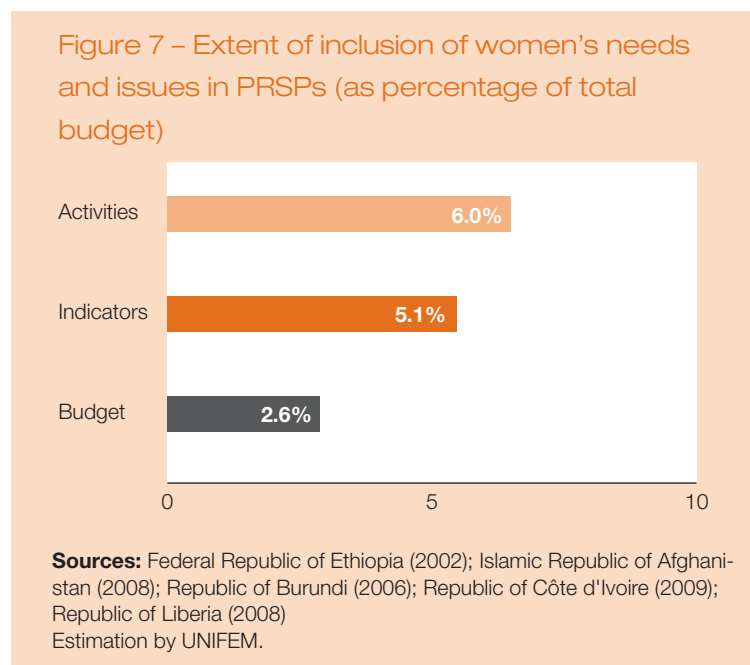
4. Poverty Reduction Strategy Papers

Initiated by the World Bank and IMF in 1999, PRSPs describe a country's macroeconomic, structural and social policies and programmes over a period of three or more years to promote growth and reduce poverty, as well as associated external financing needs and major sources of financing.⁵ They are prepared by member states through a participatory process, and often take on nationally specific names. The process involves government, civil society organizations, the private sector, sectoral experts, local communities, and international institutions such as the UN, World Bank, IMF and regional organizations.

A PRSP is usually structured according to the following sections: analysis of the poverty situation in the country; process of preparation; analysis of priority sectors and sub-sectors, goals and targets; macroeconomic framework; costing; implementation; and monitoring, evaluation and reporting. PRSPs attempt to bridge national public actions, donor support and development impact needed to meet the MDGs. As strategic planning frameworks with significant budgetary allocations, it is critical that they address and fund women's specific needs and issues.

As with PCNAs, however, an analysis of five PRSPs reveals that women's needs and issues

received significantly more attention in the narrative section than at the planning level, in the logical framework. Low and diminishing levels of gender sensitivity were evident from activities (6 per cent) and indicators (5 per cent) to budget (2.6 per cent; see Figure 7).

