

Price of Peace

Financing for gender equality in
post-conflict reconstruction

United Nations Development Programme

SYNTHESIS REPORT



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ACRONYMS

CAP	Consolidated Appeal Process
CDF	Community Development Fund
DDR	Demobilization, disarmament and repatriation
DEPAC	Development Partnership Meeting Committee
DFID	Department of International Development (of the United Kingdom)
EIDHR	European Instrument for Democracy and Human Rights
EU	European Union
GOSS	Government of South Sudan
JAM	Joint Assessment Mission
MDTF	Multi-donor trust fund
NGO	Non-governmental organisation
PRSP	Poverty reduction strategy paper
SPLM	Sudanese People's Liberation Movement
SRS	Special Representative of the Secretary-General (of the UN)
TFET	Trust Fund for East Timor
UN	United Nations
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNIFEM	United Nations Development Fund for Women
UNTF	United Nations Trust Fund
USAID	United States Agency for International Development

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BACKGROUND

Gender equality and post-conflict funding: What is the problem?

Crisis increases women's and men's economic and social burdens. However, women's disadvantaged situation, their distinctive social obligations and responsibilities, and their exposure to gender-based violence and exploitation causes them to disproportionately suffer the harms of crisis and miss out on the benefits of recovery.

The international community is increasingly recognizing women's needs and their contributions to long-term recovery, as illustrated by the passage of Security Council Resolutions 1325 (2000), 1820 (2008), 1888 and 1889 (2009).¹ These resolutions affirm conflict's differential impacts on women and girls, acknowledge the importance of women's contributions to sustainable peace, and recognize the value of their full and equal participation in decision-making processes. Security Council Resolution 1889 emphasizes the need to develop effective financial and institutional arrangements in order to guarantee women's full and equal participation in peace-building processes. It explicitly encourages the Peacebuilding Commission to "ensure systematic attention to and mobilization of resources for advancing gender equality, and to encourage the participation of women in this process" (OP 14).

The Security Council Resolutions emphasize two issues in particular—women's participation and addressing gender-based violence. In referring to financial arrangements, Resolution 1889 emphasizes women's participation. However, the reference to the need to ensure resources "for advancing gender equality" can be given a much wider meaning. It can be interpreted as questioning the extent to which post-conflict reconstruction finance contributes to gender equality in society at large—with equality encompassing the social, economic and political spheres.

1. S/RES/1325 (2000), S/RES/1820 (2008), S/RES/1888 (2009), S/RES/1889 (2009) on "Women and peace and security."

In effect, during post-conflict periods donor funding largely substitutes for small or non-existent government budgets. The question as to how post-conflict reconstruction financing contributes to gender equality then becomes similar to that posed in other gender-responsive budgeting initiatives, namely how public funds (from donors) address the needs and interests of women and girls compared to those of men and boys. This is especially important given the dire situation in which people find themselves after conflict and the resource and capacity erosion that results from crisis.

This question is important from an economic perspective because the fundamentals of the macroeconomic framework set during the post-conflict period are likely to endure for many years. The nature of the framework will determine factors such as how the economy will grow, which sectors will be prioritized for investment, what jobs and opportunities for different forms of employment will be created, and for whom.

If key rights (e.g., rights to land and housing, rights to mobility, rights to transact in one's names, equality in marriage) are not secured early enough, then poor women will be denied economic opportunities during post-conflict reconstruction. A disconnect between the democratic governance and the economic reconstruction agendas will thus affect the advancement of women's rights, particularly economic rights. Opportunities to sustain women's political and economic empowerment, promote inclusive governance institutions and transform societies are lost when mechanisms do not take women's contributions and needs into account.

Questions of the gender-responsiveness of post-conflict funding are important beyond the economic sphere. While budgets and financing are economic tools, the monies that they govern are used to finance activities that extend into all areas of government activity. In post-conflict situations, donor funds are used not only to rebuild the economy and to (re-)establish administrative systems and law and order, but also to fund social services such as education and health. Decisions as to which sectors will be funded and what will be funded within them are therefore of clear importance in determining prospects for advancing gender equality in the recipient country.