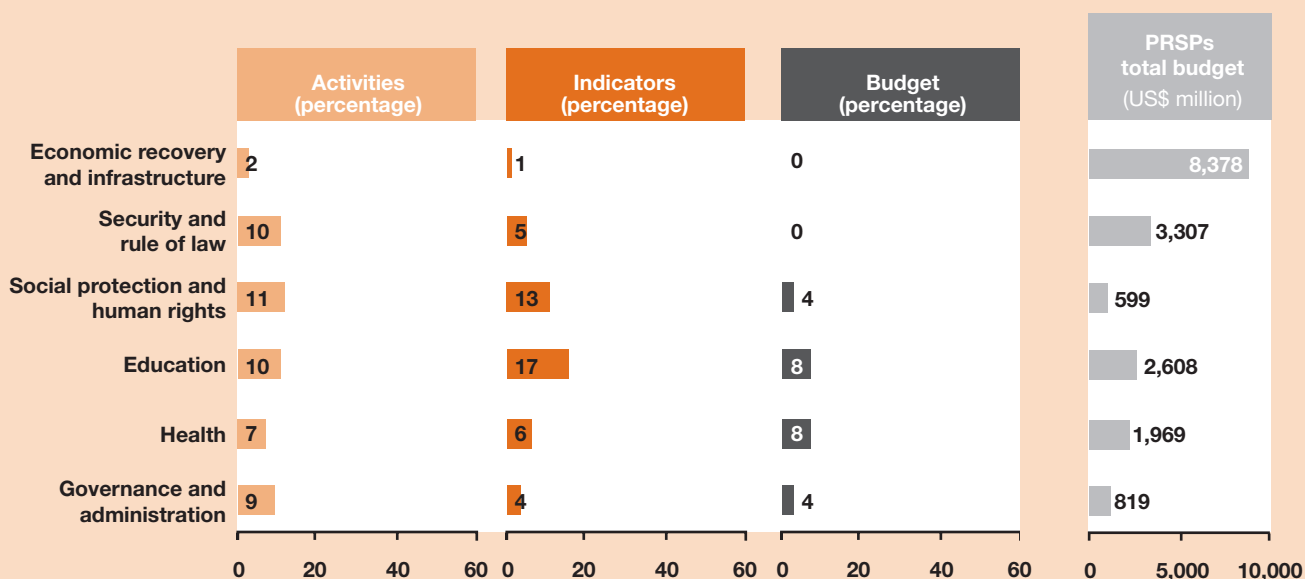


Among the thematic areas, education, and social protection and human rights demonstrated the highest incorporation of women's needs and issues at the level of activities and indicators. It is worth noting, however, that both the budget share and the absolute amount allocated to the social protection and human rights area comprise a very low percentage of the budget as a

whole (see Figure 8). An analysis of PRSP budgets along thematic lines found education and health to be the most gender responsive.

Consistent with earlier findings in this review, economic recovery and infrastructure again attracts a sizeable proportion of total funds while doing little to target women directly. Box 4 shows specific examples of how PRSPs addressed women's needs and issues.

Figure 8 – Extent of inclusion of women's needs and issues in PRSPs by thematic area (as percentage)



Sources: Federal Republic of Ethiopia (2002); Islamic Republic of Afghanistan (2008); Republic of Burundi (2006); Republic of Côte d'Ivoire (2009); Republic of Liberia (2008)
Estimation by UNIFEM.

Box 4 – Examples of women's needs and issues addressed in PRSPs

Thematic area	Example
Economic recovery and infrastructure	Improving women's access to and management of factors of production, i.e., land, labour and capital, including in agriculture
Social protection and human rights	Offering skills training for widows, as well as poor and disabled women
Education	Increasing female school enrolment and retention through scholarships, take-home rations and other incentives
Health	Provision of emergency obstetric care Establishment of health centres with functional maternity units
Governance and administration	Development of gender-sensitive budgets

5. Multi-Donor Trust Funds and Joint Programmes

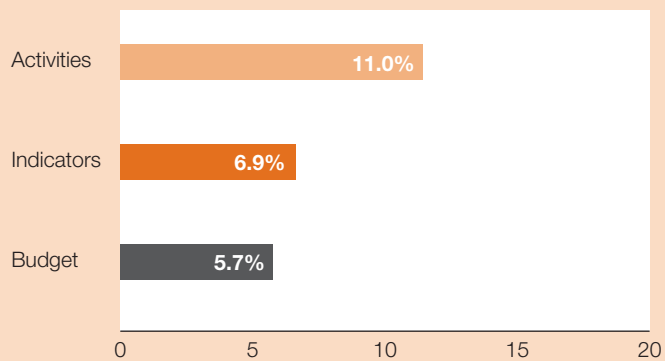
While PCNAs, PRSPs and UNDAFs are overarching planning frameworks, MDTFs and JPs are more related to implementation and occur more frequently, and sometimes simultaneously, in a country. MDTFs pool donor resources to support national priorities and facilitate the work and coordinated delivery of support and services by UN entities. JPs, as the name implies, link the work of two or more UN entities and/or national partners by integrating their activities through a common work plan and budget. Both instruments tend to use the MDTF office of the United Nations Development Programme (UNDP) to play the role of administrative agent interfacing with donors. For this reason, these two instruments will be addressed together, and referred to hereafter simply as MDTFs.

MDTFs vary in the way the funds are allocated and administered. This review included the Peacebuilding Fund, in which country-level allocations are guided by national strategies and laid out in a project document format. MDTF project documents usually include sections on situation analysis; strategies, lessons learned and proposed joint programmes (e.g., programme outcomes, integration and coordination, intrastate peacebuilding and conflict management mechanisms, participation of beneficiaries, sustainability of results); priority interventions and actions; results framework; management arrangements; monitoring, evaluation and reporting; and work plans and budgets.

Much like PCNAs and PRSPs, the analysis of over 394 MDTF project documents shows low and diminishing levels of inclusion of women's needs and issues from activities (11 per cent) and indicators (7 per cent) to budget (5.7 per cent; see Figure 9). It is worth noting that although still low in absolute terms, the gender-responsiveness of MDTFs is almost double that of the PCNAs and PRSPs examined for this review.

This is likely due at least in part to the fact that MDTFs offer greater detail for analysis, and can thus give a more nuanced perspective.

Figure 9 – Extent of inclusion of women's needs and issues in MDTFs (as percentage of the total budget)

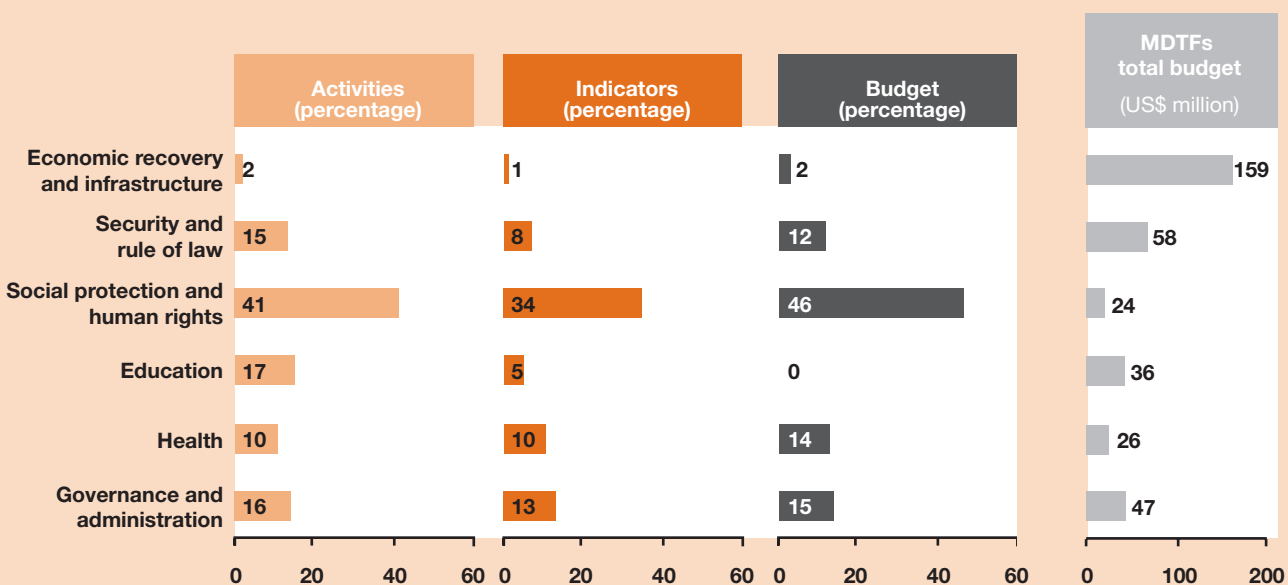


Note: The budget allocation was estimated using an analysis of all projects comprised in all six countries, including 184 projects amounting to US\$1,335 million for Iraq. However, the analysis at the activities and indicators level comprises all projects in five countries and a sample of 25 projects amounting to US\$200 million for Iraq (approximately 15% of the total country budget).