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Despite the importance of these questions, there has been limited investigation as to how post-conflict financing has promoted or hindered gender equality. The United Nations Development Fund for Women (UNIFEM) recently underscored the question's importance by examining post-conflict planning frameworks across twelve countries, including six Post-Conflict Needs Assessments, five Poverty Reduction Strategy Papers (PRSPs), six United Nations Development Assistance Frameworks, and over 394 project documents from Multi-Donor Trust Funds (MDTFs) and Joint Programmes across six countries (UNIFEM 2010a). The planning framework documents are important as they identify the problems and the actions that need to be taken to address them, and thus constitute the basis for funding by governments, the UN and its partners.

UNIFEM used a two-step approach to analyse the documents. First, they conducted a content analysis of the activities, indicators and budgets, and identified whether these address women's needs and issues. Estimated percentages were then calculated for every thematic area (e.g., the percentage of activities, indicators or budget lines that address women's needs and issues out of the total number of activities, indicators or total budget). Second, they estimated the budget allocated to address women's needs and issues by calculating the weighted average of all percentages estimated to address women's needs and issues by area, with the total budget for the area as the weighing factor.

The findings suggest that this is an area that merits further exploration. For example, MDTF analysis using budgetary allocations shows that in addressing women's needs and issues, only 11 percent of the budget is allocated to activities and only 7 percent is allocated to indicators. A direct budget analysis shows that only 6 percent of the total budget is explicitly allocated to gender issues.

In the Post-Conflict Needs Assessments examined, less than 5 percent of activities and only 3 percent of budget lines mentioned women's needs. Low and diminishing levels of gender-responsiveness were also evident in PRSPs. Between 5 and 6 percent of the budget allocated to activities and indicators addressed gender needs, whereas the extent of inclusion of women's needs and issues is only 3 percent at the budget level.

Further analysis in terms of major thematic areas revealed that the social protection and human rights, education and health areas paid the most attention to women's issues. In contrast, though the budget for the area of economic recovery and infrastructure represents a significant portion of total funds, it showed the lowest degree of gender-responsiveness.

In an attempt to get more detailed information, the Gender Team of the United Nations Development Programme (UNDP) commissioned case studies in Kosovo,² Sierra Leone, Southern Sudan and Timor-Leste. The case studies examine whether and how resources were allocated and used in post-conflict reconstruction initiatives to promote gender equality and address women's needs. The studies examined whether gender issues were addressed through separate projects or through addressing gender issues in mainstream projects and programmes. They also examined how funding of post-conflict reconstruction related to their own budgets with respect to gender equality and women's empowerment.

The research covered the full post-conflict reconstruction period, including early recovery and peace-building assistance as well as later assistance as the recipient countries attempted to move towards a more 'normal' situation. The precise time period varied from one case study to the next and these are detailed in each individual case study. Movement towards the normal situation is reflected by a shift in instruments used, with countries over time increasingly being assisted through standard instruments and processes used in non-conflict countries.

For future and current interventions, this synthesis report draws on the lessons that intervening actors as well as actors in the beneficiary countries can learn from these four case studies.

Methodology of this study

The main research question of this study is: "To what extent do post-conflict reconstruction initiatives allocate resources to promote gender equality, address women's needs and involve women in decision-making around strategies and related resource allocations?" The research question included participation, but went far beyond it.

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"To what extent do post-conflict reconstruction initiatives allocate resources to promote gender equality, address women's needs and involve women in decision-making around strategies and related resource allocations?"*

Several factors were taken into account in selecting the four case studies. First, they were chosen on the basis that in each of the four, gender issues are stated as a priority for the international community supporting recovery and peace-building. The case studies, therefore presented excellent opportunities to review whether these global commitments had been backed by "funding for peace and gender equality." Second, they were selected on the

basis that a conflict was of at least four years' duration. Third, that the conflict had ceased or eased for at least the past 18 months. Fourth, that there was significant external involvement in resourcing post-conflict reconstruction. And fifth, that the selected cases spanned several regions and different types of conflict.