Sources: Finnoff and Ramamurthy (2010); United Nations Development Group (2010c)
Estimation by UNIFEM.

Consistent with findings elsewhere in the review, social protection and human rights is the most gender-sensitive thematic area in MDTFs. This area allocates the largest portion of funds to women's needs and issues, but as with the other planning frameworks, its share of the total budget is strikingly low. Again, economic recovery and infrastructure, drawing in a large portion of total funds, pays the least attention overall to gender-specific needs (Figure 10). Box 5 gives examples of women's needs and issues that were addressed in MDTFs.

Figure 10 – Extent of inclusion of women’s needs and issues in MDTFs by thematic area (as percentage)



Note: The analysis comprises all projects in five countries and a sample of 25 projects amounting to US\$200 million for Iraq (approximately 15% of the total country budget).

Sources: Finnhoff and Ramamurthy (2010); United Nations Development Group (2010c)
Estimation by UNIFEM.

Box 5 – Examples of women’s needs and issues addressed in MDTFs

Thematic area	Example
Economic recovery and infrastructure	Provision of business coaching/enterprise-based apprenticeship programme with special attention to women
Security and rule of law	Establishment of family response units— staffed by female police officers—in police stations
Social protection and human rights	<p>Vocational training opportunities available for adolescents, with a particular focus on girls and ex-child soldiers</p> <p>Civil society (non-government organizations, women’s groups, community-based organizations, academia) trained on gender-sensitive planning and gender-responsive budgeting to advocate for, scrutinize and monitor public expenditure</p> <p>Women’s civil society organizations trained on gender analysis and mainstreaming; gender-responsive budget monitoring; leadership/communication skills; project cycle management; computer skills</p>

Health

Training of service providers, including medical doctors, midwives, NGO clinic staff, medical assistants, nurses and staff working at family and child unit on clinical management of rape

Provision of post-rape kits to health facilities (hospitals, clinics, etc.) where providers have been trained

Setting up of a mechanism for coordination on gender-based violence work, including the development of the referral pathway for survivors, standard operating procedures in coordination with key actors on the prevention of and response to gender-based violence

Training for health care workers on use of the Medical Forensic Protocol for Examination of Victims of Domestic Violence, Sexual Assault and Child Abuse

Governance and administration

Representation of women in conflict-management mechanisms at state, county and community levels

National and local referral mechanisms and services established and/or strengthened for protection of victims of human trafficking and domestic violence



BUNIAKIRI, DRC, March 2009: A Congolese girl writes on a blackboard during classes at Pere Simon Foundation in Buniakiri. Photo/Walter Astrada.

6. Main findings and relationships among planning frameworks

The findings presented above show clearly that although analysis of women's experiences of conflict and consequent specific recovery needs is addressed to some degree in the narrative portion of the frameworks studied, this analysis is for the most part not translated into specific activities and indicators in results frameworks, even though it is ostensibly the source for the latter. Moreover, even where activities and indicators do directly target women, they are not adequately matched with gender-responsive budget allocations.

Three specific trends regarding the gender content of strategic planning frameworks are revealed by the present study. First, planning frameworks that are more closely linked to implementation, such as MDTFs, display greater attention to gender sensitivity at all levels (activities, indicators and budgets) compared to more ambitious overarching frameworks such as PRSPs and PCNAs. This is probably due to the smaller unit of analysis in MDTFs (which include even project specification details, e.g., project description, objectives, outputs, activities, stakeholders), whose relatively narrow focus allows for the identification of concrete activities and targeted stakeholders, including beneficiaries.