2. Kosovo is hereafter referred to in the context of the UN Security Council Resolution 1244 (1999).

Though several of the selection criteria may have reduced variability across countries, it is important to note that it is difficult—and dangerous—to overly generalize with respect to findings on financing for gender equality in post-conflict situations on the basis of these four case studies. First, the nature of the conflict and gender issues differs across the case studies. Second, they differ in terms of location, size of population, religion, economic performance and prospects and poverty. Third, they differ in terms of the approaches taken by international actors.

The researchers for the case studies were: Luljeta Vuniqi for Kosovo, Mary Anne Fitzgerald for Sierra Leone and Southern Sudan, and Sherrill Whittington for Timor-Leste. The researchers were asked to “tell the stories” of these four post-conflict contexts and, in particular, to discuss the extent to which post-conflict reconstruction initiatives allocated and used resources to promote gender equality and address women’s needs. Researchers examined documents related to post-conflict reconstruction and conducted interviews with organizations and individuals who were involved in different roles and stages. This synthesis report is supplemented by case study reports that give the details of the findings of each. The research for the case studies was conducted in 2009.

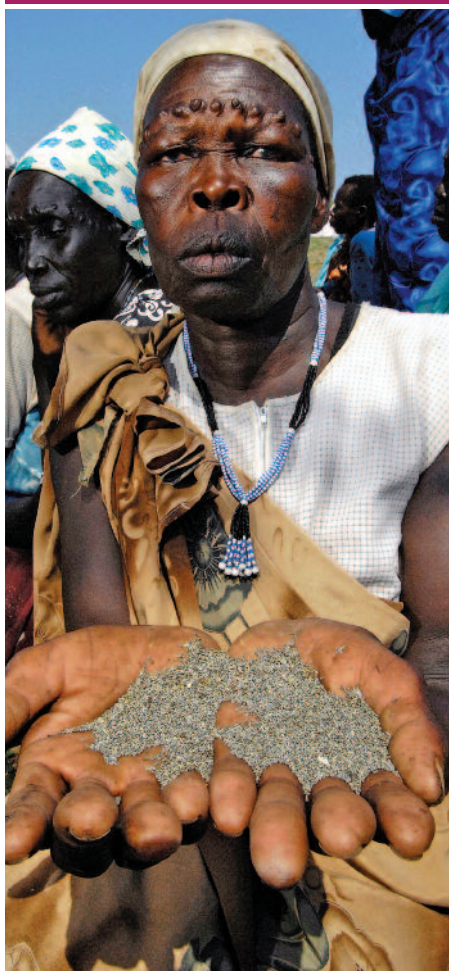
Researchers were asked to structure the case studies in accordance with a pre-set outline. The outline was structured to reflect the chronology of events in each case study, starting with a short background section giving basic facts and figures, followed by a section describing the background to the conflict, a section on settlement of the conflict, a section describing post-conflict reconstruction, and a short conclusion. In practice, events have not unfolded as simply as this in most post-conflict situations. In particular, countries sometimes slip in and out of conflict several times before reaching what is, hopefully, final settlement. In Southern Sudan, for example, serious new conflict seemed to be emerging at the time of and immediately after the research was conducted. Timor-Leste experienced a severe outbreak of violence and civil unrest in 2006, seven years after the referendum which could be considered the end of the conflict.

Each section of the proposed outline included questions about key internal and external actors, governance, plans and budgets, donor programmes and funding during the period concerned. Each section included questions asking about women’s position and situation during that particular period, gender implications of government and donor policies and programmes, and women’s participation in processes related to the conflict or reconstruction.

This synthesis paper was peer-reviewed by target clients and internal and external specialists in accordance with the UNDP Quality Assurance Procedure.

The research was commissioned from within the UN family, and thus places most emphasis on the activities of the UN and its member states (i.e., on official donor assistance). The findings are presented in three sections. The first relates to development of plans and mobilization of resources, the second to the content of funding, and the third to participation and representation. The report concludes with a set of recommendations.





DEVELOPMENT OF PLANS AND MOBILIZATION OF RESOURCES

Plans and budgets

It is widely accepted that budgeting should not be regarded simply as a bookkeeping exercise. Instead, budgeting is part of a broader planning and resource allocation exercise in which a country should draw up a plan of what it wants to achieve. identify

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