There is, however, a relationship between the extent to which an overarching framework is gender sensitive, and the responsiveness to women's needs and issues of micro-level planning for implementation. Thus, since needs assessment, planning frameworks, and budget processes are often carried out sequentially, it is essential that women's needs be included as early as possible: early and macro-level recognition of women's needs improves the chances that adequate funds will later be allocated to address them.

Second, the gender-responsiveness of budgets was consistently lower than that of indicators, which in turn lagged behind that of activities. With the exception of UNDAFs, the highest proportion of budget allocation specifically targeting women was a mere 11 per cent, in the case of MDTFs. PRSPs allocated the smallest proportion of funds directly to women and girls, with only 2.6 per cent of the budget being explicitly gender responsive.

UNDAFs stand out starkly in contrast: about 30 per cent of the entire budget allocated to activities and indicators directly addressed women's needs and issues. One reason for this difference could be that the development of an UNDAF routinely includes consultations with a broad range of stakeholders from both government agencies to civil society, including women's rights advocates. Where women participate, they are able, for instance, to underscore the importance of incentivizing agricultural extension officers to target women clients, or providing more resources for water supply, both huge priorities for women. This would certainly explain the difference between UNDAFs and PCNAs or MDTFs, in which the participation of national stakeholders is often more limited.

It is not, however, the whole story: PRSPs are almost always developed through a broadly consultative process, and while their gender-responsive content is slightly higher at the activity level than that of PCNAs, it falls far below that of UNDAFs. That PCNAs rarely undertake consultations specifically targeted to identify the needs and issues of women and girls may be a contributing factor. Another—and perhaps more sobering—explanation might be found in the fact that UNDAF budgets are essentially proposals without tangible funding commitments; in contrast, funds have already been committed in MDTFs, and PRSPs and PCNAs each have a clear link to funding commitments. In other words, responsiveness to women's needs is something planners are willing to suggest, but far less willing actually to fund.

Third, of the six thematic areas identified in this review, social protection, health and education showed the highest degree of gender-responsiveness in their corresponding activities, indicators and associated budgets; meanwhile, the gender-responsiveness of economic recovery and infrastructure remained consistently low. This reflects outmoded concepts of which sectors are of interest or relevant to women and therefore require targeted interventions.

7. Recommendations

In light of the limitations identified in this review, a number of recommendations can be made to develop a systematic approach to mainstreaming gender in planning frameworks:

a. Gender analysis should be included from the beginning of all processes to produce planning frameworks and should routinely include consultations with women and/or women's organizations and women's rights activists.

Robust gender analysis initiated from the beginning of planning processes is needed. A good practice for achieving this could be to conduct broad consultations to identify women's needs and ways to address them, or if time and resources do not permit, at least to conduct targeted consultations with women's organizations and women's rights activists. Gender analysis in planning processes should acknowledge differences in economic and reproductive activities, access to and control over resources, and gender-based obstacles in access to services and post-conflict needs, including physical security, the risk of gender-based violence or the scarcity of income-generating activities for women.

b. Ensure that adequate expertise is available to those undertaking a planning exercise to support their incorporation of gender issues in planning frameworks.

The availability of adequate expertise to assess gender-specific needs and issues, as well as to ensure that gender is mainstreamed throughout the planning process, must be a priority. This expertise should be available from the beginning of the process, as it is difficult to incorporate analysis or recommendations from gender specialists once the assessment process has already begun. Mandating gender analysis throughout the process and ensuring adequate expertise is available and utilized will help to ensure that women's needs and issues are fully reflected in planning frameworks.

Engaging more women as experts is also needed. The relative dearth of women in policymaking partly explains why more funding is not devoted to issues of high priority for women. Women's participation as experts should not, however, be automatically equated with the availability of expertise on gender equality issues.

c. Specifically target the areas of economic recovery and infrastructure, and security and rule of law, for improved gender sensitivity in planning frameworks.

Targeted efforts should be made to address gender-specific needs and issues in areas that receive the highest levels of funding, such as economic recovery and infrastructure, and security and rule of law. These efforts could include specific reviews to assess the extent to which activities implemented in these areas do indeed benefit men and women equally. Guidance should be developed to highlight good practice on how to incorporate gender issues within these thematic areas, including what specific activities are good practice in addressing women's needs, and effective indicators for monitoring mainstreaming efforts. Incorporating a full-time gender expert within the relevant clusters may also be beneficial.

d. Gender should be both a cross-cutting issue and a major outcome or sub-outcome in logical frameworks.

The identification of gender as a cross-cutting issue in post-conflict planning and financing has not been matched with a framework that facilitates incorporating a gender perspective in budget allocation and implementation planning. Addressing women's needs and issues must go beyond the narrative, and the gap between assessment, planning and implementation must be closed.

A key recommendation in this regard is that gender needs should be identified as both a cross-cutting issue and as a major outcome or sub-outcome. In other words, women's needs and issues need to be more routinely incorporated at the logical framework and budget levels within each of the thematic areas. Without such clarity in purpose and costing, it will be difficult to monitor progress and ensure adequate funding.

e. Use gender-disaggregated data.

Gender-disaggregated data are needed to consistently measure and evaluate financing for gender-specific needs in countries emerging from conflict. The TRFs and logical frameworks provide an existing monitoring framework where

gender-disaggregated information can easily be called for. To adapt TRFs and logical frameworks to gender analysis requires specifying the beneficiaries (e.g., women and girls, along with other target groups) at each level of the TRF or logical framework—from outcomes, activities and indicators to specific budget allocations.

f. Set a minimum level of expenditures on gender issues.

A core recommendation of the UN Secretary-General's 2010 Report on Women's Participation in Peacebuilding is for UN entities to work towards "a goal of ensuring that at least 15 per cent of UN-managed funds in support of peacebuilding is dedicated to projects whose principal objective (consistent with organizational mandates) is to address women's specific needs, advance gender equality or empower women."⁶

The current low level of expenditure in planning frameworks allocated to address gender-specific needs illustrates the difficulty of prioritizing gender needs without mandating a proportion of funds for this purpose. The most logical way to redress the current funding imbalance is to implement the commitment suggested by the UN Secretary-General to a minimum level of expenditures explicitly targeting gender issues. The goal of 15 per



cent, however, should be accompanied by an effort to mainstream gender in the remaining 85 per cent of the managed funds. A precedent for this approach exists: UNDP's Bureau for Crisis Prevention and Recovery has implemented a minimum requirement of 15 per cent of programme expenditures to advance gender equality.

g. Establish a gender marker to identify funding for gender issues.

A gender marker was initiated in 2007 by the Organization for Economic Cooperation and Development/Development Assistance Committee, to track funding for projects and programmes that include gender equality as a significant or principal objective. In 2009, the UN Secretary-General called for all UN-managed funds to institute a gender marker.⁷ Shortly thereafter, a gender marker pilot was conducted for humanitarian appeals and funding mechanisms within the UN.

Tracking funding for gender equality has a double benefit: it generates an estimate of funding allocated to gender equality; it also ensures that practitioners gain a better understanding of how to incorporate gender equality objectives within a project, as this is required to assess projects and programmes, and implement the marker. It is important to perform independent and random audits of the marking system to ensure its adequate and coherent application. A specific gender report, modeled on the gender marker, could also routinely accompany planning frameworks.

Left: KIBATI, DRC—NOVEMBER 2008: Internally Displaced People (IDPs) pass cartridge cases as they leave Kibati heading north from the city to their villages. Photo/Walter Astrada.

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- 2 United Nations, “Report of the Secretary-General on Peacebuilding in the Immediate Aftermath of Conflict,” paragraph 79.
- 3 United Nations, “Report of the Secretary-General on Women’s Participation in Peacebuilding,” paragraph 36.
- 4 United Nations and World Bank, “Somali Reconstruction and Development Programme,” page 24.
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